

BAY STATE GAS COMPANY

Direct Testimony of Lawrence R. Kaufmann, PhD

D.T.E. 06-xx

1 **I. INTRODUCTION**

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

3 A. My name is Lawrence R. Kaufmann. My business address is 22 East Mifflin, Suite
4 302, Madison, WI, 53705.

5 **Q. WHAT IS YOUR POSITION AND WHAT ARE YOUR RESPONSIBILITIES?**

6 A. I am a Partner at Pacific Economics Group LLC (“PEG”). My work includes
7 designing and providing empirical support on performance-based regulation (“PBR”)
8 plans for energy utility clients. My specific duties include designing regulatory plans
9 that create strong performance incentives, supervising research on the productivity
10 and input price trends of utility industries, benchmarking utility cost performance,
11 and expert witness testimony. I have been involved in PBR-related projects for a
12 large number of gas and electric utility clients.

13 **Q. WHAT IS YOUR PROFESSIONAL AND EDUCATIONAL BACKGROUND?**

14 A. Prior to co-founding the Madison office of PEG in 1998, I was employed from 1993
15 until 1998 as a Senior Economist at Christensen Associates, an economic consulting
16 firm based in Madison. I received a PhD in Economics from the University of
17 Wisconsin in 1993.

18 **Q. HAVE YOU PREVIOUSLY TESTIFIED BEFORE THE DEPARTMENT OF**
19 **TELECOMMUNICATIONS AND ENERGY?**

20 A. Yes. I filed both direct and rebuttal testimony on the PBR plan proposed by Bay
21 State Gas in D.T.E. 05-27 and by Boston Gas Company in D.T.E. 03-40. I also co-
22 authored a report that was attached to testimony on service quality PBR in
23 Massachusetts (D.T.E. 99-84) and testified before the Department in that proceeding.

24 **Q. HAVE YOU TESTIFIED BEFORE OTHER COMMISSIONS?**

25 A. Yes. I have filed testimony on PBR issues in Rhode Island, Kansas, Hawaii,
26 Oklahoma, and Kentucky. I have co-authored reports that were attached to PBR
27 testimony in California and British Columbia. I have also testified overseas in
28 Australia and New Zealand on PBR issues.

1 **Q. WHAT IS THE PURPOSE OF THIS TESTIMONY?**

2 A. This testimony will address Bay State Gas Company's ("Bay State" or the
3 "Company") proposal to recover revenues that have been lost due to the decline in
4 average gas use per customer (AUPC). Bay State proposes to recover these revenues
5 through the exogenous factor component of its approved PBR plan.

6 **Q. CAN YOU SUMMARIZE YOUR CONCLUSIONS?**

7 A. Yes. There has been a long-term trend of declining AUPC in the natural gas industry.
8 Since 2002 this trend has accelerated, as consumption has fallen in response to the
9 rapid increase in natural gas prices. The acceleration in declining AUPC has been
10 particularly dramatic for gas distributors in the Northeast US. Both the longer-term
11 trend, and the recent acceleration, of declining AUPC are exogenous events which are
12 beyond the control of utility managers and reflect circumstances that uniquely affect
13 the natural gas industry.

14 The Department recently addressed the issue of exogenous cost increases
15 resulting from higher natural gas prices in D.T.E. 05-66. In that proceeding, the
16 Department concluded that the recent increase in bad debt expense for Boston Gas
17 Company could be recovered through the exogenous factor in that company's PBR
18 plan. I have carefully reviewed the rationale which the Department used in D.T.E.
19 05-66 to justify exogenous recovery of bad debt expense, and I believe it applies even
20 more strongly to Bay State's proposed recovery of revenues that have been lost due to
21 declining AUPC. I therefore believe that Bay State's proposal to recover revenues
22 lost because of an exogenous decline in gas usage is consistent with Department
23 precedent and should be allowed.

24 **Q. HOW IS THE TESTIMONY ORGANIZED?**

25 A. Following this introduction, the testimony is organized in three sections. Section II
26 discusses the issue of declining AUPC in the natural gas industry and shows that this
27 decline has accelerated since 2002, particularly in the Northeast US. Section III
28 discusses the criteria that the Department developed in D.T.E. 05-66 for allowing
29 exogenous cost recovery and evaluates whether those criteria are satisfied with
30 respect to Bay State's proposed recovery of lost revenues due to declining AUPC.
31 Section IV presents concluding remarks.

1 **II. NATURAL GAS USAGE AND REVENUE TRENDS**

2 **Q. WHAT HAS BEEN THE RECENT EXPERIENCE IN NATURAL GAS** 3 **USAGE PER CUSTOMER?**

4 A. For many US gas distributors, there has been a long-term trend of declining gas
5 delivery volumes per customer. This pattern is particularly evident for residential
6 customers. For example, one study by the American Gas Association (AGA)
7 estimates that gas consumption per household has declined by 22% since 1980 in
8 weather-normalized terms. This trend is due, in part, to demand-side management
9 programs, but it also depends greatly on the use of more energy efficient appliances,
10 materials and insulation in new construction. All these factors tend to reduce gas
11 consumption per customer, on average.

12 **Q. DO GAS UTILITIES TEND TO SERVE INCREASING NUMBERS OF** 13 **CUSTOMERS OVER TIME?**

14 A. Yes. Nearly all gas distributors are experiencing growth in their service territories
15 and, therefore, in their obligation to connect and serve new natural gas customers.

16 **Q. IF A GAS DISTRIBUTOR IS SERVING INCREASING CUSTOMER** 17 **NUMBERS, AND AVERAGE GAS USAGE PER CUSTOMER IS** 18 **DECLINING, WHAT ARE THE IMPLICATIONS FOR THAT** 19 **DISTRIBUTOR'S COSTS AND REVENUES?**

20 A. For most gas distributors, if customer numbers are increasing and average use per
21 customer (AUPC) is declining, the changes in a distributor's revenues will tend to
22 lag the changes in its gas distribution costs. This results from the fact that there is an
23 imbalance between gas distribution costs and the design of gas distribution rates.

24 This issue can be better understood by considering the structure of gas distribution
25 costs and revenues. Most gas distribution costs (*e.g.*, services, meters, and new
26 distribution main) are largely fixed and driven by the number of customers served.
27 At the same time, most distributors' rates are designed so that more revenues are
28 generated from volumetric, rather than customer charges. This mismatch between
29 gas distributors' cost structure and rate design becomes problematic when customer

1 numbers increase but volumes per customer decline. All else equal, the combination
2 of increasing customer numbers, declining AUPC, and a volumetric-intensive rate
3 design will cause revenue growth to lag cost growth.

4 **Q. HAS THE RECENT INCREASE IN NATURAL GAS PRICES AFFECTED**
5 **THESE TRENDS?**

6 A. Yes. These problems have been exacerbated by the recent increases in natural gas
7 commodity prices. Many customers react to higher gas commodity prices by
8 reducing their natural gas consumption. This accentuates the trend of declining usage
9 per customer. This, in turn, further reduces gas distribution revenues, which depend
10 on throughput. Since gas distribution costs remain largely fixed, distributors' returns
11 are negatively impacted by higher commodity prices.

12 **Q. ARE THERE DATA THAT DEMONSTRATE THAT GAS USAGE PER**
13 **CUSTOMER HAS BEEN IMPACTED BY THE RECENT INCREASE IN**
14 **NATURAL GAS PRICES?**

15 A. Yes. Exhibit LRK-1 is a table I prepared on trends in average gas use for residential
16 and commercial gas customers in the US. Data is presented for the 1997-2005 period
17 and for the two sub-periods of 1997-2002 and 2002-2005. I have examined trends
18 before and after 2002 since, beginning in that year, annual natural gas prices have
19 generally increased steadily. The table presents data on both the "normalized" and
20 "non-normalized" change in gas usage per annum for residential and commercial
21 customers. Non-normalized usage is simply equal to total consumption for residential
22 and commercial customers. "Normalized" usage has been adjusted for weather, using
23 a regression that relates residential and commercial natural gas consumption to
24 heating degree days. Data are presented for each State in the continental US and for
25 six regional aggregates: the Northeast; the Southeast; the North Central; the South
26 Central; the Northwest; and the Southwest. The normalized data are more useful than
27 non-normalized data for evaluating underlying consumption patterns since the latter
28 depend greatly on transitory and unpredictable weather conditions. I will therefore
29 confine my remarks to the normalized AUPC data.

1 For the US as a whole, gas usage per residential and commercial customers
2 declined by an average of 1.58% per annum over the 1997-2005 period. The trend
3 decline in AUPC was 1.5% per annum from 1997 to 2002. This declining trend
4 accelerated to 1.74% per annum in the 2002-2005 period.

5 The figures are even more striking for the Northeast region. For northeast gas
6 distributors, AUPC declined at a 0.43% rate from 1997 to 2002. In the 2002-2005
7 period, AUPC declined by 2% per annum. No other US region experienced an
8 acceleration of this magnitude during the 2002-2005 period, when natural gas prices
9 were generally increasing.

10 **Q. ARE THESE TRENDS THE RESULT OF EXOGENOUS FACTORS THAT**
11 **ARE BEYOND THE CONTROL OF GAS DISTRIBUTION MANAGERS?**

12 A. Yes. The long-term trend in AUPC stems primarily from changes in construction
13 materials and more energy efficient appliances which reduce households' demand for
14 natural gas. The acceleration of this trend was due to the increase in natural gas
15 prices in recent years. Gas distributors obviously have no control over new
16 construction in their territories, but must still connect and provide service to new
17 homes and businesses that typically use less natural gas than existing customers.
18 Distributors also have no control over commodity prices for natural gas and, in
19 Massachusetts, distributors do not profit from the natural gas supplies that they
20 procure on behalf of customers.

21 **Q. DO THESE TRENDS UNIQUELY AFFECT THE LOCAL GAS**
22 **DISTRIBUTION INDUSTRY?**

23 A. Yes. Gas distributors are monopoly providers of gas delivery services to end users in
24 their service territory and have an obligation to serve a growing customer base. This
25 is largely a fixed cost business. When the number of customers increases and AUPC
26 declines, the change in gas distribution costs will outpace the change in distribution
27 revenues, all else equal. This disparity will be exacerbated by increases in natural gas
28 commodity prices that tend to depress AUPC further. This mismatch between
29 changes in costs and changes in revenues results from a constellation of factors which
30 are unique and inherent to the gas distribution industry – most importantly, the

1 structure of gas distribution costs, the design of gas distribution rates, the obligation
2 to serve a growing number of customers, and the exogenous decline in AUPC over
3 time.

4 **Q. BASED ON THIS INFORMATION, WHAT DO YOU CONCLUDE?**

5 A. I conclude that there has been a consistent decline in average natural gas usage for
6 residential and commercial customers. This decline has accelerated in recent years
7 due to the increase in gas commodity prices, and the accelerated decline has been
8 particularly sharp for Northeastern gas distributors. The effect of declining AUPC is
9 to cause revenue changes to lag cost changes, thereby adversely impacting gas
10 distributors' earnings. These trends are also exogenous in the sense that they are
11 beyond the control of gas distribution managers, and they uniquely affect the local
12 gas distribution industry.

13 **III. EXOGENOUS RECOVERY OF BAD DEBT EXPENSE AND**
14 **REVENUES LOST TO DECLINING USE PER CUSTOMER**

15 **Q. HAS THE DEPARTMENT RECENTLY CONSIDERED THE ISSUE OF**
16 **EXOGENOUS RECOVERY OF EXPENSES THAT RESULTED FROM**
17 **HIGHER NATURAL GAS COMMODITY PRICES?**

18 A. Yes. The Department considered this issue in D.T.E. 05-66, where Boston Gas filed
19 for the recovery of an increase in its bad debt expense stemming from the recent
20 increase in gas commodity prices.

21 **Q. PLEASE SUMMARIZE THIS FILING AND THE OUTCOME OF THE**
22 **PROCEEDING.**

23 A. In D.T.E. 05-66, Boston Gas argued that \$9,381,629 in its under-recovered bad debt
24 expense met the Department's standard for exogenous cost recovery and should be
25 recovered through the exogenous factor in its approved PBR plan. The company
26 claimed this was justified because 1) the increase in bad debt expense resulted from
27 higher gas commodity prices over which Boston Gas had no control; 2) the higher
28 bad debt expense resulted from changes in the natural gas marketplace that uniquely

1 affect the natural gas industry; and 3) the increase in bad debt expenses were not
2 captured in the GDP-PI.

3 The Department agreed with Boston Gas's claim that the increase in its bad debt
4 expense was due to unprecedented increases in gas commodity prices. The
5 Department also found that the impact of higher gas prices on gas-related bad debt
6 expense, and on the ability of distributors to recover such expenses, is unique to the
7 local gas distribution industry because distributors must purchase gas for customers
8 they are obligated to serve. The Department also agreed that the cost changes
9 associated with higher natural gas prices are not included in the GDP-PI as applied in
10 Boston Gas's PBR plan.

11 At the same time, the Department said that cost changes associated with natural gas
12 market conditions that uniquely affect the local gas distribution industry and are
13 beyond company control should not be construed as automatic grounds for exogenous
14 recovery. The Department allowed Boston Gas to recover gas-related bad debt
15 expense as an exogenous cost because: 1) it was under a PBR plan and could not file
16 a rate case to recover the costs; 2) the cost change is significantly above the levels
17 approved in Boston Gas's last rate case; 3) the cost change was associated with a
18 pass-through item (*i.e.* natural gas purchase costs); and 4) the cost change is not
19 included in the GDP-PI.

20 Furthermore, the Department ruled that there was "a larger question involved here,
21 larger than the working of regulatory formulas" (D.T.E. 05-66 at 15). Gas
22 distributors have an obligation to serve customers, and they are constitutionally
23 guaranteed the opportunity, given efficient management, to recover costs that are
24 reasonably and necessarily incurred to serve customers. This opportunity is necessary
25 for companies to maintain financial integrity and attract capital which, in turn, is
26 necessary to continue providing service to new and existing customers. It would not
27 be consistent with distributors' constitutional guarantees to deny cost recovery,
28 thereby harming a company's financial integrity, because of factors that are largely
29 beyond that company's control.

1 **Q. DO YOU BELIEVE THAT BAY STATE'S PROPOSAL TO RECOVER LOST**
2 **REVENUES THROUGH THE EXOGENOUS FACTOR IS CONSISTENT**
3 **WITH THE CRITERIA THE DEPARTMENT DEVELOPED IN D.T.E. 05-66**
4 **FOR THE RECOVERY OF EXOGENOUS EVENTS?**

5 A. Yes. The loss of Bay State revenues due to the decline in its AUPC is: 1) beyond the
6 Company's control; 2) results from factors that uniquely affect the gas distribution
7 industry; and 3) not captured in the GDP-PI. In my opinion, these conditions are
8 satisfied more strongly and unambiguously than in the case of bad debt expense, for
9 which the Department allowed exogenous recovery in D.T.E. 05-66. In addition, like
10 Boston Gas in that proceeding, Bay State is subject to a 10 year PBR plan and cannot
11 file a rate case to recover the costs; the exogenous event results from a cost pass
12 through item; and the revenues in question are below those approved in Bay State's
13 last rate case. Given that Bay State is under a 10 year rather than five year PBR plan,
14 it is all the more important that the Department recognize declining AUPC as an
15 exogenous factor in Bay State's PBR.

16 **Q. PLEASE EXPLAIN WHY THE LOSS IN REVENUE IS BEYOND COMPANY**
17 **CONTROL.**

18 A. In the most general terms, while gas distributors have an obligation to provide
19 delivery services to customers in their service territory, they have little ability to
20 influence the volume of natural gas that is actually delivered to customers. Delivery
21 volumes are ultimately determined by customers' demands. Gas distributors are
22 obligated to deliver whatever volume of natural gas that their customers demand.

23 In recent years, the demand for natural gas has been negatively impacted by higher
24 prices for the natural gas commodity. The negative impact of higher gas prices on
25 gas usage for residential and commercial customers has been particularly evident in
26 the Northeastern US, as demonstrated by Exhibit LRK-1. Therefore, the precipitating
27 factor in Bay State's recent decline in AUPC, and its associated loss of revenues, is
28 the increase in gas commodity prices. This is the same factor that the Department
29 identified as being responsible for the increase in bad debt expenses for Boston Gas,
30 for which the Department allowed exogenous recovery in D.T.E. 05-66.

1 **Q. DO YOU BELIEVE THE LINKAGE BETWEEN HIGHER GAS PRICES AND**
2 **LOWER DELIVERY VOLUMES IS STRONGER THAN THE LINK**
3 **BETWEEN HIGHER GAS PRICES AND INCREASED BAD DEBT**
4 **EXPENSE?**

5 A. I do, for several reasons. First, it is matter of fundamental economic theory that
6 higher prices for a good or service lead to a decline in the quantity demanded of that
7 good or service. Because it is a cost pass through item, Bay State can do nothing to
8 mitigate the impact of higher prices in the natural gas marketplace on the prices that
9 are charged for natural gas to its customers. Accordingly, there is a direct and
10 unavoidable linkage between changes in the market prices for natural gas and Bay
11 State's delivery volumes.

12 In contrast, the link between natural gas prices and bad debt expense is both more
13 indirect and more manageable. Unlike the close and inexorable link between prices
14 and the quantities that consumers demand, gas prices and bad debt expense are
15 connected through a longer chain of activities. Gas distributors first purchase natural
16 gas on customers' behalf, bill them for the quantities they consume, and observe that
17 customers fail to pay their bills in full before contacting these customers and
18 attempting to arrange for final payment. Only after the latter steps fail to eliminate
19 arrearages are debt expenses considered to be "bad" and written off. Thus, while
20 there is likely to be a link between changes in gas commodity prices and bad debt
21 expense, this relationship only becomes manifest through a series of interactions
22 between the distributor and its customers that unfolds over a considerable period of
23 time.

24 Relatedly, because high gas prices are linked to bad debt expense via a series of
25 distributor activities, gas distributors have some ability to manage this relationship.
26 Billing and collecting from customers are normal, ongoing business activities that
27 companies can control, *inter alia*, through their own collection efforts. A
28 distributor's ability to plan for and manage bad debt expense may also be heightened
29 by the fact that high gas prices are generally observable in advance of the winter
30 heating season, and managers can foresee that higher prices will affect customers'
31 ability to pay their bills during the peak winter months.

1 The nature of the linkage between gas prices and the quantity of gas demanded is
2 very different. This relationship depends almost entirely on customers', as opposed
3 to the utility's, behavior. Indeed, the relationship between prices and quantities
4 demanded is captured in the market demand curve, which is one of the fundamental
5 building blocks of economic analysis. The demand curve is also distinct from the
6 supply curve, which reflects producers' behavior in the marketplace. When natural
7 gas prices increase, consumers naturally respond by reducing their consumption.
8 Distributors have little ability to "manage" or offset this response. On the contrary,
9 they have an obligation to deliver whatever volumes of gas their customers' demand.

10 **Q. PLEASE EXPLAIN WHY THE LOSS IN REVENUE DUE TO DECLINING**
11 **USAGE UNIQUELY AFFECTS THE LOCAL GAS DISTRIBUTION**
12 **INDUSTRY.**

13 A. Gas distributors have a unique obligation to provide natural gas delivery service to
14 customers in their service territory. In Massachusetts, distributors do not profit from
15 this service but sell gas at cost to customers. However, declining gas usage does
16 reduce distributors' revenues, which depend on throughput. Declining usage also
17 tends to impact distributor earnings negatively because gas distribution is a largely
18 fixed cost business, so most distribution costs do not fall when customers' usage falls.

19 In contrast, other sectors of the natural gas industry are less adversely affected than
20 gas distributors when commodity prices rise and gas usage declines. Gas producers
21 actually stand to benefit financially when natural gas prices increase. Gas pipelines
22 are largely indifferent to the amount of gas delivered to end users since their tariffs
23 are designed on a "straight fixed variable" basis that reflects the cost structure of the
24 pipeline industry. Essentially, pipelines' fixed costs are recovered through charges
25 that do not depend on the volumes of gas delivered through the pipelines. Only
26 pipelines' variable costs are recovered through volumetric charges. Accordingly,
27 pipelines revenues and earnings are less sensitive to volumes delivered than is the
28 case for gas distributors.

1 **Q. DO YOU BELIEVE THE IMPACT OF HIGHER GAS PRICES ON**
2 **VOLUMES IS MORE UNIQUE TO THE GAS DISTRIBUTION INDUSTRY**
3 **THAN THE IMPACT OF BAD DEBT EXPENSE?**

4 A. Yes, I do. Again, one reason is that the linkage between volumes and prices is direct
5 and specific to the natural gas industry. The link between gas prices and bad debt
6 expense is indirect at best.

7 I also believe that high gas prices can be expected to lead to revenue collection
8 problems for businesses other than gas distributors. I believe it is much less likely
9 that high gas prices will lead to material, observable declines in the consumption of
10 other goods and services in the economy. Therefore, the “spillover” effects into other
11 economic sectors due to higher gas commodity prices is likely to be greater with
12 respect to revenue collection and bad debt expense than with respect to the volumes
13 of goods or services demanded.

14 **Q. PLEASE EXPLAIN.**

15 A. Because utility services are essential – and there is a possibility that service will be
16 terminated at some point for failure to pay – many customers are likely to prioritize
17 their gas bills. If these customers have trouble making ends meet, they can pay for
18 nearly any other product in the marketplace using credit card debt. The attempt to
19 manage gas expenses could therefore lead to greater indebtedness more generally and
20 thus spillover credit problems and bad debt expense. This interaction between
21 managing utility and other living expenses for fixed income and low income people
22 sometimes receives media attention and is referred to as the “heating or eating”
23 dilemma.

24 Compared with bad debt expense, there will be less spillover impact from higher gas
25 prices on consumption and sales volumes in the broader economy. One reason is that
26 consumers can and will partially manage the impact of higher prices on their overall
27 consumption through debt. In the short run, increasing indebtedness naturally
28 reduces the impact that higher prices for a single product would otherwise have on
29 consumption more generally.

1 In addition, customers consume a wide range of goods and services, and the impact of
2 higher prices for a single service like natural gas will have a second order, and less
3 pronounced, impact on the consumption of other goods or services in the
4 marketplace. Economists separate the impact of a price increase on the consumption
5 of different goods and services into two effects: the “substitution effect” and the
6 “income effect.” The substitution effect captures the impact that price increases for a
7 given product have on the consumption of that product itself. The substitution effect
8 is always negative, meaning that when the price of an individual product increases
9 customers always respond by substituting their consumption away from that product.
10 The income effect captures the indirect impact of price increases on the demand for
11 goods and services due to the reduction in consumers’ overall purchasing power. The
12 income effect can be positive or negative depending on the nature of the good or
13 service. In evaluating the impact of higher natural gas prices on consumers’ demand,
14 the substitution effect will apply only to natural gas usage and will be negative. The
15 income effects will be spread throughout all the other goods and services that
16 customers purchase and, as noted, may be either negative or positive. It follows that
17 the substitution effect from higher gas prices can be expected to dominate any income
18 effects, and natural gas volumes will be far more impacted by higher gas prices than
19 the consumption volumes of any other good or service.

20 **Q. DOES THE PROPOSED RECOVERY OF REVENUE LOSSES THROUGH**
21 **THE EXOGENOUS FACTOR SATISFY THE DEPARTMENT’S CRITERIA**
22 **THAT THE CHANGE IN QUESTION NOT BE INCLUDED IN THE GDP-PI?**

23 A. Yes. Bay State’s recent decline in gas usage, and the associated loss of revenues,
24 stems from higher gas commodity prices. This is identical to the Department’s
25 finding in D.T.E. 05-66 that Boston Gas’s higher bad debt expense resulted from the
26 unprecedented increase in gas commodity prices. In D.T.E. 05-66, the Department
27 concluded that “cost changes associated with increases in the price of natural gas are
28 not included in the GDP-PI as it relates to Boston Gas’s plan. Also, Boston Gas’s
29 PBR plan applies only to base rates, and not to its CGAC. Therefore, the Company
30 cannot double-recover gas-related bad debt expenses” (D.T.E. 05-66 at 12). Because
31 Bay State’s PBR plan also applies to base rates and the changes for which it is

petitioning for exogenous recovery are associated with increases in the price of natural gas, the Department's conclusion in D.T.E. 05-66 that the exogenous changes are not included in the GDP-PI also apply to Bay State in this proceeding.

Q. ARE THE OTHER CRITERIA THAT THE DEPARTMENT ESTABLISHED IN D.T.E. 05-66 SATISFIED WITH RESPECT TO BAY STATE'S PROPOSED RECOVERY OF LOST REVENUE?

A. Yes. Like Boston Gas, Bay State is subject to a PBR plan and cannot file a rate case to recover the proposed revenue declines. The revenue changes are associated with higher gas commodity prices, which is a cost pass through item. Finally, the revenues in question are lower than those approved in the Company's last case. In terms of the implications for the Company's financial condition, this is functionally equivalent to the criterion established in D.T.E. 05-66 that the cost change is significantly above the levels approved in the Company's last rate case.

Q. BAY STATE IS PROPOSING TO RECOVER CHANGES IN REVENUES RATHER THAN CHANGES IN COSTS THROUGH THE EXOGENOUS FACTOR. IS THE RECOVERY OF EXOGENOUS CHANGES IN REVENUES CONSISTENT WITH THE DEPARTMENT'S CONCLUSIONS IN D.T.E. 05-66?

A. Yes. Although D.T.E. 05-66 directly addresses exogenous cost changes only, the recovery of exogenous revenue declines is consistent with the "larger question" that the Department said it was addressing in that proceeding. This larger issue was a utility's ability to maintain its financial integrity and attract capital. The Department said it would not be consistent with utilities' constitutionally guaranteed rights to deny the recovery of costs that are necessary to incur service but largely beyond company control, since doing so can undermine a company's financial integrity and ability to attract capital necessary to continue providing service. This rationale is equally applicable to the recovery of revenues. A \$3 million exogenous decline in revenues has an identical impact on a company's earnings as a \$3 million increase in exogenous costs. The larger question that the Department said was at stake in D.T.E. 05-66 implies that exogenous changes in revenues should be treated in the same manner as exogenous changes in costs. Bay State's proposal to recover revenue

1 losses due to the decline in its AUPC is therefore consistent with the Department's
2 ruling in D.T.E. 05-66.

3 **IV. CONCLUSION**

4 **Q. PLEASE SUMMARIZE YOUR CONCLUSIONS.**

5 A. There has been a long-term trend of declining AUPC in the natural gas industry.
6 Since 2002 this trend has accelerated, as consumption has fallen in response to the
7 rapid increase in natural gas prices. The acceleration in declining AUPC has been
8 particularly dramatic for gas distributors in the Northeast US. Both the longer-term
9 trend, and the recent acceleration, of declining AUPC are exogenous events which are
10 beyond the control of utility managers and reflect circumstances that uniquely affect
11 the gas distribution industry. Indeed, I believe that exogenous declines in gas usage
12 and revenue stemming from higher gas prices are less controllable and impact the gas
13 distribution industry more uniquely than the increase in bad debt expense resulting
14 from same. Since the Department allowed Boston Gas to recover higher bad debt
15 expenses in D.T.E. 05-66 because of higher gas prices, the rationale advanced for
16 exogenous recovery in that proceeding applies even more strongly to Bay State's
17 current proposal. Bay State's filing also satisfies all the other criteria that the
18 Department established in D.T.E. 05-66 for the recovery of exogenous events.
19 Finally, the fact that Bay State is proposing to recover exogenous revenue declines
20 rather than exogenous cost increases is irrelevant since a cost increase and revenue
21 decrease of the same magnitude will have an identical impact on a company's
22 earnings and financial integrity. For all these reasons, I believe that Bay State's
23 proposal to recover revenues lost because of an exogenous decline in its gas usage is
24 consistent with Department precedent and should be allowed.

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

26 A. Yes.

Trends in Average Gas Use for Residential & Commercial Gas Customers by State¹

		1997-2005		1997-2002		2002-2005	
		Non-Normalized	Normalized ²	Non-Normalized	Normalized ²	Non-Normalized	Normalized ²
region							
National Aggregate		-1.77%	-1.58%	-1.90%	-1.50%	-1.55%	-1.74%
North East Aggregate		-0.99%	-1.01%	-1.37%	-0.43%	-0.37%	-2.00%
Connecticut	NE	-1.53%	-1.33%	-1.68%	-0.35%	-1.26%	-2.97%
D.C.	NE	-0.59%	-0.98%	-1.95%	-1.32%	1.68%	-0.42%
Maine	NE	3.20%	3.70%	7.32%	8.31%	-3.67%	-3.98%
Maryland	NE	0.93%	0.53%	0.67%	1.30%	1.35%	-0.75%
Massachusetts ³	NE	-4.82%	-4.94%	-6.04%	-5.10%	-1.79%	-4.55%
New Hampshire	NE	0.64%	1.02%	-0.81%	0.37%	3.05%	2.09%
New Jersey	NE	-1.82%	-1.79%	-3.40%	-2.46%	0.81%	-0.68%
New York	NE	-0.69%	-0.75%	-0.05%	0.87%	-1.77%	-3.44%
Pennsylvania	NE	-1.32%	-1.25%	-2.47%	-1.48%	0.59%	-0.87%
Rhode Island	NE	-0.86%	-0.93%	-1.69%	-0.45%	0.53%	-1.73%
Vermont	NE	-3.05%	-2.51%	-4.88%	-3.76%	0.00%	-0.42%
Southeast Aggregate		-0.55%	-0.87%	-1.00%	-0.96%	0.19%	-0.74%
Delaware	SE	-0.46%	-0.81%	-1.14%	-0.16%	0.66%	-1.90%
Florida	SE	2.45%	0.85%	4.59%	2.76%	-1.12%	-2.33%
Georgia	SE	-1.00%	-1.46%	-1.68%	-2.12%	0.14%	-0.38%
North Carolina	SE	-0.66%	-0.52%	-1.98%	-1.09%	1.53%	0.44%
South Carolina	SE	-0.84%	-0.90%	-1.24%	-0.72%	-0.17%	-1.20%
Virginia ³	SE	-2.06%	-1.52%	-3.28%	-2.26%	0.97%	0.34%
West Virginia	SE	-1.41%	-1.03%	-2.14%	-0.94%	-0.19%	-1.18%
North Central Aggregate		-2.23%	-1.72%	-2.44%	-1.59%	-1.88%	-1.94%
Illinois	NC	-1.93%	-1.24%	-1.98%	-1.06%	-1.84%	-1.54%
Indiana	NC	-1.76%	-1.13%	-2.78%	-1.55%	-0.06%	-0.44%
Iowa	NC	-3.09%	-2.44%	-3.34%	-2.47%	-2.67%	-2.40%
Kansas	NC	-2.68%	-2.17%	-0.96%	-0.61%	-5.55%	-4.75%
Michigan	NC	-2.28%	-1.95%	-2.70%	-1.89%	-1.60%	-2.04%
Minnesota	NC	-2.07%	-1.44%	-0.85%	-0.36%	-4.11%	-3.24%
Missouri	NC	-2.62%	-1.78%	-2.98%	-2.21%	-2.02%	-1.06%
Nebraska	NC	-4.02%	-3.39%	-4.16%	-3.84%	-3.79%	-2.64%
North Dakota	NC	-2.84%	-2.31%	-1.07%	-0.91%	-5.79%	-4.63%
Ohio	NC	-2.06%	-1.86%	-3.16%	-2.05%	-0.23%	-1.55%
South Dakota	NC	-2.54%	-1.77%	-2.87%	-2.34%	-2.00%	-0.83%
Wisconsin	NC	-2.60%	-2.15%	-2.31%	-1.58%	-3.08%	-3.10%
South Central Aggregate		-1.94%	-1.28%	-1.86%	-1.37%	-2.08%	-1.14%
Alabama	SC	-2.28%	-1.71%	-2.95%	-2.26%	-1.16%	-0.79%
Arkansas	SC	-1.48%	-0.82%	-0.32%	-0.39%	-3.40%	-1.53%
Kentucky	SC	-2.47%	-1.91%	-3.10%	-1.97%	-1.43%	-1.80%
Louisiana	SC	-1.70%	-0.57%	-0.94%	-0.56%	-2.97%	-0.57%
Mississippi ³	SC	-1.86%	-1.20%	-1.44%	-1.01%	-2.91%	-1.68%
Oklahoma	SC	-1.93%	-1.32%	-1.54%	-1.74%	-2.59%	-0.62%
Tennessee	SC	-2.14%	-1.58%	-2.33%	-1.46%	-1.83%	-1.77%
Texas ³	SC	-3.33%	-1.78%	-1.92%	-1.03%	-6.84%	-3.67%
Northwest Aggregate		-2.19%	-2.15%	-1.53%	-1.93%	-3.29%	-2.53%
Idaho	NW	-1.60%	-1.78%	-0.26%	-0.66%	-3.84%	-3.64%
Montana	NW	-2.48%	-2.41%	-0.97%	-1.48%	-4.99%	-3.95%
Oregon	NW	-1.73%	-1.86%	-1.26%	-1.54%	-2.51%	-2.40%
Washington	NW	-2.23%	-2.11%	-1.95%	-2.42%	-2.70%	-1.60%
Wyoming	NW	-2.86%	-2.48%	-1.64%	-1.91%	-4.90%	-3.42%
Southwest Aggregate		-1.65%	-1.92%	-1.41%	-2.61%	-2.04%	-0.76%
Arizona	SW	-2.92%	-2.05%	-2.89%	-2.28%	-2.99%	-1.66%
California	SW	-1.11%	-1.87%	-0.94%	-2.98%	-1.39%	-0.02%
Colorado	SW	-3.07%	-2.30%	-2.23%	-1.79%	-4.48%	-3.16%
Nevada	SW	-2.19%	-1.60%	-3.13%	-2.25%	-0.63%	-0.50%
New Mexico	SW	-3.35%	-2.72%	-3.33%	-2.89%	-3.39%	-2.42%
Utah	SW	-2.59%	-2.63%	-2.24%	-3.13%	-3.19%	-1.80%

1 Source of volume data: Energy Information Administration Form EIA-857, "Monthly Report of Natural Gas Purchases and Deliveries to Consumers"

2 Data are normalized using the estimated regression equation $grcvn = -0.011 + 0.607 * ghdd$ where $grcvn$ is the annual change in residential and commercial gas volumes by state and $ghdd$ is the annual change in heating degree days by state. The t-statistics on the regression coefficients are -4.718 and 22.981, respectively. Heating degree days data for this equation is from NOAA (National Oceanic and Atmospheric Administration) Historical Climatology Series 5-1.

3 Data is missing for 2005; period ends in 2004