Appendix "A" to Board Order Re: MHP Core Points Decision



FILE NO.:

EB-2005-0551

VOLUME:

17

DATE:

September 7, 2006

BEFORE:

Gordon Kaiser

Presiding Member and Vice Chair

Cynthia Chaplin

Member

Bill Rupert

Member

THE ONTARIO ENERGY BOARD

IN THE MATTER OF the Ontario Energy Board Act, 1998, S.O.1998, c.15, Schedule B;

AND IN THE MATTER OF a proceeding initiated by the Ontario Energy Board to determine whether it should order new rates for the provision of natural gas, transmission, distribution and storage services to gas-fired generators (and other qualified customers) and whether the Board should refrain from regulating the rates for storage of gas;

Hearing held at 2300 Yonge Street, 25th Floor, Toronto, Ontario, on Thursday, September 7, 2006, commencing at 9:38 a.m.

Volume 17

BEFORE:

GORDON KAISER

PRESIDING MEMBER and VICE CHAIR

CYNTHIA CHAPLIN

MEMBER

BILL RUPERT

MEMBER

DECISION:

7

- 8 MR. KAISER: Thank you. There's one outstanding
- 9 matter we'd like to deal with, that with your indulgence,
- 10 will take a few moments. And that relates to the request
- 11 by Market Hub Partners for a decision on certain core
- 12 issues, which we'll deal with at this point.
- 13 Market Hub Partners Canada has requested an expedited
- 14 decision on three issues which relate to the Partnership's
- 15 proposed St. Clair storage operations. These issues have
- 16 arisen in this proceeding, the Natural Gas Electricity
- 17 Interface Review, as a result of a reference from another
- 18 proceeding.
- 19 Market Hub filed an application before the Board some
- 20 time ago for approval of market-based rates that will
- 21 govern gas storage contracts to be entered into by the
- 22 Partnership. That proceeding was adjourned, and then
- 23 subsequently, on June 30th, the Partnership requested it be
- 24 reactivated.
- 25 The Board issued a notice of reactivated proceedings
- 26 on August 11th, referring these three core issues to this
- 27 proceeding. Market Hub, as we know, has participated and
- 28 intervened in this proceeding, has filed evidence, and

- 1 argument.
- By way of background, Market Hub Partners is a
- 3 Partnership that is wholly owned by subsidiaries of Duke
- 4 Energy Corporation. The Partnership was established to
- 5 develop natural gas storage facilities in Southwestern
- 6 Ontario near Dawn, where it intends to offer merchant
- 7 storage service at market-determined prices directed to
- 8 wholesale customers.
- 9 The Partnership is currently developing its St. Clair
- 10 Pool, which will provide 1.1 Bcf of working gas capacity.
- 11 As indicated, Market Hub has reactivated its
- 12 application to the Board for a number of regulatory
- 13 approvals related to that facility, including the
- 14 determination regarding market-based pricing.
- 15 Market Hub also intends to develop, through a
- 16 partnership, a further 5.3 Bcf of working gas capacity at
- 17 the Sarnia Airport Pool and has also indicated it will seek
- 18 development opportunities to increase its working gas
- 19 capacity to 10 Bcf by 2010.
- 20 The request by Market Hub for an expedited decision on
- 21 these three core points was set out in its July 20th letter
- 22 to the Board, and it was also addressed in some detail in
- 23 Market Hub's August 11th written argument.
- 24 Specifically, the three questions are as follows.
- 25 Market Hub has asked the Board to find that Market Hub:
- 26 One, cannot exercise market power; two, be granted
- 27 authority to charge market-based rates for its services;
- 28 and three, be allowed flexibility to contract for services

- 1 without requiring approval of individual contracts,
- 2 provided that Market Hub operates within a base set of
- 3 service terms and conditions approved by the Board.
- 4 So those are the three issues that are before us
- 5 today.
- It should be pointed out that Market Hub has
- 7 indicated that the term "authority to charge market-based
- 8 rates" means the authority to charge rates within the Union
- 9 Gas C1 rate range, which would be in effect from time to
- 10 time.
- 11 The Partnership had previously asked that a decision
- 12 on these core points be reached by the end of August in
- 13 order to commit to necessary contractors, to conduct its
- 14 open season, and to continue the regulatory approval
- 15 process.
- 16 It's important to note that Market Hub has not asked
- 17 the Board to make an expedited decision about whether it
- 18 will or will not forbear from regulating storage prices
- 19 charged by Market Hub Partners or any other storage
- 20 operator. This is set out in the August 11th written
- 21 argument, which I will quote:
- "To be clear, Market Hub Partners Canada's
- 23 request for an expedited decision on the Core
- 24 Points is intended only to provide Market Hub
- 25 Partners Canada with the confidence to move the
- St. Clair project plans forward such that the
- incremental storage services can be offered to
- the market commencing in 2007. The request to

- an expedited decision does not substitute in
- any way for the forbearance decision ..."
- 3 And that appears at page 29 of the Market Hub
- 4 argument.
- 5 Before reaching the decision on this, it's useful to
- 6 set out the position of the parties on this issue.
- 7 The final arguments of the parties on August 28th and
- 8 29th dealt with a number of issues in this proceeding.
- 9 Although most of the intervenors did not deal in any detail
- 10 with the Market Hub request, there were, however, four
- 11 parties that did make some comments.
- 12 First, the Board hearing team took the position that
- 13 because of MHP's status as an affiliate of Union, a
- 14 decision on the core points was, in effect, a decision on
- 15 the merits of Union's position. Accordingly, the Board
- 16 hearing team concluded that an expedited decision would not
- 17 be appropriate.
- 18 IGUA and AMPCO said that Market Hub Partners cannot
- 19 exercise market power by itself and concurred with granting
- 20 Market Hub Partners the authority to charge market-based
- 21 rates.
- 22 With respect to the issue of contract approval,
- 23 Mr. Thompson, the counsel for IGUA, raised the question as
- 24 to whether waiving the Board's approval of storage
- 25 contracts which was the third point Market Hub asked the
- 26 Board to address would be consistent with the Board's
- 27 treatment of contracts entered into by Tribute Resources,
- 28 an independent Ontario storage developer that received

- 1 approval to charge market-based rates. And that decision
- 2 is the Board's decision of June 17th of this year, the
- 3 reasons for which were issued on August 25th.
- 4 The final argument of the School Energy Coalition did
- 5 not address Market Hub's core points directly but did state
- 6 that, in its view, Market Hub, because they're affiliated
- 7 with Union, would have market power.
- 8 And finally, London Property Management Association
- 9 and the Wholesale Gas Services Purchasers Group argued that
- 10 prices charged for utility affiliate storage should not be
- 11 regulated.
- 12 I'd like to deal first with this question of market
- 13 power. And that, as I have said, is one of the core
- 14 points.
- The gas storage capacity that Market Hub proposes to
- 16 develop in Ontario is relatively small. The St. Clair Pool
- 17 as proposed would have a capacity of 1.1 Bcf. The Sarnia
- 18 Airport Pool as proposed, which may be in service in 2008,
- 19 would have a capacity of 5.3 Bcf.
- In the Board's view, even on the narrowest definition
- 21 of a geographic market as advanced in this case, the total
- 22 capacity of these two pools would be less than 3 percent of
- 23 the market capacity. The Board believes it can easily
- 24 conclude that Market Hub Partners, if considered separate
- 25 from Union, cannot wield market power today or even when
- 26 its proposed storage pools become operational.
- The Board also notes that, with the exception of
- 28 Schools, no party has explicitly asserted that Market Hub

- 1 will have market power.
- 2 Market Hub and Union Gas are affiliates and are under
- 3 common control. The Board in this hearing has heard
- 4 considerable evidence that affiliate relations can affect
- 5 market power and the determination of market power.
- A number of parties have referred to the FERC
- 7 regulations in this area, which have been recently
- 8 reconfirmed by Order No. 678.
- 9 The relevant part of those regulations states as
- 10 follows:
- "Capacity (transportation, storage, LNG, or
- 12 production) owned or controlled by the
- applicant and affiliates of the applicant in
- the relevant market shall be clearly and fully
- 15 identified and may not be considered as
- 16 alternatives competing with the applicant.
- 17 Rather, the capacity of an applicant's
- 18 affiliates is to be included in the market
- 19 share calculated for the applicant."
- 20 That's a reference to the FERC regulation paragraph
- 21 284.503(b)(4).
- 22 If the Board were to follow FERC policy in this
- 23 particular case, the Board would be first required to make
- 24 a determination as to whether Union has market power, an
- 25 assessment it has not yet made, before it could determine
- 26 whether Market Hub had market power.
- 27 This is the concern that appears to be expressed by
- 28 the Board hearing team and Schools in arguments that they

- 1 have filed.
- 2 Given the specific circumstances of Market Hub as
- 3 outlined above, the Board has concluded that it's not
- 4 necessary to combine Market Hub's proposed storage capacity
- 5 with Union's capacity to determine whether Market Hub lacks
- 6 market power.
- 7 Market Hub Partners is proposing to develop only a
- 8 small amount of new storage capacity. It has no existing
- 9 customer base and, unlike Enbridge and Union, does not have
- 10 any in-franchise or captive customers.
- 11 The Board will require Market Hub to offer its
- 12 storage service to the market in a non-discriminatory
- 13 fashion, to adhere to the Affiliate Relationships Code for
- 14 gas utilities, and, as volunteered by Market Hub, to file
- 15 confidentially with the Board information on all of its
- 16 storage transactions.
- 17 The Board is of the view that these requirements will
- 18 minimize any concerns that Market Hub and Union Gas will be
- 19 acting in concert. Accordingly, the Board finds that
- 20 Market Hub partners cannot exercise market power.
- 21 Turning next to the issue of market-based rates, the
- 22 Board in its NGF report stated and this is at page 50 -
- 23 that it will not fix cost-of-service rates for new storage
- 24 developed by independent storage operators.
- The Board has approved market-based rates for Tribute
- 26 Resources, a new independent storage developer, and that's
- 27 the decision I referred to earlier.
- 28 Given that the Board has determined that Market Hub

- 1 cannot exercise market power, the Board finds it is
- 2 appropriate to grant Market Hub the same treatment it has
- 3 accorded Tribute.
- 4 The Board also notes that many of the parties argued
- 5 that market-based rate authority would provide an
- 6 appropriate stimulus for new storage development.
- Accordingly, the Board will permit Market Hub Partners
- 8 to charge market-based rates; that is, rates that are
- 9 subject to the maximums set out in Union Gas' rate schedule
- 10 C1.
- 11 The third issue relates to contract approvals and the
- 12 request of Market Hub in that regard.
- Section 39(2) of the OEB Act prohibits storage
- 14 companies from entering into or renewing an agreement for
- 15 gas storage unless the Board has approved the parties to
- 16 the agreement, the period of the agreement, and the storage
- 17 that is subject to the agreement.
- 18 Market Hub says that the process and time involved in
- 19 obtaining these approvals is not consistent with the needs
- 20 of a competitive market, particularly the short-term
- 21 storage or transactional market. This is set out at
- 22 page 27 of the Market Hub argument.
- 23 As a new market entrant with no existing customer
- 24 base, Market Hub is understandably concerned about
- 25 potential barriers to signing customers. Even if the time
- 26 and cost of contract approval were minimal, the Board is
- 27 not aware of any compelling public interest reason to pre-
- 28 approve the storage contracts of Market Hub Partners.

- 1 In the past, the Board has given blanket storage
- 2 orders that effectively exempt storage operators from
- 3 seeking the Board's pre-approval of storage contracts that
- 4 meet certain conditions. The Board considered that
- 5 approach in this case with respect to Market Hub Partners;
- 6 however, in light of the Board's determination that Market
- 7 Hub cannot exercise market power, the Board has decided
- 8 that it can forbear from requiring pre-approval of MHP's
- 9 storage contracts.
- 10 Again, the Board notes that there was general support
- 11 for this approach by all parties to this proceeding.
- 12 The Board wants to stress, however, that this
- 13 forbearance is only with respect to Section 39(2) of the
- 14 OEB Act and only in respect of MHP. The Board has not yet
- 15 made any determination as to whether to forbear from
- 16 regulating storage rates or approving storage contracts
- 17 more generally.
- 18 MHP's request to the Board referred to a base set of
- 19 terms and conditions approved by the Board. The Board will
- 20 require MHP to file its proposed standard terms and
- 21 conditions in EB-2006-165, a proceeding that's currently
- 22 underway with respect to the St. Clair project.
- With respect to any contracts between Union and MHP,
- 24 the Board will be engaged in this matter through its
- 25 regulation of Union. The Board's Affiliate Relationships
- 26 Code for Gas Utilities applies to the terms and conditions
- 27 of those contracts. The Board will also have the ability
- 28 to carry out a prudence review of such contracts as part of

- 1 its regulation of Union.
- 2 And the Board will be considering, as part of its
- 3 deliberation on the issues in this case, whether to require
- 4 pre-approval of storage contracts between regulated
- 5 distributors and affiliates.
- Now, I would add here that, in argument today,
- 7 Mr. Smith has requested a clarification of the current ARC
- 8 guidelines. This decision will not deal with that, but it
- 9 will be dealt with in the main decision.
- 10 I trust that's satisfactory, Mr. Smith.
- 11 Finally, as to reporting requirements, as the Board
- 12 considers the issues in this hearing, it will be
- 13 considering reporting requirements for all storage
- 14 operators. Several parties have advocated that the Board
- 15 , require storage operators to make public certain contract
- 16 information and other data. Market Hub should be aware
- 17 that this decision not to require Board approval of Market
- 18 Hub contracts is not an indication that the Board has made
- 19 any decision on the extent of reporting obligations of
- 20 storage operators generally.
- 21 We would ask you, Mr. Smith, to prepare and file a
- 22 draft Order in accordance with this decision, if possible,
- 23 within 15 days.
- MR. SMITH: Yes, sir.
- 25 MR. KAISER: Possibly earlier, and to distribute
- 26 copies to your friends for comment.
- 27 That completes the Board's decision with respect to
- 28 the Market Hub core issues.