

REBUTTAL TESTIMONY

OF

PETER C. CZEKANSKI

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I. INTRODUCTION

1 **Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.**

2 A. My name is Peter C. Czekanski, and my business address is 280 Melrose Street,
3 Providence, Rhode Island 02907.

4 **Q. WHAT IS YOUR POSITION WITH THE COMPANY?**

5 A. I am Manager of Pricing for National Grid Rhode Island – Gas ("National Grid"
6 or the "Company"). In that position, my responsibilities include overseeing the
7 design, implementation and administration of rates charged by National Grid for
8 natural gas service in Rhode Island. I also direct the development of the
9 Company's sales and revenue forecasts.

10 **Q. HAVE YOU PREVIOUSLY FILED TESTIMONY IN THIS**
11 **PROCEEDING?**

12 A. Yes. On April 1, 2008, the Company submitted a request for base-rate relief to
13 the Rhode Island Public Utilities Commission (the "Commission"). As part of
14 that filing, I submitted pre-filed direct testimony to describe the Company's
15 adjustments to the test-year billing determinants and the revenues that produce the
16 rate-year billing determinants. In addition, my testimony described the proposed
17 tariff changes, including changes to the Company's tariff for non-firm service.

1 **Q. WHAT IS THE PURPOSE OF YOUR REBUTTAL TESTIMONY?**

2 A. On July 25, 2008, Mr. Bruce R. Oliver submitted testimony on behalf of the
3 Rhode Island Division of Public Utilities and Carriers (the “Division”) regarding
4 a number of issues covered in my pre-filed testimony. In particular, Mr. Oliver
5 made a number of claims and recommendations in relation to the Company’s
6 pricing structure for non-firm service. The issue of the Company’s non-firm
7 pricing structure was also addressed in the testimony of Mr. John Farley, on
8 behalf of the Energy Council of Rhode Island (“TEC-RI”) and Mr. James Grasso,
9 president of SilentSherpa Energy Consulting and Professional Services, Inc.
10 (“SilentSherpa”). My rebuttal testimony responds to the direct testimony of the
11 Division, TEC-RI, and SilentSherpa on pricing and rate-design issues, but my
12 silence on any issues should not be construed as agreement with any particular
13 recommendation.

14 **Q. HOW IS YOUR REBUTTAL TESTIMONY ORGANIZED?**

15 A. My rebuttal testimony is organized in three sections: Section I is a general
16 introduction. Section II addresses the central public-policy decision before the
17 Commission in relation to the Company’s non-firm pricing structure and explains
18 why the existing structure (along with enhancements proposed by the Company in
19 this docket) serves the interest of firm customers to a greater extent than the
20 pricing models proposed by the Division and other intervenors in this proceeding.

1 Section III addresses areas other than non-firm pricing, which were raised in the
2 intervenor testimony.

3 **Q. WHAT IS THE COMPANY RECOMMENDING IN THIS TESTIMONY?**

4 A. The central debate in this case regarding non-firm pricing requires a public-policy
5 decision by the Commission as to whether it will maintain the current value-of-
6 service pricing structure, albeit with modifications to mitigate the effect of
7 relatively higher costs of alternative fuels, or whether the Commission will move
8 to a fixed, “cost-based rate,” which will be more predictable and less expensive
9 for large non-firm customers, but will shift revenues away from firm customers.
10 There are several changes to the Company’s non-firm procedures and tariff
11 provisions that are under discussion among the parties, but these issues all take a
12 “back seat” to the central policy issue and, in some cases, may be rendered moot
13 by the Commission’s policy decision. Therefore, the Company is recommending
14 that the Commission rule on the underlying policy decision (i.e., whether to
15 maintain the value-of-service system with some type of modification or to move
16 to a fixed, cost-based price) in this proceeding, and then require the parties to
17 work collaboratively to finalize the specific details of the remaining tariff
18 provisions and non-firm procedures for later review and approval by the
19 Commission. The Company believes that this will streamline the Commission’s
20 review in this proceeding and will resolve the central issue under debate, which is

1 essentially unsolvable by the parties because of the tradeoffs involved between
2 non-firm and firm customers.

II. PUBLIC POLICY ISSUE RELATING TO NON-FIRM PRICING

3 **Q. WOULD YOU PLEASE OUTLINE THE CENTRAL POLICY ISSUE**
4 **RAISED IN THIS PROCEEDING IN RELATION TO THE PRICING OF**
5 **NON-FIRM SERVICE?**

6 A. In this docket, the Division, TEC-RI and SilentSherpa are requesting that the
7 Commission make a significant change in the pricing structure for non-firm
8 distribution service. The existing non-firm pricing structure is aimed at producing
9 benefits for firm-service customers, including residential, through a variable rate
10 that changes from month to month in relation to the market price of the
11 alternative-fuel option available to the non-firm customer. Although their
12 proposals differ in some respects, the Division, TEC-RI and SilentSherpa are each
13 requesting that the Commission establish a fixed, “cost-based” distribution rate
14 for non-firm service, which would represent a significant discount as compared to
15 firm rates. The intervenors claim that this shift from a variable, market-based rate
16 to a fixed, cost-based rate is appropriate because: (1) the fixed rate will offer price
17 stability and predictability for non-firm customers, (2) the fixed price would
18 eliminate the Company’s “discretion” in determining prices, and (3) the rate (as a
19 fixed discount from firm rates) would recognize the “lesser quality of service”
20 that non-firm customers allegedly receive. What the intervenors do not highlight

1 is that the shift from the existing rate structure to a fixed, “cost-based” price for
2 non-firm service would reduce the price paid by non-firm customers to a minimal
3 level and would, therefore, deprive firm residential customers and commercial
4 and industrial (“C&I”) customers of several million dollars in annual revenues
5 that they currently receive through the non-firm service offering to reduce their
6 cost of service. This result occurs largely because the actual “cost” of providing
7 non-firm service is minimal. Since the system is constructed and maintained to
8 ensure uninterrupted service to firm customers on a year-round basis (i.e., through
9 the peak winter periods), distribution capacity is available in the off-peak periods
10 for use by non-firm customers at little or no additional cost. As a result, the
11 establishment of a “cost-based” rate would significantly alter the basis for
12 valuation of the available distribution capacity. Thus, the Commission’s adoption
13 of a fixed, cost-based rate in this proceeding would necessarily require a decision
14 by the Commission to change its ratemaking policy on the valuation of
15 distribution capacity, which is paid for and maintained by firm customers and
16 used by non-firm customers when it is to their advantage to do so.

17 **Q. WHAT IS THE RATEMAKING THEORY THAT UNDERLIES THE**
18 **CURRENT PRICING STRUCTURE FOR NON-FIRM SERVICE?**

19 A. Under the Company’s tariff, only C&I customers with dual-fuel capability are
20 eligible for interruptible or “non-firm” service. With dual-fuel capability,
21 customers are free to use their alternative fuel to (1) meet their energy needs in

1 the event of an interruption on the gas distribution system, or (2) shift their usage
2 to take advantage of price differentials that arise from time to time between
3 natural gas and the customer’s alternative fuel. The Company’s distribution rates
4 are designed to recover the fully allocated cost of constructing and maintaining
5 the distribution system from residential and small, medium and large C&I
6 customers who require and take service on an *uninterrupted* basis. Because non-
7 firm customers are willing and able to take service on an interruptible basis, they
8 do not pay the Company’s distribution rates, and therefore, do not incur any of the
9 costs of constructing and maintaining the distribution capacity over the long term.

10 The primary policy driver of the current pricing structure for non-firm service is
11 that it recognizes that the Company’s distribution capacity is paid for by firm
12 customers and has a value in the marketplace, especially in terms of interruptible
13 customers who are looking to use that capacity to avoid alternative fuel costs.
14 Most importantly, the current pricing structure recognizes that the interests of
15 firm-service customers are served in *maximizing* the value of the capacity.
16 Therefore, the current pricing structure for non-firm service is a “value-of-
17 service” framework, which means that the per-unit price charged to non-firm
18 customers is set slightly below the cost of the customer's alternative energy option
19 (usually No. 2 or No. 6 fuel oil). Value-of-service pricing is intended to
20 recognize: (1) that there is a value associated with system capacity that is made
21 available to non-firm customers who have not paid for the capacity, and (2) that

1 non-firm customers operate not only in the natural gas market, but also in an
2 overall energy market, which permits them to take advantage of the least
3 expensive source of energy among various sources. Value-of-service pricing, in
4 one form or another, is widely used as the framework for non-firm service pricing
5 because it recognizes that firm customers should benefit to the maximum extent
6 possible from the use of capacity that they have paid for through rates.

7 **Q. HOW IS THE NON-FIRM RATE CURRENTLY CALCULATED?**

8 A. The Company's existing tariff establishes the non-firm rate on a monthly basis,
9 priced so that the sum of the cost of natural gas and National Grid's distribution
10 rate provides the customer with a discount off the cost of the customer's
11 alternative fuel. The level of discount is based on the amount of gas that a
12 customer can use and the type of alternative fuel, with discounts currently ranging
13 from 2.25 percent to 22 percent. The distribution rate in this calculation is also
14 subject to a floor price (generally \$0.10 per dekatherm in the summer and \$0.16
15 per dekatherm in the winter), but there is no cap or maximum charge.

16 **Q. WHAT HAPPENS TO THE REVENUES GENERATED FROM NON-**
17 **FIRM CUSTOMERS?**

18 A. The customer share of revenues generated through non-firm service are used to
19 offset distribution rates for firm service customers. Over the past three years, the
20 total annual offset provided to firm service residential and C&I customers has

1 ranged from **\$3.0 to \$4.5 million**, including revenues of \$1.6 million, which is an
2 amount that is built into the Company’s base rates (both existing rates and rates
3 proposed for approval in this proceeding). Adding non-firm revenues to the
4 Company’s calculation of base rates reduces the amount of revenue to be
5 collected through base rates from other firm rate classes. In addition to the \$1.6
6 million built into base rates, customers receive 75 percent of all revenues
7 collected in a year through the non-firm rate in excess of the \$1.6 million. These
8 revenues are credited to customers through the Distribution Adjustment Charge
9 (“DAC”) as a direct offset to monthly customer bills.

10 **Q. WHAT IS THE THEORY OFFERED BY THE INTERVENORS IN**
11 **SUPPORT OF A FIXED COST-BASED RATE AND HOW DOES IT**
12 **DIFFER FROM THE THEORY OF A VALUE-OF-SERVICE RATE?**

13 A. It is notable that the Division, TEC-RI and SilentSherpa do not identify or discuss
14 the need to apply a pricing policy that maximizes benefits to firm customers who
15 have paid for the distribution system. Instead, these intervenors seek to establish
16 a rate that is more favorable to large and extra-large dual-fuel customers in terms
17 of both the price level and the variability of that rate. The arguments that the
18 intervenors cite in favor of a shift in policy are several and differ slightly between
19 each party.

- 1 **Q. DOES THE COMPANY HAVE CONCERNS IN RELATION TO TEC-RI’S**
2 **POLICY CLAIMS?**
- 3 A. Yes. TEC-RI argues for the establishment of a fixed, “cost-based” non-firm rate,
4 but does not advocate for a specific price level. TEC-RI argues that a change in
5 policy is needed because the value-of-service pricing model was designed for the
6 circumstance where the cost of oil was *lower* than natural gas and tying the price
7 of interruptible service to the price of oil was a way to encourage the sale of
8 natural gas at a price that was attractive as compared to fuel oil (TEC-RI at 9).
9 TEC-RI argues that the “value-based pricing method breaks down” when the
10 price of oil is more than natural gas (id. at 10). Next, TEC-RI argues that non-
11 firm customers “give up rights on the system” and receive a “lower quality of
12 service” than firm customers, and therefore, should pay a lower rate than firm
13 customers (id. at 6, 8, 10). TEC-RI also claims that the current system allows the
14 Company “too much discretion in determining prices” and results in a price that
15 changes from “month to month in an unpredictable manner” (id. at 5). Based on
16 these factors, TEC-RI argues for a cost-of-service based non-firm rate that does
17 not vary every month and that represents a fixed discount from distribution rates
18 (id. at 6, 14).

1 **Q. DOES THE COMPANY AGREE WITH THE POLICY CLAIMS**
2 **ASSERTED BY TEC-RI?**

3 A. No. The Company respectfully disagrees with TEC-RI’s claims. As an initial
4 matter, the Company disagrees with the conclusion that, because the value-of-
5 service methodology is used to encourage the use of natural gas when oil prices
6 are lower than natural gas prices, it does not apply when oil prices are higher than
7 natural gas. In fact, value of service pricing methodology is equally applicable in
8 both pricing scenarios because the central purpose of the pricing mechanism is to
9 *produce an appropriate value for the use of distribution capacity so that revenues*
10 *are available to firm customers to offset the cost of that capacity.* The value-of-
11 service pricing methodology allows the Company to price non-firm distribution
12 service at a discount to oil, so that when oil prices are dropping (thereby inducing
13 dual-fuel customers to use oil rather than natural gas), the Company can
14 encourage the continued use of natural gas services by dropping its non-firm rate
15 below prevailing oil prices.

16 Without this pricing mechanism, dual-fuel customers would bypass the gas-
17 distribution system and use their alternative fuel because it offers them a pricing
18 advantage. With this mechanism in place, the Company can sell its non-firm
19 service at a discount to oil and maintain a level of revenues for the benefit of firm
20 customers, which would otherwise be unavailable. Similarly, when fuel oil prices
21 are higher than natural gas, the value-of-service pricing methodology allows the

1 Company to capture increased benefits for firm customers since the value of the
2 excess distribution capacity is greater in a marketplace characterized by higher oil
3 prices. Thus, the idea that value-of-service pricing is valid only when oil prices
4 are higher than natural gas is misguided and does not provide a valid basis for a
5 policy change by the Commission in this proceeding.

6 **Q. WHAT ABOUT TEC-RI'S CLAIM THAT NON-FIRM SERVICE IS A**
7 **"LESSER SERVICE" AND THEREFORE, SHOULD BE OFFERED**
8 **ALWAYS AT A FIXED DISCOUNT TO FIRM SERVICE?**

9 A. The Company does not agree with this claim either. TEC-RI claims that non-firm
10 customers "give up certain rights and receive a lower quality of service" because
11 they must agree to interrupt service "at the Company's convenience to improve
12 reliability for the firm customers," who "retain all rights on the system" (TEC-RI
13 at 8, 10). Thus, TEC-RI concludes that, because the non-firm customer gives up
14 certain rights and service levels that the firm customer enjoys, the rate for non-
15 firm service should have a similar structure as firm service, but be set at an
16 "appropriate discount" (TEC-RI at 15). The Company disagrees with this
17 statement because it turns reality on its head. Non-firm customers are not giving
18 anything up for the benefit of firm-service customers. Firm service customers
19 require reliability in the form of uninterrupted service, and they pay for it through
20 distribution rates, which are designed to recover 100 percent of the cost of a
21 distribution system that is constructed to meet the requirements of all firm service

1 customers on a year-round basis, which means that there will be times in the off-
2 peak season that capacity is available for use by non-firm customers, with the sale
3 of that capacity producing a value to offset the costs incurred by firm customers.
4 Thus, interruptible customers do not “give up rights,” by choosing to avoid taking
5 firm service, nor do they “improve reliability” by enduring an interruption. In
6 fact, interruptible customers are customers who have *chosen* to utilize system
7 capacity only in the off-peak period so that they can avoid incurring a share of the
8 total system costs that would be proportionate to their full-time use of the system.
9 By definition, interruptible customers are allowed to use the system *only when it*
10 *is not needed by firm customers who have paid for the system.* Thus, they do not
11 increase reliability by agreeing to be interrupted; instead, they take advantage of
12 the opportunity created when firm customers pay for a system that will ensure
13 reliability throughout the year, but that is not used to maximum capacity at all
14 times. Moreover, when non-firm customers take service from the Company, they
15 take it at the same quality of service that firm service customers enjoy, despite the
16 fact that they have not paid for the system.

1 **Q. WHAT ABOUT TEC-RI'S CLAIM THAT THE CURRENT SYSTEM**
2 **PROVIDES THE COMPANY WITH TOO MUCH DISCRETION IN**
3 **SETTING NON-FIRM PRICES AND THAT NON-FIRM RATES MUST**
4 **BE MORE PREDICTABLE?**

5 A. The pricing of non-firm service requires a balancing of interests between: (1) the
6 Company's firm customers, who are primarily residential and smaller C&I
7 customers that have paid for the Company's distribution capacity through rates,
8 and (2) non-firm service customers, who are large and extra-large C&I customers
9 that want to use that distribution capacity for their own benefit to avoid high oil
10 prices, but who also are important to the economic health of Rhode Island.
11 Although the concept of a fixed, cost-based price for non-firm service may be
12 appealing in terms of the interests of larger dual-fuel customers, it will deprive
13 smaller residential and C&I firm customers of significant value, which is
14 legitimately due to them during times when the distribution capacity they have
15 paid for has a relatively higher value in the marketplace. Thus, if the interests of
16 smaller firm customers are to be furthered in any respect in relation to non-firm
17 service, there must be flexibility in the pricing regime. A level of flexibility is
18 necessary for the Company to achieve the greatest possible benefit for firm
19 customers, while working with non-firm customers to derive the market-based
20 price. The Company recognizes that a fixed rate would be more predictable for
21 dual-fuel customers; however, the balancing of interests weighs in favor of
22 ensuring that the value to firm customers is maximized. If predictability is of

1 paramount important to a non-firm customer, the customer always has the
2 opportunity to take firm service or to make a commitment to use natural gas and
3 enter into a multi-month non-firm contract agreement.

4 **Q. WHAT ARE THE COMPANY’S CONCERNS WITH REGARD TO**
5 **SILENTSHERPA’S POLICY CLAIMS?**

6 **A.** In terms of the policy underlying the non-firm pricing structure, SilentSherpa
7 argues that the capacity utilized by non-firm customers is “already paid for by the
8 firm service customer,” and therefore, if the non-firm customer did not agree to
9 utilize the distribution capacity in off-peak periods, it would “go unused and be of
10 no value to the utility” (SilentSherpa at 8). SilentSherpa also argues that, because
11 distribution service is a monopoly service, the rate for non-firm service should be
12 cost-based, with the cost of non-firm service being “marginal at best” (*id.*). Thus,
13 without naming a rate, SilentSherpa argues that the charge for non-firm service
14 ought to be minimal. Lastly, SilentSherpa makes a number of factual allegations
15 regarding the Company’s actions and intentions in relation to non-firm service.
16 These factual allegations are addressed below.

1 **Q. WHAT ARE THE COMPANY’S CONCERNS IN RELATION TO THE**
2 **DIVISION’S POLICY ARGUMENTS RELATING TO NON-FIRM**
3 **SERVICE?**

4 A. Like TEC-RI and SilentSherpa, the Division argues that the Commission should
5 change its ratemaking policy for non-firm rates because the current pricing
6 mechanism has six problems to be addressed: (1) the premises supporting value-
7 of-service pricing no longer exist or have substantially eroded; (2) the current
8 system hinders the efficient operation of competitive natural gas and oil supply
9 markets; (3) “parity” between oil and gas prices no longer exists and natural gas
10 will have a price advantage over fuel oil alternatives into the future; (4) dual-fuel
11 customers have migrated to firm service because of the price disparity; (5) the
12 non-firm pricing arrangements with some customers “appear” to have created
13 “inappropriate and undue price discrimination among customers having the same
14 alternate fuel type,” and (6) the monthly determination of prices for non-firm
15 customers places unnecessary administrative burdens on the Company (Division
16 at 51).

17 The Company’s concern is that the Division’s policy drivers do not focus on the
18 creation of a pricing system that values capacity for the benefit of firm customers;
19 instead, the Division’s policy drivers are essentially summarized as: (1) a desire
20 to lower the cost of non-firm service because rising oil prices are increasing the
21 price of non-firm service under the value-of-service model, and (2) a desire to

1 create a fixed rate that is predictable for non-firm customers and eliminates the
2 need for any action by the Company (along with any maximization of revenues
3 for firm customers).

4 **Q. WHAT ABOUT THE DIVISION’S CLAIM THAT THE PREMISE OF**
5 **VALUE-OF-SERVICE PRICING IS NO LONGER VALID?**

6 A. This is similar to the argument made by TEC-RI and addressed above in my
7 testimony. This argument is fundamentally based on the idea that value-of-
8 service was designed for the exclusive purpose of pricing a *bundled* gas supply
9 and distribution service, and not as a mechanism for pricing the value of
10 distribution capacity on its own. Specifically, the Division argues that because
11 non-firm customers can now purchase *gas commodity* in the marketplace from a
12 supplier who is competing with other gas suppliers to provide the service (*i.e.*,
13 because there is “gas-on-gas” competition), the comparison to the customer’s cost
14 of alternative fuel has become irrelevant, and there is, therefore, no need to
15 employ a “value-of-service” mechanism to set the price for non-firm service
16 (Division at 52). While it is true that market alternatives for the pricing of *gas*
17 *commodity* exist; the same is not true for the pricing of distribution capacity and
18 the Division’s argument blurs the distinction between gas commodity sales and
19 distribution-capacity sales. Therefore, if the idea is to identify the value of
20 capacity that is being sold on a non-firm basis to large dual-fuel customers, then
21 the value of service pricing model remains directly relevant and appropriate

1 because it is aimed at identifying the cost that the customer would incur to take
2 delivery of the alternative fuel and ensuring that the Company's firm customers
3 realize a relative value for use of the gas delivery system in place of that
4 alternative fuel.

5 Like TEC-RI, the Division also states that the value-of-service methodology is
6 used to encourage the use of natural gas when oil prices are lower than natural gas
7 prices, but it somehow does not apply when oil prices are higher than natural gas.
8 In fact, value of service pricing methodology is equally applicable in both pricing
9 scenarios because the central purpose of the pricing mechanism is to *produce an*
10 *appropriate value for the use of distribution capacity so that revenues are*
11 *available to firm customers to offset the cost of that capacity.* The value-of-
12 service pricing methodology allows the Company to price non-firm distribution
13 service at a discount to oil, so that when oil prices are dropping (thereby inducing
14 dual-fuel customers to use oil rather than natural gas), the Company can
15 encourage the continued use of natural gas services by dropping its non-firm rate
16 below prevailing oil prices. Similarly, when fuel oil prices are higher than natural
17 gas, the value-of-service pricing methodology allows the Company to capture
18 increased benefits for firm customers since the value of the excess distribution
19 capacity is greater in a marketplace characterized by higher oil prices. Thus, the
20 idea that value-of-service pricing is valid only when oil prices are higher than

1 natural gas is misguided and does not provide a valid basis for a policy change by
2 the Commission in this proceeding.

3 **Q. DOES THE COMPANY HAVE ANY OTHER CONCERNS WITH THE**
4 **POLICY ARGUMENTS MADE BY THE DIVISION?**

5 A. Yes. The Division notes that the Company has recently experienced a significant
6 level of migration from non-firm service to firm service because the value-of-
7 service pricing system has made it more economical for certain large C&I
8 customers to take firm service than to take non-firm service (Division at 53). The
9 Divisions claims that the Commission should change the existing pricing structure
10 for non-firm service to establish “reasonably predictable non-firm rates below the
11 firm service alternative” and to encourage migration from firm service to non-
12 firm service over the next year in order to “stabilize the composition” of the non-
13 firm customer base (Division at 53-54). The Company disagrees with this
14 proposition for several reasons. As an initial matter, it is unclear to the Company
15 how “stabilizing” the composition of the non-firm customer base serves the
16 interests of the Company’s firm customers or of the Commission in its ratemaking
17 capacity. The Company firmly believes that the expansion of firm gas service
18 revenues provides a benefit to all customers because it means that the system’s
19 fixed costs can be spread over a larger base; thereby reducing the burden for all
20 firm customers.

1 Second, if it is more economical for the non-firm customer to take firm service
2 than to take non-firm service or to use its alternative fuel – then the customer
3 should be taking firm service. Non-firm service is not designed or intended to
4 provide large, dual-fuel customers with a more economical option than firm
5 service and the Commission should not establish a fixed, cost-based price for the
6 sole purpose of creating that economic advantage. Non-firm service is intended
7 to *attract* usage of the system where the customer is in a position to bypass the
8 system for a more favorable, alternative fuel source and would otherwise do so if
9 the economics allow. If the customer is *not willing or able to bypass the system*
10 because the economics of the situation are not advantageous to the customer, then
11 the customer should be taking firm service and sharing the costs of the system
12 with smaller, firm customers.

13 It should be noted that the Division states that the Company’s objective in
14 establishing a cap for the value-of-service pricing is to “stem the migration of
15 non-firm customers to firm service” (Division at 57). This is a misunderstanding
16 of the Company’s perspective. As the Company stated in response to Data
17 Request DIV 6-26, the Company’s objective is to stem the migration of firm-
18 service customers to non-firm service, because the system is better served when
19 the firm gas load is expanded and the fixed costs of the system spread over that
20 larger customer base.

1 Lastly, the Division claims that the existing value-of-service pricing framework
2 creates the opportunity for “undue discrimination” among similarly situated
3 customers, yet the Division’s recommendation to establish a rate that is more
4 economic than firm service does exactly that. Since a “cost-based” non-firm rate
5 would be available only to dual-fuel customers, all other large C&I customers
6 would remain subject to the Company’s firm service rates. However, the
7 Division’s central argument for this new “more economic rate” is that the cost of
8 alternative fuel is so high as to be non-competitive, and therefore, value-of-
9 service pricing is inapplicable (Division at 51-53). Thus, in proposing to set a
10 rate that is a fixed discount to firm service, the Division seeks to create favorable
11 economics for a particular customer class that, according to the Division, has no
12 alternative fuel options that are “competitive” with the price of gas service.
13 Again, non-firm service is not a service that is provided to large and industrial
14 customers to provide them with an economic alternative to firm service; it is an
15 “opportunity” service that is provided *exclusively* to dual-fuel customers who
16 have the ability to bypass the system, so that the system may achieve value for
17 firm service customers, where it would not otherwise do so. As a result, this view
18 on the migration of non-firm customers to firm service does not represent sound
19 ratemaking policy.

1 **Q. WHAT ACTION IS THE COMPANY RECOMMENDING FOR THE**
2 **COMMISSION IN THIS PROCEEDING ON THE ISSUE OF NON-FIRM**
3 **SERVICE?**

4 A. As mentioned at the outset of my testimony, resolution of the debate on non-firm
5 pricing requires a public-policy decision by the Commission as to whether it will
6 maintain the current value-of-service pricing structure, albeit with modifications
7 to mitigate the effect of relatively higher costs of alternative fuels, or whether the
8 Commission will move to a fixed, “cost-based rate,” which will be more
9 predictable and less expensive for large non-firm customers, but will shift revenues
10 away from firm residential and C&I customers. The Commission should render a
11 decision on this policy decision in this proceeding, and then require the parties to
12 work collaboratively to finalize the specific details of the remaining tariff
13 provisions and non-firm procedures for later review and approval by the
14 Commission. The Company believes that this will streamline the Commission’s
15 review in this proceeding and will resolve the central issue under debate, which is
16 essentially unsolvable by the parties because of the tradeoffs involved between
17 non-firm and firm customers.

III. OTHER ISSUES

1 **Q. DO YOU HAVE ANY SPECIFIC COMMENTS RELATED TO OTHER**
2 **ISSUES RAISED IN THE INTERVENORS' TESTIMONY?**

3 A. Yes. Both Mr. Oliver (Division at 72) and Mr. Farley (TEC-RI at 4) suggest or
4 recommend that the shareholder should contribute to the cost of the proposed
5 low-income discount. The Company believes that its proposal for the 10 percent
6 discount to be collected from other customers is appropriate in terms of both
7 amount and recovery through rates. The Company is entitled to recover all
8 reasonable and prudently incurred costs from customers through rates and the cost
9 of the low-income discount is a necessary and appropriate approach for assisting
10 customers who have difficulty in paying. The cost of the discount is no different
11 than the funding made available for the supplemental LIHEAP and Low-Income
12 weatherization programs.

13 In addition, Mr. Oliver suggests on behalf of the Division that the Commission
14 should disallow the costs of the Gas Marketing Program, but keep the revenues
15 associated with the incremental customers projected to result from the program in
16 the base rates set in this proceeding (Division at 32). Mr. Oliver's
17 recommendation is based on the assumption that the existing cost differential
18 between natural gas and heating oil will motivate those customers to convert to
19 gas service in any event. For the reasons stated in Mr. Mongan's Rebuttal
20 Testimony, the Company disagrees with proposition that this customer load will

1 result without any efforts by the Company to educate customers or facilitate the
2 conversion process through the types of activities that would be undertaken
3 through the Gas Marketing Program. In addition, it is not consistent with legal or
4 ratemaking principles to include “future” growth in a post-test year period. The
5 Company has proposed to do so only because the Company is requesting approval
6 of the costs that will be incurred to initiate and conduct the Gas Marketing
7 Program. If the Commission does not allow the costs, the load growth that was
8 projected to result from the program should be removed from the proposed rates
9 consistent with generally accepted ratemaking practice.

10 **Q. DOES THIS CONCLUDE YOUR TESTIMONY?**

11 A. Yes.