

**State of New Hampshire  
Public Utilities Commission**

**Application of  
Abenaki Water Company  
For Approval of a Rate Adjustment**

**Direct Testimony of Donald J.E. Vaughan**

**DW 15-199**

**Introduction**

1 **Q. Mr. Vaughan, please state your full name and business address.**

2 A. My name is Donald J.E. Vaughan. My business address is 37 Northwest Drive,  
3 Plainville, Connecticut 06062.

4 **Q. By whom are you employed and in what capacity?**

5 A. I am President and CEO of New England Service Company, Inc. (“NESC”). In that  
6 capacity, I am responsible for management oversight of all aspects of the operations of its  
7 subsidiaries, namely; Valley Water Systems in Connecticut, Colonial and Plymouth  
8 Water Company in Massachusetts, and Abenaki Water Company in New Hampshire. My  
9 responsibility also includes management of NESC’s non-regulated activities which are  
10 detailed in following testimony.

11 **Q. Please describe your educational background and professional experience.**

12 A. I have a Bachelor of Science degree in Civil Engineering from Northeastern University  
13 and a Master of Business Administration from Nichols College. From 1976 to 1980, I  
14 served as the Director of Water Operations for the City of Worcester. In that capacity, I  
15 was involved in all phases of supply and distribution activities. Subsequently, I was  
16 employed by Citizen’s Utilities as Assistant General Manager for California Water  
17 Properties. I also served as President and General Manager of Southbridge Water Supply  
18 and as the Superintendent of Supply Operations for Aquarion Water Company with  
19 responsibilities primarily in Connecticut. In 1992, I joined Plainville Water Company  
20 (now Valley Water Systems, Inc.). In 1996, I managed the formation of New England  
21 Service Company which now holds the subsidiaries mentioned in the preceding.

1 **Q. Have you previously testified before the New Hampshire Public Utilities**  
2 **Commission or other regulatory bodies?**

3 A. Yes. I also provided testimony to the Massachusetts Department of Public Utilities, and  
4 to the Connecticut Public Utility Regulatory Authority on several prior occasions.

5 **Q. Please describe the purpose of your testimony.**

6 A. My testimony is to provide background information to assist understanding of: (1)  
7 Abenaki Water Company's ("the Company") need for a rate adjustment; (2) capital  
8 expenditures transacted and operational efficiencies which have and will continue to  
9 channel benefits to customers; (3) a proposed five year capital plan designed to realize  
10 future optimal operations through prudent investment; (4) strategies intended to  
11 maximize the interval between the Company's requests for rate adjustments while also  
12 mitigating the amount of future increases; (5) the issue of predictability and funding the  
13 City of Laconia's waste water rate step increases to the Lakeland system; and, (6) the  
14 benefits of consolidation and rate unification.

15 Deborah Carson, Treasurer of NESAC and the Company, will provide accounting exhibits  
16 with explanatory detail as well as describe the Company's customer service features and  
17 notable administrative functions that support day to day operations.

18 **Q. What is the test year the Company will be using in this application?**

19 A. The Company is using the twelve months ending December 31, 2014.

20 **Q. When was the Company's last rate adjustment granted?**

21 A. The Company has never had a rate adjustment since it was formed to acquire and operate  
22 White Rock Water Company in Bow, and Lakeland Management Company (which also  
23 provides waste water service) in Belmont within DW 13-236 and under Order Number

1 25,621 on January 2014. White Rock's last rate decision was on April 13, 2007 (based  
2 on a 2005 test year), DW 16-101, Order Number 24,741. Lakeland's most recent rate  
3 decision for both water and waste water was on May 1, 2012, (based on a 2009 test year  
4 for service on and after October 1, 2011) DW 10-306, Order Number 25,357.

5 **Q. Why is the Company now requesting an adjustment in rates?**

6 A. As indicated in my direct testimony, beginning in line 21, page 9, of the Joint Petition of  
7 Approvals related to the sale of the Utility Assets of the White Rock Water Company,  
8 Inc. and Lakeland Management Company, Inc. to Abenaki Water Co., Inc., DW 13-236,  
9 the Company planned to operate the two systems for a period of time before seeking rate  
10 relief in order to have a better history of the operating costs. Based on that history the  
11 Company requests that the Commission allow it to operate the two water systems on a  
12 consolidated basis under a single rate structure with monthly billing which was  
13 accomplished under DW 14-360, Order Number 25,760. Our experience operating the  
14 two systems indicates that the additional costs of operating each system does not benefit  
15 customers from either a rate making or operational standpoint.

16 In addition, the Company's audited 2014 financials and its current course into fiscal year  
17 2015, indicate that the Company has and will continue to experience a return below what  
18 would be considered satisfactory financial performance. In order for the Company to  
19 maintain its viability, it must be allowed to increase rates which will enable it to carry on  
20 efficient day to day operations as well as make future plant investments necessary to  
21 optimize system performance that will benefit its customers and ultimately lead to a well  
22 designed and cost effective rate structure. The Company requests temporary rates while

1 the Commission evaluates the Company filing and makes its determination on permanent  
2 rates.

3 **Q. What return on equity is the Company seeking?**

4 **A.** The Company is seeking a return on equity of 10.75%. The Company makes this request  
5 without the assistance of a cost of capital expert whose fees would add significant  
6 expense to this proceeding, which the Company is actively trying to minimize. However,  
7 it is clear that the Company requires a greater return than present in order to maintain an  
8 optimal (in fact preferred) capital structure; maintain experienced management, technical,  
9 and financial expertise to underpin operations; and importantly, to attract investors and  
10 capital for its two small risky water systems. As explained below, smaller sized systems  
11 dramatically increase risk to investors. (Please also see Page 9.)

12 The risk directly related to the Company is clearly and significantly greater than that of  
13 the largest regulated water companies under the Commission's jurisdiction. Accordingly,  
14 and rather than taking a one size fits all approach, the Company offers for consideration  
15 that the largest water company operating under the Commission's jurisdiction has 37  
16 times the customers and 27 times the revenues as does itself. Given approximately the  
17 same return on equity, an investor would unhesitatingly invest one dollar of capital in the  
18 larger rather than the smaller utility, all other factors being equal.

19 In further support of its requested ROE, a look at development of the Company's current  
20 capital structure requires a brief review. Prior to acquisition of White Rock Water, that  
21 company had no debt and was owned through 100 percent equity by its shareholder. As  
22 to the Lakeland system, its capital structure was significantly skewed to equity in its last

1 rate order, for both the water and waste water operations. Consequently, both companies  
2 were financed by a very high cost of capital.

3 **Q. How will the requested ROE benefit customers?**

4 **A.** As part of the acquisition of White Rock and Lakeland, the Company was successful at  
5 placing low cost debt (effectively at less than 3.0 percent for 2014) and thereby  
6 incorporating it into the capital structure. Therefore, this financing will serve the  
7 Company's customers well in terms of moderating rates into the future. That said, we  
8 believe the requested return at this point will not have a significant impact on rates, and  
9 from a historical perspective, undoubtedly would achieve a lower cost of capital than that  
10 sought by previous ownership. Also, because investment seeks higher returns, the  
11 requested equity if realized, will drive a prudently and timely designed capital program  
12 (Attachment C) to continually improve system operations for customer benefit.

13 **Q. What rates of return do investors realize in other markets?**

14 **A.** In perspective, the Company's larger sister subsidiaries' authorized return on equity in  
15 Massachusetts and Connecticut are 10.5% and 10.05%, respectively. In lieu of retaining  
16 expensive cost of capital expert witnesses, and recognizing the risk associated with small  
17 systems, the Connecticut and Massachusetts Commissions developed formulaic R.O.E.  
18 approaches which address the size premium appropriate for such utilities.

19 In Massachusetts, the Department of Public Utilities (DPU) issued 220 CMR 31.00 which  
20 set the specified floor of 11.5% in order that such companies could attract capital and be  
21 comparable to returns on investments of similar risk.

22 In Connecticut, the Public Utilities Regulatory Authority (PURA), in accordance with its  
23 Docket No. 13-01-29, averages the ROE's last granted to its two largest water companies,

1 then adds a 50 basis point size premium. PURA, in its discretion, then can award up to  
2 50 additional basis points based on the small company's standard of performance.

3 The Company believes it has made prudent investments, all used and useful, during the  
4 test year which have benefitted its customers. This improved level of service is noted  
5 here and in the testimony of Deborah Carson. Accordingly, the Company asks for the  
6 requested return on its test year ending equity, plus 2015 additions where warranted, as  
7 indicated in the accompanying exhibits. In summary, the Company is asking for a fair  
8 and reasonable opportunity to earn a competitive return on its invested capital. The  
9 Company suggests that anything less will disincent capital markets, cause shareholders to  
10 look elsewhere, and ultimately leave a larger burden of plant investment to future  
11 operators.

12 **Q. How has the Company fared with capital improvements since its acquisition of the**  
13 **White Rock and Lakeland systems and what is its plant investment plan going**  
14 **forward?**

15 A. Evaluating near term Company improvement needs was one of our priorities both before  
16 and after the acquisition. A large part of its capital investment had to do with recognition  
17 of the need for revenue stability, non-revenue (unaccounted for) water, and minimizing  
18 an unacceptable number of estimated and missed meter readings.

19 Insofar as Commission comments under Section III. A. 5 and 6 of Order Number 24,741,  
20 dated April 2007 were concerned regarding White Rock, and relatedly, the status of  
21 meter data collection at Lakeland, the Company's first commitment of capital has been  
22 directed to meter replacement.

1 Of the \$75,625 of capital investment detailed in Attachment A, notable expenditures have  
2 included:

- 3 • Installation of radio read meters now completed in over 225 homes. This project  
4 is enabling more accurate invoicing, virtual elimination of estimated bills,  
5 facilitation of monthly billing, earlier homeowner detection of leaks, the ability to  
6 calculate unaccounted for water on a monthly basis, and over the long term, a  
7 reduction in operating expenses. For example, future cost mitigation includes a  
8 reduction of meter reading to an estimated 3 hours (actual time) per month as  
9 opposed to interminable hours (due to an antiquated postcard data collection) per  
10 quarter necessary for conventional metering; the ability to introduce paperless  
11 bills thereby decreasing postage expense; and the predictability of billing amounts  
12 which, although difficult to quantify, has in our experience lessened the  
13 administration required in handling customer complaints.
- 14 • Installation of a stand-by generator (see Attachment B) in the White Rock system.  
15 The much needed addition will ensure the reliability of service by increasing the  
16 continuous functioning of the system's operation, pumping, and treatment located  
17 at this facility. Prior to this improvement, the system was vulnerable to, and  
18 experienced power outages due to heavy snowfall and winds characteristic of the  
19 area. Please refer to Deborah Carson's testimony regarding customer comments  
20 specific to this improvement as well as improved service derived from other  
21 enhancements.

22 **Q. Has the Company developed a Five year Capital Plan?**

1 A. Yes. Based upon the unique operating experience the Company now has with the  
2 systems, we have developed a Proposed Five Year Capital Plant Improvement Program,  
3 which is included as Attachment C. We believe the considered projects forecasted are  
4 prudent and consistent with our experience of owning and managing water systems. Our  
5 proposed capital plan is presented with the goal of minimizing the potential for rate shock  
6 and importantly, maximizing the interval between needed rate adjustments.

7 **Q. How does the Company plan to fund the Capital Plant Improvement Program?**

8 A. After ongoing evaluation of its annual capital improvement needs, the Company will (and  
9 does) prioritize identified system projects that can be completed within the boundaries of  
10 its planned capital expenditure budget. Typically, this amount is composed of its  
11 expected yearly depreciation, and approximately half of its net income.

12 **Q. What are the issues attendant to small companies and the strategies to maximize the  
13 interval between the Company's requests for rate adjustment while also reducing  
14 the impact of future rate increases?**

15 A. In general, smaller water systems pose relatively bigger challenges to operate, maintain,  
16 and sustain in great part due to the challenges that inadequate infrastructure and  
17 increasing regulatory requirements present relative to the systems' size. Frequently, their  
18 water rates tend to be higher than their larger counterparts. Smaller systems often lack  
19 adequate management and engineering capability as well as the ability to attract capital at  
20 reasonably competitive rates. Typically, they cannot afford to hire qualified operators on  
21 a full time basis due to their size. As a result, customers do not always receive the same  
22 level of service that could be expected from a company with a larger customer base.

1 To varying degrees with respect to certain aspects of operation, the White Rock and  
2 Lakeland systems are examples of ownership transition that has enhanced specific areas  
3 of the service level. In particular, demonstrated service reliability at White Rock (new  
4 stand-by generator) as well as accurate data collection and payment options including  
5 Lakeland have benefited customers in many respects. On the other hand, system  
6 infrastructure weaknesses such as the original installation of distribution system nylon  
7 connections at White Rock (leading to undetected leaks and unfavorable unaccounted for  
8 water ratios) as well as a lack of control valves at both Lakeland and White Rock have  
9 been identified by further operating analysis.

10 These are only a few of the typical operating challenges of small underinvested water  
11 systems.

12 All this said however, prudent and continuous incented investment in the Company's  
13 water systems will yield benefits while reducing operating and maintenance costs over  
14 the long term. Last winter's power outage at White Rock did not disrupt water service  
15 because of stand-by power and, in turn on an ongoing basis, will eliminate the need for  
16 overtime labor normally deployed to ensure continuous operation of pump stations.  
17 Radio read metering has reduced data collection costs and improved the quality of  
18 invoicing all of which dampens the rise of operating costs.

19 The Company firmly believes the acquisition and synergy of White Rock and Lakeland,  
20 as well as future opportunities are ultimately good for the customer, the Commission and  
21 the Company. There can be little disagreement that when consolidations of such systems  
22 occur, provided the transaction brings competent management, technical ability, and  
23 financial strength with it, benefits, particularly accruing from economies of scale take

1 place. These dynamics will lengthen the interval between and reduce the financial impact  
2 of future rate decisions.

3 **Q. Please explain the issue of the City of Laconia’s waste water rate step increase.**

4 A. A concern the Company has is the City of Laconia’s step rate charges to Lakeland which,  
5 when occurring outside of a test year, become an unplanned expense that cannot be  
6 recovered until the Commission’s next rate order.

7 Deborah Carson, in her pre-filed testimony, proposes the accounting to handle the step  
8 rate expenses such that they do not negatively impact the Company’s earnings while not  
9 also adversely affecting customers. That said, there is undoubtedly agreement that the  
10 Company’s circumstance of providing the waste water collection system for its customers  
11 while the treatment process is performed by others, is somewhat unique.

12 **Q. What is the Company proposing with respect to the waste water tariff?**

13 A. The Company believes it would be in the best interest of all to include in its tariff (with  
14 the Commission’s specific approval) the ability to pass along the subject step increases, at  
15 cost, as they occur. The benefit of this methodology would be for customers “to pay as  
16 you go” in the same way as the users in Laconia do. Furthermore, the factors (such as  
17 these periodic increases) which contribute to “rate shock” can be minimized, as well as  
18 having the effect of delaying, or putting off, the necessity for the next rate request.

19 **Q. Please explain the benefits of consolidation and rate unification to the Company and  
20 its customers.**

21 A. Due to the consolidation of White Rock Water Company and Lakeland Management  
22 Company to form Abenaki (Docket DW 13-236) the expense of this rate proceeding, as  
23 well as ongoing annual audits and administrative filings have been and will be shared by

1 an increased customer count which will beneficially reduce its exposure to the  
2 Company's regulatory costs. Since the cost of rate filings is not necessarily linear to the  
3 amount of revenue at stake, then generally the smaller the company, the more financially  
4 impactful such filings and proceedings are on a company's customer base. Furthermore,  
5 consolidation as previously referenced, typically allows merged companies to gain  
6 competitive financing, improved management, and technical expertise, among others.  
7 More than at any other time in the past, operational, financial, and compliance hurdles  
8 facing the fragmented small company sector going into the future, if they are to be met at  
9 all, can be navigated by leveraging consolidation. As an eventual outcome, consolidation  
10 with an efficient strategy benefits the customer, the Commission, and the Company  
11 through scale.

12 Through rate consolidation or unification, a pricing methodology that already is  
13 significantly common in the electric and gas industries, Abenaki and its customers will  
14 benefit over time via more stable rates and mitigated increases influenced by a  
15 combination of scale and single tariff pricing.

16 Even within large single water systems, socialization of prices currently exists when  
17 considering the cost of service to supply say, one group of customers benefitting from a  
18 pump station, or another which receives water via an unusually long pipe line, over an  
19 array of other consumers. Further, exceptionally expensive main breaks or mandated  
20 capital improvements can occur in any system or at any location with little or no notice.  
21 Rate unification eases the impact of the expense by spreading the cost over the entire  
22 customer base rather than directing it to the few.

23 **Q. Does this conclude your testimony?**

1 A. Yes.

2

3 LIST OF ATTACHMENTS

4 ATTACHMENT A Description of Recent Capital Additions

5 ATTACHMENT B Picture of stand-by generator

6 ATTACHMENT C Proposed Five Year Capital Plant Improvement Program.