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Decision

ORIGINAL

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Application of PACIFIC GAS AND ELECTRIC COMPANY for authority to revise its gas rates and tariffs, effective April 1, 1981, under the Gas Adjustment Clause, and to modify its Gas Adjustment Clause.

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Application 60263 (Filed February 17, 1981)

(Gas)

(See Appendix A for appearances.)

OPINION

I. Introduction

By Application (A.) 60263, Pacific Gas and Electric Company (PG&E) requests authority to increase gas rates under its Gas Adjustment Clause (GAC) to produce an annual increase of revenues of \$244,170,000. The application also requests authority to modify its GAC to allow more frequent rate revisions.

Ten days of public hearings were held before Administrative Law Judge Kenneth K Henderson between April 6 and April 20, 1981, at which time the proceeding was submitted subject to the filing of briefs.

On April 8, 1981, Toward Utility Rate Normalization (TURN) filed a motion requesting that reasonableness of past purchases of gas by PG&E for delivery to its electric power plants be deferred until PG&E's August 1, 1981, Energy Cost Adjustment Clause (ECAC) reasonableness review.

PG&E concurs in TURN's motion and requests that PG&E's estimates of volumes of sales to its power plants be adopted for ratemaking purposes. TURN's motion is granted.

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The granting of TURN'S motion inherently involves our willingness to adjust the Gas Cost Balance Account (GCBA) in an ECAC proceeding. However, in this instance reviewing PG&E's gas purchases for sale to its electric department can most expediently be reviewed in conjunction with ECAC, where the entire spectrum of electric department procurement and energy mix questions is subject to review. We place the parties on notice that adjustment of the GCBA will be an issue in the Angust ECAC proceeding.

II. Issues and Summary

As with almost all rate cases, the two major issues are: (1) the amount of the revenue requirement and (2) the rate design to be adopted.

With respect to the issue of the revenue requirement, none of the parties advocated specific adjustments to the balancing account based on the reasonableness of PG&E's past actions, except to the extent of matters contained in TURN's motion of April 8, 1981. The other sub-issues involving the revenue requirement concern the effective date, amount, and amortization period of the GCBA.

With respect to rate design, the major issues are:

- 1. Application of previous Commission guidelines.
- 2. Price of alternate fuel.
- 3. Treatment of the conservation financing adjustment.

This decision grants an annual revenue increase of \$35,665,000 based upon a six-month amortization of the balancing account, which had an undercollected balance of \$95,400,000 as of May 31, 1981. We estimate that this rate increase will amortize that undercollection in six months.

Concerning rate design issues, we adopt a price for alternate fuel of 50.6 cents per therm (q/th). With this foundation we have essentially applied the rate design guidelines previously approved in the last general rate case. Exceptions to the guidelines generally concern

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the rates for resale and the residential class. The rates for steam electric generation (G-55 and 57) bear the greatest increase.

Also, this decision will allow PG&E to change its GAC procedures to make an annual GAC reasonableness review proceeding coincide with its annual ECAC reasonableness review proceeding. III. Revenue Recuirement

A. Date of the GCBA Balance

The issue of what date to use to adopt a balance for the GCBA has major implications for this proceeding. The following table illustrates the problem:

Estimated Balancing Account Undercollection Balance (SOOU Umitted)

Date	Staff	PC&E
March 31, 1981	\$132,902	\$134,444
April 30, 1981	124,260	142,900
May 31, 1981	89,604	95,400

Our normal GAC procedure would call for use of a March 31 figure. However, both TURN and the Commission staff (staff) argue that a balancing account date which comes closest to an expected decision date in this proceeding should be used. PG&E does not object to this procedure as long as the same procedure is also used for the ECAC proceedings.

We agree that the latest figure before a decision date is the most appropriate for this proceeding. As the prior table illustrates, the balancing account is being reduced at present rates. If we were to use the March 31 figure, the balancing account would quickly enter an overcollection state. This would probably result in a rate decrease for the next revision proceeding. It is cur desire to maintain the balancing account as near to zero as possible. It is also our policy that rates to consumers should be as stable as fluctuating fuel prices will allow. Obviously, however, the desire to have the balancing account approach zero will not always be consistent with stable rates. Therefore, we exercise our judgment and balance these factors.

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B. Amortization Period for Undercollections

PG&E proposes a four-month amortization period. PG&E has also proposed revision of the GAC procedure to allow triannual filing. The primary reason that PG&E proposes a four-month amortization period is so that the amortization period would coincide with proposed triannual GAC filings.

Both the staff and TURN take the position that a four-month amortization period should not be used. Their argument is based on the premise that PG&E should not be allowed three GAC revisions each year.

The most interesting aspect of the argument of PC&E, TURN, and the staff is that they are each incorrect. Each party assumes that the number of GAC revisions each year will control the amortization period of the GCBA. Admittedly, this assumption provides for certain mathematical neatness. However, we are more concerned with such issues as rate stability, a low GCBA, and having rates accurately reflect the increase or decrease of fuel costs rather than mere mathematical neatness. For this proceeding we will adopt a six-month amortization period. Also, gas costs do not fluctuate as widely as electric energy costs; ECAC is much more volatile given changing energy mix conditions. We will entertain gas offset applications twice per year, unless there are extreme gas cost increases in between the regular filings.

C. Amount of GCBA Undercollection

The staff originally estimated the GCBA as of May 31, 1981, to be \$89.6 million. PG&E estimated the GCBA as of March 31, 1981, to be \$132.444 million but during the hearings provided an estimate for May 31, 1981, of \$95.4 million. No party seriously contested the later PC&E figure and it will be adopted.

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D. Forecasted Volumes of Sales to Southern California Gas Company

Both PG&E and the staff proposed identical estimates of volumes of gas sales (22,275 mdth) to Southern California Gas Company (SoCal Gas). TURN concedes that for ratemaking purposes adoption of this estimate would be prudent. This estimate is raised as an issue because in a recent application (A.60339) SoCal Gas indicated that it intends to purchase more than twice that amount. For the purposes of this proceeding, the estimate of PG&E will be adopted. However, the reasonableness or prudence of sales of gas between SoCal Gas and PG&E will be tested in future proceedings.

E. Other Estimates

The staff and PG&E were in substantial agreement concerning all other estimates used to develop the revenue requirement for ratemaking purposes. No other party opposes these estimates. The following tables show the estimates we adopt.

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CURRENT COST OF GAS

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Forecast Period:	12 Months	Beginni	ng April 1, 1981
Source	Supply (MDth)	Price ∉/Dth	Cost (M\$)
Cost of Gas California	122,254	255.57	\$ 312,445
EL Paso	413,660	228.43	944,924
PGT - Canadian	257,690	506.24	1,304,530
Rocky Mountain Subtotal	9,957	316.95	31,550
Purchases	803,561	322.75	2,593,458
Withdrawal	33,008	140.79	46,473
Injection	(35,026)	322.75	(113.046)
Total	801,543	315.25	2,526,885

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	FORECAST PERIOD: 12 MONTHS BEGINNING APRI	<u>(L 1, 1981</u>
Line	(\$000 Omitted)	
l	Current Cost of Purchased Gas	\$2,526,885
2	Plus GCBA Amortized Over 6 Months (95,400 x 2)	190,800
3	Subtotal	2,717,685
4	Franchises and Uncollectibles (ln3 x .00955)	25,954
5	Plus Base Cost Amount ²	569,758
6	Subtotal	3,313,397
7	Less Revenue at Base Rates ^b	1,971,363
8	Current Recovery Amount	1,342,034
9	Less GAC Revenue at Present Rates [_]	1,306,369
10	Total Revenue Requirement	35,665
	- / to show had in Design (D) 02555	

a/ As adopted in Decision (D.) 92656.

b/ Base rates of February 9, 1981, excluding Gas Exploration and Development Account (GEDA) and Conservation Financing Adjustment (CFA) revenues.

c/ Present rates of February 9, 1981.

As is shown on line 10 of the above table, the additional revenue requirement adopted for this proceeding is \$35,665,000. IV. <u>Rate Design</u>

A. Price of Alternate Fuel

PG&E did not make a specific estimate of the price of alternate fuel. Rather, it provided proposed rates based on alternate fuel information. However, it appeared that PG&E made a series of adjustments to the rates before arriving at the proposed rates. PG&E used Platt's Oilgram (Platt's) for the source of its alternate fuel price information. Likewise, the staff used adjusted Platt's figures to arrive at a range of alternate fuel prices. The University of California (University) was most vigorous in its opposition to any party relying solely on Platt's as the single source of alternate price information. The University's showing consisted in pointing out the defects of Platt's rather than attempting to show the attributes of any other single source. The University's position is that multiple sources of information should be analyzed in arriving at a so-called prevailing price of alternate fuel for ratemaking purposes. We agree with the University. Although, historically, as well as for this proceeding, Platt's has served its purpose very well, we will expect parties to consider information from several sources in arriving at their estimates. Such sources could include the Department of Energy (DOE), Lundberg Letter, utility customers, purchases and sales of oil by the utilities, and the price of imported natural gas.

For the purposes of this proceeding we adopt a price of 50.6 cents per therm ($\epsilon/$ th) based primarily on the staff showing and the equivalent price of Canadian gas (which is priced competitively pegged to alternative full-oil prices).

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B. Rate Design Guidelines

We have considered the rate proposals of all the parties and adopt the rates as shown on the following table.

TABLE	1
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	Sales	Rates	esent Revenues	Rates	ideline Revenues	Rates	usted Revenues	Rates	Revenues	X Increase
	Mth	\$/th	MŞ	\$/th	H\$	\$/th	M\$	\$/th	н\$	
Customer Months			39,539		39,539		39,539		39,539	
Tier I	1,637,821	,29691	486,285	,2982	488,380	,27576	451,498	.29691	486,285	0
Tier II	491,670	,58060	285,464	.4587	225 ,523	,42387	208,492	,5806	285,464	0
Tier III	110,593	.68240	75,469	,536	59,278	.49569	54,801	.6824	75,469	0
Total	2,240,084	,39586	886,757		812,720		754,330	.39586	886,757	
Customer Nonth			2,528		2,528		2,528		2,528	
G-2	1,741,180	,45312	788,963	.4587	798,679	,4587	798,679	.4587	798,680	1,23
G-50	944,170	,46210	436,301	,536	506,075	.49569	467,856	,45938	433,734	(,59)
ı G−52	613,990	.43210 '	265,305	,506	310,679	.46794	287,217	42938	263,636	(,63)
G-55-57	1,946,120	,41460	806,861	.506	984,737	.46794	910,370	.42938	835,630	3,57
Total	5,245,460	,43847	2,299,958		2,602,698		2,466,650	.445	2,334,208	
Resale G-60	37,800	, 37259	14,084	,3768	14,243	, 37680	14,243	,3772	14,258	1,23
G-61, 62, 63	48,270	,35523	17,147	, 3598	17,368	,35981	17,368	, 3598	17,368	1,29
SoCal Gas	222,750	,43192	96,210	.43649	97,228	,43649	97,228	,4365	97,230	1.06
Total	308,820	,41267	127,441		128,839				128,856	
System Total	7,794,364	,4252	3,314,156		3,544,257		3,349,819	,429776	3,349,821	
System Total Less LL	6,156,543	,45291	2,788,332							

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As the table illustrates, the rate design we adopt is based on the application of the guidelines previously adopted in D.91107 as modified by D.91720. (See Appendix B). However, there are certain exceptions. The first such exception is that residential rates have not been decreased. We made this exception because we felt that to lower residential rates during a time of increasing fuel prices would provide an incorrect price signal which could very easily encourage residential consumers to increase consumption. We, therefore, have decided to continue the current residential rates.

The next major exception to the guidelines has to do with the rates for resale (G-60-63). The guideline is that these rates will be set with reference to the average cost of gas. We feel that this guideline is not clear and the record in this proceeding was not sufficiently developed for us to comfortably apply this guideline. For this proceeding only, we have chosen instead to add the average system increase to the existing rates to produce our adopted rates. We believe that this procedure will produce the most equitable result without significantly distorting the various rate relationships. We will also adopt the proposal of the staff to express the G-60-63 rates as a single rate rather than two component rates.

The staff and PG&E also differ on the treatment of the rate afforded SoCal Gas. The staff favors use of an "average system cost of gas." PG&E uses the average system increase. Both positions are based on each party's interpretation of the contract between SoCal Gas and PG&E as previously approved by this Commission. We adopt the position of PG&E as being the most easily applied methodology resulting in an equitable result in conformance with the contract.

The last relevant issue raised regarding application of the guidelines is whether or not the G-55 rate should always be below the G-52 rate. The University raised this issue and proposed that in order to encourage cogeneration, the G-52 rate should always be maintained at a higher level than the G-55 rate.

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We will not adopt the position of the University. The rate incentive for cogeneration is that the cogenerator's gas will be priced at either the G-52 rate or the G-55 rate, whichever is lower. Our interpretation of the guidelines is that G-52, G-55, and G-57 are all referenced to the alternative price of fuel oil. Thus, all three rates should be equal absent any special circumstances to discount the G-55 or G-57 rate. This proceeding did not develop any such special circumstances.

C. Conservation Financing Adjustment

The staff proposed that the CFA rate for zero interest financing, which is presently applicable to all classes of service be modified. The suggested modification is that the adjustment not be applicable to the G-55, G-57, and resale (G-60-63 and SoCal Gas) schedules. The reason is that these customers have their own conservation programs and their customers should not have to pay for two sets of conservation programs when PG&E customers are required to pay for only one set of conservation programs. This proposal has potential merit, but there were no facts developed in this record to substantiate the position. We will, therefore, not modify the current CFA mechanism in this proceeding. Our rationale in applying the CFA rate to all customer classes was that all would benefit, regardless of their particular conservation efforts, because conservation of gas will benefit all in terms of extending supply. Also, conservation of gas may tend to hold down price increases, certainly benefitting all customers.

V. <u>Revision of GAC Procedures</u>

PG&E proposed to modify its GAC to: (1) use a GCBA as of the revision date, (2) use purchased gas prices as of the revision date, (3) use variable GCBA amortization periods, and (4) have triannual GAC revision dates. PG&E also recommends that the GAC proceedings be coordinated with its ECAC proceedings.

The position of PG&E is that the changes are desirable in order to minimize under/overcollections in its GCBA. The staff and

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TURN oppose the triannual filing revision as not being necessary because the prices of purchased gas do not change as nearly as often as purchased fuel for electric plants.

We see several benefits in PG&E's proposal, while also accepting the arguments of TURN and the staif. We will, therefore, adopt a portion of the proposed revisions.

PG&E may modify its GAC preliminary statement in its tariffs to:

- 1. Use of GCBA balance as of the revision date.
- 2. Use variable amortization periods.
- 3. Use purchased gas prices as of the revision date.
- 4. Use new revision dates of April 1 and October 1 of each year beginning October 1, 1981.

Also, it will be our policy that:

- 1. Reasonableness of gas purchases will be reviewed once each year during the August 1 ECAC revision proceeding.
- The reasonableness review period for CAC will coincide with the ECAC reasonableness review period, April to April of each year.

VI. Miscellaneous Issues

A. Central Facilities Hot <u>Water Lifeline Allowance</u>

The staff in this proceeding, along with an individual intervenor, Arno Krakauer, proposed a change in lifeline allowances allotted to central facilities providing hot water only in residential multi-family buildings. Currently, the tenant in a multi-family unit receives the blanket lifeline allowance, which includes usage for hot water. The central facility, however, does not receive a hot water lifeline allowance. Staff and the individual intervenor propose to climinate the hot water allowance in the tenants' lifeline amount, while giving the landlord a hot water lifeline allowance.

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PG&E is opposed to decreasing the tenants' allowance because to do so would break down a blanketed allowance currently given to all individually metered single-residential units using gas. Once a blanketed allowance is imposed, PGAE does not believe that its availability should be chanced in a GAC case to depend on conditions behind the meter. For instance, the basic gas and electric allowances both include cooking, although the vast majority of single-family residential customers will only have one or the other. With the blanketed allowance, however, each combined electric and gas ratepayer gets an allowance for both. In that respect, the hot water allowance for the tenant in a multi-family unit is no different from the cooking allowances. Since the allowance has been blanketed, the Commission should not begin to condition it in a GAC case upon the specific circumstances surrounding individual customers.

The staff points out that PG&E is the only large gas utility in the State that does not provide such an allowance. The staff also states that SoCal Gas was recently ordered to make a similar revision in an offset proceeding.

TURN argues that no change should be made until all affected consumers have been provided notice and an opportunity for a hearing. Also, TURN is concerned that lowered rates for landlords might take away some incentive to convert to solar. Staff's recommendation will result in a very minor revenue requirement shift. We have considered the proposed change in a public hearing. Staff testified in support of its recommendation. TURN thinks broader notice to potentially affected customers should be provided (e.g. those whose rates might be increased in view of a larger lifeline allowance for certain facilities customers). Staff proposes a minor change. Very minor rate changes, such as this, may be considered in offset cases. TURN has had an opportunity to take issue with staff's proposal, cross-examine, and present evidence. Finally, the revenue requirement effect is miniscule. We believe this issue was properly raised in a proceeding adequately noticed under our Rules, and we will address staff's recommendation on its merits.

We will adopt the recommendation of the staff on the basis that failure to provide such a lifeline allowance was originally an oversight on our part. Since the change will be of minor significance, we do not believe it necessary to provide an opportunity for a hearing to all affected parties. We will direct PC&E to work with the staff on the best procedure of notifying customers of the impending change.

B. "Takes" of California Gas

Both TURN and the California Gas Producers Association (Producers) argued vehemently that PG&E should be directed to increase its purchases of California produced gas. The Producers even took the position that the Commission should provide a target amount of California gas and that the company should be penalized if it failed to take such a target amount. However, neither the Producers nor

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any other party questioned the sequence of takes that the company is presently using and which has previously been found reasonable by this Commission. We will not adopt the new ratemaking treatment suggested by the Producers. The prudence of the company's takes of gas from various sources during a historical period, of course, will remain an issue during the GAC reasonableness proceeding. Findings of Fact

1. By A.60263 PG&E requests authority to increase its rates to produce increased revenue of \$81,390,000 for a four-month period, or \$244,170,000 annually.

2. Staff proposes a rate increase to produce increased annual revenue of about \$11,000,000.

3. PG&E's estimates of sales and supply are adopted.

4. The GCBA balance should be amortized over six months.

5. The May 31, 1981, estimate of the GCBA balance is adopted for ratemaking purposes.

6. An increase of rates to produce an annual increased revenue of \$35,665,000 is justified and reasonable.

7. The price of 50.6¢/th is a reasonable estimated price for No. 6 low-sulfur fuel oil.

8. Rate schedules G-52, G-55, and G-57 should be equal.

9. The system average increase should be applied to rate schedules G-60, G-61, G-62, and G-63 and SoCal Gas.

10. The schedules of rates to residential customers should remain at the present level.

ll. The GAC procedures should be modified as discussed in this decision.

12. Lifeline allowances should be allotted to central facilities providing only hot water in residential multi-family buildings.

13. Because of the substantial undercollection, there is an immediate need for rate relief. Therefore, the effective date of this order should be the date of signature.

14. The increase in rates and charges authorized by this order is justified and reasonable; the present rates and charges, insofar as they differ from those prescribed by this decision, are for the future unjust and unreasonable. 11

Conclusions of Law

1. PG&E should be authorized to increase its gas rates as set forth in Appendix B.

2. The rate design principles applied in this decision result in rates that are just and reasonable.

Q R D E R

IT IS ORDERED that:

1. On or after the effective date of this order Pzcific Gas and Electric Company (PG&E) is authorized to file the revised tariff schedules attached to this order as Appendix C and cancel its presently effective schedules. The revised tariff schedules shall become effective five days after filing. The revised schedules shall apply only to service rendered on or after the effective date thereof.

2. PG&E's GCBA is subject to adjustment in the next PG&E Energy Cost Adjustment Clause (ECAC) proceeding with respect to gas department sales to the electric and steam departments (for the recorded period of April 1, 1980 to April 1, 1981).

3. PG&E is authorized to modify its Gas Adjustment Clause (GAC) to provide for:

- a. The use of a Gas Cost Balance Account (GCBA) balance as of the revision date.
- b. The use of variable amortization periods which will be considered in each proceeding.
- c. The use of new revision dates of April 1 and October 1 of each year beginning October 1, 1981.

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4. The reasonableness of gas costs debited to the GCBA shall be reviewed once annually during the August 1 ECAC revision proceeding. The reasonableness review period shall coincide with the ECAC reasonableness review period; April to April of each year.

5. PG&E shall file tariff revisions applicable to central facilities as discussed herein to become effective not less than 90 days after filing, and not less than 60 days after written notice to each affected customer.

This order is effective today. Dated JUN 16 1981

at San Francisco, California

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APPENDIX A

LIST OF APPEARANCES

Applicant: <u>Robert Ohlbach</u>, Daniel E. Gibson, and Shirley Woo, Attorneys at Law, for Pacific Gas and Electric Company.

Interested Parties: Brobeck, Phleger & Harrison, by James M. Addams and William H. Booth, Attorneys at Law, for California Manufacturers Association; <u>Glen J. Sullivan</u> and Allen R. Crown, Attorneys at Law, for California Farm Bureau Federation; <u>Arno S. Krakauer</u>, for himself; <u>William B. Hancock</u>, for Cut Utility Rates Today (CURT); <u>Henry F. Lippitt, 2nd</u>, Attorney at Law, for California Gas Producers Association; <u>Harry K. Winters</u> and Allen B. Wagner, for the University of California; <u>Larry R. Cope</u>, H. R. Barnes, J. R. Bury, and Susan M. Beale, Attorneys at Law, for Southern California Edison Company; <u>Michel Peter Florio</u>, Attorney at Law, for Toward Utility Rate Normalization (TURN); <u>Robert B. Keeler</u>, Attorney at Law, for Southern California Gas Company; <u>W. Randy Baldschun</u>, for the City of Palo Alto; <u>Ed Yates</u>, for Canners League of California; and Downey, Brand, Seymour & Rohwer, by <u>Philip A. Stohr</u>, Attorney at Law, for General Motors Corporation.

Commission Staff: <u>James S. Rood</u>, Attorney at Law, and <u>S. Robert</u> <u>Weissman</u>.

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Rate Design Criteria

The specific rate design criteria adopted in D.91107 as modified by D.91720 are the following:

- a. The rate revision shall produce the total revenue requirements determined to be reasonable, based on the adopted level of sales. The increase in rates necessary to produce the total revenue requirement shall be spread in proportion to the following criteria. (The average system rate is total revenue requirement divided by the total sales.)
- b. No increase shall be made in customer (demand) charges. Increases shall be made only in the commodity rates.
- c. The average lifeline rate including the customer charge shall be 75% of the system average rate.
- d. Schedule G-2 rates shall be determined in reference to the average system rate (less lifeline sales and revenues).
- e. The Schedule G-50 rate shall be referenced to the estimated current market price of No. 2 fuel oil (or at a premium above the Schedule G-52 rate).
- f. The Schedule G-52 rate shall be referenced to the estimated current market price of No. 6 low-sulphur fuel oil.
- g. The Schedule G-55 rate shall be referenced to the current market price of No. 6 lowsulphur fuel oil.

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- h. The Schedule G-57 rate shall be referenced to the current market price of No. 6 lowsulphur fuel oil.
- i. Resale rates to all resale customers (excluding SoCal Gas and Palo Alto) shall be referenced to the average system cost of gas.
- j. The residential blocks shall be on an inverted rate schedule, with the last block having the highest rate. The average rate paid by a residential customer using twice the lifeline quantity should approximate the G-2 rate. The average rate for residential customers using three times the lifeline quantity should be higher than the rate for any nonresidential customer class.

(End of Appendix B)

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APPENDIX C

PACIFIC GAS AND ELECTRIC COMPANY

Statement of Commodity Rates (Cents per therm)

Type of Service [*]	Commodity Rate **	GEDA	Effective <u>Commodity Rate</u>
Residential			
Tier I Tier II Tier III	29.318 57.687 67.867	0.373 0.373 0.373	29.691 58.06 68.24
Nonresidential			
G-2 G-50 G-52 G-55 G-57 G-60 G-61 G-62 G-63 SoCal Gas	45_497 45_565 42_565 42_565 42_565 37_347 35_607 35_607 35_607 43_65	0.373 0.373 0.373 0.373 0.373 0.373 0.373 0.373	45.87 45.938 42.938 42.938 42.938 37.72 35.98 35.98 35.98 43.65

*Schedule Gl-N: First 300 therms at 56.705; excess at 66.698.

Schedules GM/S/T-N: All use at 56.705.

Schedule G-30: Increase commensurately with Schedule G-2.

**Includes 0.105 for CFA.

