



State of New Jersey  
DIVISION OF RATE COUNSEL  
140 EAST FRONT STREET, 4<sup>TH</sup> FL.  
P.O. Box 003  
TRENTON, NEW JERSEY 08625

PHIL MURPHY  
Governor

SHEILA OLIVER  
Lt. Governor

BRIAN O. LIPMAN  
Director

March 15, 2023

**VIA Electronic DELIVERY**

The Honorable Carmen Diaz, Acting Secretary  
State of New Jersey, Board of Public Utilities  
44 South Clinton Avenue  
P.O. Box 350  
Trenton, New Jersey 08625-0350

**Re: I/M/O THE PETITION OF NEW JERSEY-AMERICAN WATER  
COMPANY, INC. FOR APPROVAL OF A MUNICIPAL CONSENT  
GRANTED BY CHESTER TOWNSHIP, MORRIS COUNTY  
BPU Docket No.: WE22100619**

Dear Secretary Diaz:

Please accept for filing the Division of Rate Counsel's ("Rate Counsel") comments in the above-referenced petition. Thank you for your consideration and attention to this matter.

**Background & Analysis**

On or about October 5, 2022, New Jersey American Water Company, Inc. ("Company") filed a petition ("Petition") seeking approval of a municipal consent by the Township of Chester (the "Township") granting the Company a limited franchise to provide water service to the Chester School District and specifically for the Dickerson Elementary School and the Bragg Elementary School (collectively, the "Schools"). The Municipal Consent was granted pursuant to Ordinance No. 2022-13 ("Ordinance" or "Municipal Consent"), adopted on August 16,

2022.<sup>1</sup> The Township's Municipal Consent authorizes the Company to install and maintain its system in the Township, a community not previously served by the Company. The Municipal Consent also allows service to be provided to Block 25.01, Lot 38.01, the property on which both Schools exist (Petition, Exhibit A, Page 2, Section 2). It should be noted that the water main needed to service the Schools exists. This main was previously constructed by the Company to transmit water from its Short Hills system to its system in the Borough of Chester (Response to SE-4). It is Rate Counsel's understanding that only the installation of the appropriate service lines from the main in the street to the schools is needed to provide service. The Schools are currently served by wells owned by the School District. The Schools are regulated by NJDEP and monitoring has shown a series of recent water quality violations for lead, copper, PFOA and PFOS (Response to SE-6).

The Ordinance provides the Municipal Consent for the Company to provide water service to the Schools and it grants access to public streets and places for that purpose.<sup>2</sup> The Ordinance is silent as to the term of the grant of the Municipal Consent to provide service but it properly limits the term of the grant of access to public streets to fifty years.

The Ordinance grants municipal consent to construct and maintain water facilities and provide water service as defined in N.J.S.A. 48:2-14, N.J.S.A. 48:3-11, N.J.S.A. 48:3-15, N.J.S.A. 48:19-17, and N.J.S.A. 48:19-20 all subject to approval of the Board. The Ordinance grants the Company a franchise to provide water service to a specific parcel on which the Schools are located but to no other portions of the Township. The Ordinance also allows access

---

<sup>1</sup> Petition at Paragraph 3.

<sup>2</sup> Petition, Attachment A, Sections 2 and 3.

to public streets and places for these purposes and the term of this grant is limited to fifty years consistent with N.J.S.A. 48:3-15.

A public hearing on the Petition was held virtually on March 8, 2023. No members of the public attended and no written comments from the public were submitted.

### **Term of Consents**

The Board's consideration of the referenced Petition is governed by several related statutes. N.J.S.A. 48:2-14 provides that "[n]o privilege or franchise granted after May first, one thousand nine hundred and eleven, to any public utility by a political subdivision of this state shall be valid until approved by the board." This statute also empowers the Board to "impose such conditions as to construction, equipment, maintenance, service or operation as the public convenience and interests may reasonably require." N.J.S.A. 48:3-11 et seq. governs a municipal grant to a utility of the right to use the municipality's streets and other public places. Under N.J.S.A. 48:3-15, such grants must be for "a period not exceeding fifty years." No specific reference to the provisions of N.J.S.A. 48:3-15 is made in the Ordinance; however, Section 3 limits this grant properly to the maximum of fifty years.

As noted, the Ordinance purports to grant two types of consent—consent to provide water service, and consent to lay and maintain pipes and other facilities. The right to provide water utility service within the Township granted by the Ordinance is not limited with respect to the fifty-year limit on the duration of the consent to lay pipes in public places set in N.J.S.A. 48:3-15.

None of these statutes contemplates the grant of a municipal consent in perpetuity. Under both N.J.S.A. 48:2-14 and N.J.S.A. 48:3-11 et seq., both a municipality and the Board must consider a utility's request to do business within the municipality. If such consents were given perpetual effect, then there would be no such role for future governing bodies of the municipality, or for future Boards. It is Rate Counsel's position that the Legislature did not intend to enable municipalities, or the Board, to take action that would be binding on future municipal officials, and future Boards, in perpetuity.

Perpetuities are not favored under New Jersey law. As stated by the New Jersey Supreme Court, “[p]erpetual contractual performance is not favored in the law and is to be avoided” absent a clear expression of intent. In re Estate of Alton Glenn Miller, 90 N.J. 210, 218 (1982). In the absence of such an expression of intent, the court will determine a term that is reasonable under the circumstances. Id. at 209. This same principle applies to governmental action. As the Court explained in West Caldwell Bor. v. Caldwell Bor., 26 N.J. 9, 31 (1958) “a municipality cannot bind itself by a perpetual contract, or a contract of unreasonable duration, unless by legislative sanction.” Thus, the Court held that an agreement without a specified term to maintain connections to a neighboring municipality's sewerage system, and pay the associated fees, would be interpreted as continuing for a “reasonable time” based on the construction and other costs incurred in reliance on the agreement and other relevant facts and circumstances. Id. at 31-32. See also Town of Secaucus v. City of Jersey City, 20 N.J. Tax 562, 571-72 (2003) (holding that an agreement by Secaucus to waive “forever” its right to challenge certain tax exemptions granted by Jersey City was invalid as contrary to public policy); Dorchester Manor v. New Milford Bor., 287 N.J. Super. 163, 169-70 (L. Div. 1994) (holding that municipality's agreement to provide garbage removal service two days a week to a garden

apartment development was binding, at most, for a reasonable period after the date of the agreement).

The grant of an unlimited duration of the Municipal Consent to provide service is inconsistent with the role envisioned for municipalities by the New Jersey Legislature with regard to utility service within their borders. As noted above, under N.J.S.A. 48:3-15, municipal grants of the right to use streets and other public places are explicitly limited to fifty years. Neither N.J.S.A. 48:19-20, which specifically addresses water utilities, nor N.J.S.A. 48:2-14 gives explicit sanction for a municipality to grant, or the Board to approve, a franchise in perpetuity. In the absence of a specific statutory authorization to create a perpetually binding obligation, the consent to provide utility service within the Township must be limited to a reasonable period of time. Rate Counsel believes it would be reasonable to make the franchise term consistent with the term limit on the use of the Township's streets. The Legislature has determined that a municipality is required to review its authorization for a utility to use its streets no less frequently than every fifty years. The Township did in fact address this limitation in the Ordinance. It would be both reasonable and practical for the Township to re-examine consent for the provision of utility service at the same time it re-examines the consent to use streets.

Rate Counsel believes the Legislature reserved to the Board the authority to review municipal consents in order to preserve regulatory consistency and oversight throughout the State. A reasonable limitation on the duration of such consents is necessary to balance the utility's interests against the need for continuing oversight by the municipality and the Board.

For the reasons set forth above, reasonable term limits should be established as a condition of the Board's approval of the Municipal Consent. As noted previously, the Board is authorized to impose such conditions through the powers delegated by the Legislature in N.J.S.A. 48:2-14.

### **Recommendation**

Rate Counsel does not object to the Petitioner's request for approval of the Township's Municipal Consent subject to the recommendation that the Board modifies the term of the consent to provide water service to 50 years from the date of the grant. Rate Counsel believes that the Board should act within its purview to establish conditions on the Township's Municipal Consent needed to assure consistency with N.J.S.A. 48:3-15. Specifically, the term of the consent should be limited to 50 years for the specific authorization to provide water service as it already limits access to public streets and places within the Township.

Accordingly, Rate Counsel recommends that any Board Order approving the Petition contain the following language:

1. This Order shall not be construed as directly or indirectly fixing for any purposes whatsoever any value of any tangible or intangible assets now owned or hereafter to be owned by the Petitioner.
2. This Order shall not affect nor in any way limit the exercise of the authority of this Board or of this State, in any future Petition or in any proceedings with respect to rates, franchises, service, financing, accounting, capitalization, depreciation, or in any other matter affecting the Petitioner.
3. The Petitioner shall not depreciate any portion of the water system that is funded by CIAC.
4. As required by N.J.S.A. 48:3-15, and noted in Section 3 of the Ordinance, the municipal consent for the use of streets is limited to a term of fifty years from the effective date of this Order.

5. In order to ensure periodic municipal and Board review, the term of the municipal consent to provide water service under N.J.S.A. 48:2-14 is limited to the same period as the municipal consent for the use of streets and other places.

These provisions will satisfy the concerns of Rate Counsel that the Petitioner complies with the proper statutory framework, that Board approval is limited to the specific approvals requested, and that there is no authorization to include any specific assets or amounts in rate base, nor authorization for any other ratemaking treatment. If the Board adopts these conditions, Rate Counsel is not opposed to approval of the Petition.

Respectfully submitted,

BRIAN O. LIPMAN, ESQ.

Director, Rate Counsel

By: *Susan E. McClure*

Susan E. McClure, Esq.

Managing Attorney

c: Service List *via e-mail*