Office of the Consumer Advocate

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November 20, 2020

Board of Commissions of Public Utilities 120 Torbay Road, P.O. Box 2140 St. John's, NL A1A 5B2

Attention: G. Cheryl Blundon, Director of

Corporate Services / Board Secretary

Dear Ms. Blundon:

Re: Newfoundland Power Inc. - 2021 Capital Budget Application

Further to the above-captioned, enclosed are the Consumer Advocate's Requests for Information numbered CA-NP-132 to CA-NP-163.

If you have any questions regarding the enclosed, please contact the undersigned at your convenience.

Yours truly,

Dennis Browne, Q.C. Consumer Advocate

Encl. /bb

cc

Newfoundland Power Inc.

NP Regulatory (regulatory@newfoundlandpower.com)
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IN THE MATTER OF the *Public Utilities Act* (the "Act"); and

IN THE MATTER OF capital expenditures and rate base of Newfoundland Power Inc.; and

IN THE MATTER OF an application by Newfoundland Power Inc. for an Order pursuant to sections 41 and 78 of the *Act*;

- (a) approving a 2021 Capital Budget of \$111,298.00;
- (b) approving certain capital expenditures related to multi-year projects commencing in 2021; and
- (c) fixing and determining a 2019 rate base of \$1,153,556.00.

CONSUMER ADVOCATE REQUESTS FOR INFORMATION CA-NP-132 to CA-NP-163

Issued: November 20, 2020

1 2 3 4 5	CA-NP-132	How does Newfoundland Power solicit auditing services for such things as GRA compliance, capital budget compliance, etc? Does NP put out a competitive tender whenever the need for auditing services comes up, or does NP consistently use the same auditor? Please provide sample tender or request for proposals.
7 8 9	CA-NP-133	How is Newfoundland Power billed for auditing services? For example, do auditors bill by the hour, do they bill a fixed price according to the type of job, etc?
11 12	CA-NP-134	How are auditing costs passed through to customers?
13 14 15 16	CA-NP-135	Does Newfoundland Power utilize EY for auditing services currently? Has NP utilized EY for auditing services in the past? If so, how were they selected to provide such services and over what period of time did they provide such services?
17 18 19 20 21	CA-NP-136	Other than auditing services and services relating to the CSS Replacement Project, what other types of services has EY provided NP over the past 10 years?
22 23 24 25 26 27	CA-NP-137	Please provide a table summarizing the projects undertaken by EY on behalf of NP over the past 10 years. For each project, identify the procedure followed in awarding the contract, provide the context of the project, deliverables, and total dollar amount paid to EY, including their hourly billing rate.
28 29	CA-NP-138	Recitals
30 31 32 33		At its 2019/2020 GRA, NP proposed to spend \$1.3 million over the 3-year period from 2018 to 2020 on an assessment of its Customer Service System (see NP 2019-2020 GRA, page 3 of 11).
34 35 36 37 38		The EY Report (see EY's March 2020 report – Customer information system - Assessment results and planning recommendations) (page 1) states that in 2019 EY was engaged through a competitive tendering process to "explore modernization options and implementation approaches" with respect to the current Customer Service System.
39 40 41 42 43		The EY Report (page 4) states "In 2018, Newfoundland Power engaged EY to perform an assessment of the risks associated with the foundational technologies that support CSS."

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- a) Is it accurate to say that to date EY has completed 2 assignments with respect to the CSS Replacement Project with the first assignment being the risk assessment (June 2018 EY report) and the second assignment being the assessment and planning recommendations report submitted with the 2021 CBA (March 2020 EY Report)? Please provide details.
- b) Please confirm that EY will be allowed to bid on a third assignment relating to implementation of the CSS replacement project and who will be preparing such a bid process.
- c) The 17 June 2018 cover letter to the EY report on the risk assessment appears to suggest that Newfoundland Power contracted EY directly to undertake this work (it states "Newfoundland Power requested a third party provider to:" followed by scope of work). Was EY contracted directly, or was EY awarded this contract via competitive tender? If via competitive tender:
 - i. How many bids did NP receive in addition to that submitted by EY?
 - ii. Did the solicitation include a promise of more work to come in Phase 2?
 - iii. How much did EY charge NP for this work? Did EY charge by the hour or was this a fixed price contract? Provide details.
 - iv. Did EY agree to do the work at a discounted rate knowing that follow-on work was coming? What was the hourly rate?
 - v. As part of the work relating to the risk assessment, did EY draft the Request for Proposals for the second assignment and what involvement, if any, had EY in preparing this request?
 - vi. How did the final cost of the risk assessment assignment compare to the bid price?
 - vii. For the record, please provide a copy of the competitive solicitation documents and the agreement between NP and EY for the risk assessment assignment.

CA-NP-139 *Recitals*

At its 2019/2020 GRA, NP proposed to spend \$1.3 million over the 3-year period from 2018 to 2020 on an assessment of its Customer Service System (see NP 2019-2020 GRA, page 3 of 11).

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The EY Report (see EY's March 2020 report – Customer information system - Assessment results and planning recommendations) (page 1) states that in 2019 EY was engaged through a competitive tendering process to "explore modernization options and implementation approaches" with respect to the current Customer Service System.

The EY Report (page 4) states "In 2018, Newfoundland Power engaged EY to perform an assessment of the risks associated with the foundational technologies that support CSS."

- a) With respect to the second assignment that led to EY's March 2020 report included in the Application, it is understood that EY was selected on the basis of a competitive solicitation. Please confirm and provide details.
- b) How many bids did NP receive in addition to that submitted by EY?
- c) Were all bidders given copies of the EY risk assessment report?
- d) Did the solicitation include a promise or mention of more work to come in 2021 relating to project implementation?
- e) Please provide for the record a copy of the solicitation documents and the agreement between NP and EY.
- f) What was the final cost of this assignment and how does it compare to the bid submitted by EY?
- g) How do the costs of the assignments to date relating to the CSS Replacement Project compare to the \$1.3 million included in NP's 2019-2020 GRA?
- h) Did EY have an advantage over other bidders on the second assignment given that it had already spent several months gaining an understanding of the NP delivery system, customer service function and customer base when other bidders would have had to start from ground zero? Please explain.

CA-NP-140 <u>Recitals</u>

At its 2019/2020 GRA, NP proposed to spend \$1.3 million over the 3-year period from 2018 to 2020 on an assessment of its Customer Service System (see NP 2019-2020 GRA, page 3 of 11).

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The EY Report (page 4) states "In 2018, Newfoundland Power engaged EY to perform an assessment of the risks associated with the foundational technologies that support CSS."

- a) If approved, will all bidders on the project implementation work be given a copy of the EY reports on the first 2 assignments of the CSS Replacement Project?
- b) If approved, will EY have an advantage over other bidders on the project implementation work given that they have already been paid a substantial sum of money to gain a thorough understanding of the NP delivery system, customer service function and customer base over the past three years when other bidders would have to start from ground zero? For example, might EY bid \$1 million over its best price knowing that it has a \$1.3 million advantage over the next closest bidder?
- c) Please explain how the solicitation can be considered fair and equitable under such circumstances.

EY June 2018 report titled "CSS Technical Risk Assessment"

CA-NP-141 The cover letter to the EY report on the risk assessment states:

Newfoundland Power requested a third-party provider to:

- ► Conduct high-level research to document risks associated with the foundational technologies used to implement the current in-house supported and maintained CSS;
- ► Identify any growing risks associated with the prolonged use of the technologies; and
- ▶ Develop a recommendation with regard to a suitable course of action to help remediate concerns highlighted by the review.
- a) Is this not leading, directing bidders to identify risks associated with the existing CSS before they have conducted their assessment?
- b) Did NP commission a study by an independent third-party to determine how the existing CSS might be managed to ensure its continued reliable and secure operation for the next 10 years? If not, why not?

CA-NP-142

CA-NP-144

The disclaimer to the EY report on the risk assessment states: "In preparing this report, EY relied on information by publicly available sources and information provided by the client. EY has not audited, reviewed or otherwise attempted to verify the accuracy or completeness of such information." How independent is the EY report given that EY simply accepted what it was given them by NP staff without any attempt to verify the accuracy or completeness of such information? Please explain.

CA-NP-143 In the executive summary (page 1) it is stated:

"The overall recommendation arising from the review is that Newfoundland Power should formalize and deepen its examination of CSS modernization options to include a thorough evaluation of the costs and benefits of replacement and deployment options. In addition, Newfoundland Power should develop contingency plans for CSS support and training to mitigate any unexpected loss of key personnel over the next five years." (emphasis added)

- a) Does this statement imply that at the time of its study EY believed that the existing CSS could operate satisfactorily until at least 2028 provided NP implemented a contingency plan for CSS support and training to mitigate the unexpected loss of key personnel?
- b) It is understood that NP did not develop contingency plans as recommended by EY. Why not, given EY's expertise in this field? Please explain.
- c) Given EY's involvement in the CSS replacement project since 2018, how can EY be considered an independent expert in recommending that NP "formalize and deepen its examination of CSS modernization options to include a thorough evaluation of the costs and benefits of replacement and deployment options" given the fact that it would be allowed to bid on this work? Please explain.
- d) Was the fact that EY would not be disqualified from bidding the second and third assignments relating to this project a condition of its bid on the risk assessment assignment? When was EY notified it would not be disqualified? Did any such discussion take place at any time with EY?
- On page 1 of the Risk Assessment report it is stated "These recommendations are supported by risk assessment results which indicate higher levels of risk across the dimensions evaluated ...". Is it true that these "higher levels of risk" are in comparison to installation of a new CSS? Isn't this an obvious conclusion? Doesn't adding a year of operation to any piece

1 2 3		of equipment increase its risk of failure relative to replacing it with a new piece of equipment? Please confirm that EY made no attempt to quantify the risk of continued operation of the existing CSS. Please explain.
4		the risk of continued operation of the existing Coo. Thease explain.
5 6 7 8	CA-NP-145	Please confirm that none of the metrics considered by EY in its 2018 report were considered high-risk. Did EY consider risk only at that snapshot in time? What value can be assigned to such a risk assessment when both EY and NP know that it would take at least 3 years to implement a new CSS?
9	C + ND 146	
10 11 12 13	CA-NP-146	In its risk assessment did EY consider actual failure rates? For example, did EY examine failure rates over a number of years to determine if they were increasing? Did EY consider failure rates in light of the availability of the back-up function on the existing CSS?
14 15 16	CA-NP-147	On page 2 of the report, "support risk" is rated "moderate" and "reliability and security risk" is rated "low-moderate".
17 18 19 20 21 22 23 24 25 26 27 28		 a) With respect to "support risk" EY states "When we decompose CSS we find that each of the foundational technologies is supported by only one or two employees judged to have a high-level of proficiency (a total of four employees over five technologies). This level of support is lean but representative of how Newfoundland Power has supported its CSS for many years." Does NP conclude from this statement that "support risk" is no different than it has been for the past 30 years, and if NP implements a training program, "support risk" would be expected to be less than it has been for the past 30 years? Please explain. b) Has NP decided that it would rather replace the existing CSS than
29 30		implement a training program? What is the cost of a training program?
31 32 33 34 35		c) Further on page 2 of the report, with respect to "reliability and security risk", EY states "The system is stable, unplanned outages are infrequent, and there were no apparent security issues associated with the foundational technologies noted during our research or our interviews."
36 37 38 39 40		i) Has there been any change in the number of unplanned outages? Please undertake to provide a list of all unplanned outages along with reasons over the past 10 years.
41 42 43		ii) Have any security issues come up in the past 2 years that did not exist in 2018? Please undertake to provide a list of security violations in the past 10 years along with reasons.

CA-NP-148

CA-NP-149

Appendix B to the June 2018 Report provides results of a survey of users from NP's team that has been examining CSS options. This Technical Adequacy Questionnaire covered 29 items related to business risk where responses were indicated using a 1 to 5 scale (inadequate to good).

- a) Only one feature registered an average score value below 2 on the 1 to 5 scale. That was with respect to "Ease of Introducing Products/Services Enhancements". How crucial is the need to add enhancements? What major or crucial enhancements does NP anticipate adopting in the next five years and would it be feasible to add those specific enhancements? Are enhancements needed to provide customers with the current standard of service?
- b) Only two features were between 2.0 and 2.7. One of them was "Interfaces," which was assessed at 2.2. Does NP anticipate any new crucial applications with which the system will have to interface? Without interfaces with new applications, can NP provide customers with the current standard of service?
- c) The other feature assessed between 2 and 2.7 was "Portability" which also was a 2.2. Does this limited portability constrain NP from providing its customers with the current standard of service?
- d) The other 26 features all attain values of 2.7 or better on the 1 to 5 scale. An overwhelming majority (22) score at or above 3 with ten being higher than 4. Do these results not indicate that business risk is entirely manageable, especially with regard to maintaining the current standard of service?

On page 11 of the June 2018 EY Report, the table shows that 9 of the 27 utilities (NP excluded) listed therein will still likely be on C/1 in 5 years (i.e., 2023). That is about one-third of the utilities. It appears that several of these utilities have well in excess of one million customers.

- a) If these utilities can manage with their various C/l systems then why is it that NP cannot?
- b) Please provide details of all contacts NP made with these other utilities to discuss their systems and what companies were providing services for maintenance and upgrade to their systems.
- c) Please advise if EY determined that any of the nine utilities that will be still likely be on the C/1 system up to 2023 will in fact be still using the C/1 beyond 2023 and, if so, how far beyond 2023?

d) Of those utilities referenced in the table at page 11 who will no longer be using C/1 in five years, does NP have any information regarding the age of the C/1 systems currently being used by these utilities.

2021 Capital Budget Application including EY March 2020 report titled "Customer Information System: Assessment Results and Planning Recommendation"

- CA-NP-150 In its October 1, 2020 letter to the Board, NP states (Page 6 of 8) "certain increases in risks facing the system have already materialized and deferring system replacement would expose customers to a high level of risk."
 - a) What risks have materialized in 2019 and 2020 that make the risk assessment undertaken by EY in 2018 obsolete? How did an independent expert such as EY overlook these risks?
 - b) Have the risks been quantified in terms of the probability of occurrence multiplied by the impact on consumers?
 - c) What makes these risks unmanageable and too costly to continue operation of the existing CSS?
 - d) How have these risks been mitigated to help the existing CSS remain operational until its replacement in 2023, and at what cost?
 - e) Why is it that the mitigation measures used in the recent past cannot be repeated to allow deferral of the replacement project by another few years beyond 2023 rather than undertaking the project now during this time of severe financial stress in the Province?
 - f) Page 23 of the March 20 report suggests that CIS replacement cost per customer declines with economies of scale related to the number of customers. Does NP anticipate significant growth in its number of customers?
 - g) With the stagnation in the province's economy, it is not reasonable to expect very limited growth in the number of NP's customers? Would this not limit the demands on NP's CSS? Without a return to growing population and a growing economy, would it not be prudent to defer such a major expenditure?
 - h) Specifically, what is the cost of risk mitigation and how does it compare to savings resulting from deferral of the project?

1	CA-NP-151	Appendix B: Customer Journey Mapping:
2		a) The margane are said to be "very contating of a analysis exists were accurate."
3		a) The persona are said to be "representative of a specific customer segment" (page 5) What persentage of systemers correspond to each of the
4 5		(page 5). What percentage of customers correspond to each of the
6		fictional personas. b) For each of the customer journeys considered is NP's existing CSS.
7		b) For each of the customer journeys considered, is NP's existing CSS unable to resolve the fictional customers' issues adequately?
8		unable to resolve the netional customers assues adequatery:
9		c) Has NP done a survey of actual customers to ascertain their satisfaction
10		with their interactions with NP when making such inquiries?
11		with their interactions with the when making such inquiries.
12		d) Does NP have a record of complaints from customers who were
13		dissatisfied actual customer journeys such as those illustrated in Appendix
14		B? If so, please provide a quantitative summary. Does NP regularly
15		receive requests from customers for new features to be added to the CSS?
16		If so, please provide quantitative information in that regard.
17		
18		e) Did NP at any time disclose to ratepayers the cost of this new system?
19		
20	CA-NP-152	The response to CA-NP-070 indicates that "deferring replacement of the
21		existing CSS would increase costs to customers. A capital project would be
22		required to replace Newfoundland Power's server infrastructure in 2020
23		with technology that is already obsolete."
24 25		
		a) Please explain the nature of this project.
26		
27		b) What would it cost, and how much would it increase costs to customers?
28		
29		c) How does this cost compare to the savings from deferral of the \$31.6
30		million CSS replacement project?
31		
32		d) Would the server infrastructure project facilitate deferral of the CSS
33		replacement for a number of additional years?
34	CA ND 152	When it the Decord being appropriated with a simple system. The full appleasance
35	CA-NP-153	Why is the Board being presented with a single option – the full replacement
36 27		of the existing CSS? The Board is being asked to approve a brand-new off-
37 38		the-shelf CSS or reject/defer the project that Newfoundland Power says is not an option. Is this correct?
39		an option. Is this correct?
39 40		a) Is Newfoundland Power giving the Board no choice but to approve a new
40 41		\$31.6 million CSS? What other options is Newfoundland Power giving
42		the Board?
43		200101

1 2 3 4		b) Is there nothing in between such as developing a list of the minimum essentials for a CSS and calling for bids, or setting a budget of \$x and calling for consultants to provide what they can for that amount?
5		c) What types of leasing arrangements were considered?
6		
7		d) If the Board approves a 2021 CBA for an amount that is \$10 million less
8		than the requested amount, will Newfoundland Power undertake all
9 10		projects submitted in its 2021 CBA anyway and let its shareholder absorb the 2021 cost of the CSS Replacement Project?
11		absorb the 2021 cost of the CSS Replacement Project?
12	CA-NP-154	Newfoundland Power's October 1, 2020 letter to the Board states (pages 6
13	C/1-111-154	of 8 and 7 of 8) "All costs to execute this project including product and
14		implementation costs, are included in EY's recommended cost estimate.
15		Acquisition of a specific vendor was therefore not necessary to develop a
16		sound cost estimate."
17		
18		a) How is it that EY knows what the different vendors will bid in a
19		competitive solicitation without having already conducted the
20		solicitation or without having already been selected as the winning
21		bidder?
22		h) Why is Novefoundland Down scaling a \$21.6 million armanditum
23 24		b) Why is Newfoundland Power seeking a \$31.6 million expenditure without first having acquired a vendor that has submitted a detailed cost
25		proposal? EY states (page 3 of the EY Report) "The <u>estimated</u> costs to
26		procure, implement, and stabilize a modern CIS replacement solution is
27		estimated at approximately \$31.6 Million over an 8-month pre-
28		implementation period, a 21-month implementation period, and a 4-
29		month post-implementation period' (emphasis added). Note the words
30		"estimated" and "approximately". Does this suggest that there will be a
31		better cost estimate following award of the implementation project?
32		
33		c) Is there a contingency included in the estimated cost of \$31.6 million,
34		and if so, how much?
35		d) Would it not be newdont in consideration of the heat was of retenevious?
36 37		d) Would it not be prudent, in consideration of the best use of ratepayers' money, to have obtained a detailed cost proposal from various vendors
38		and disclosing the winning vendor before Board approval?
39		and disclosing the winning vendor before board approvar.
40	CA-NP-155	The CSS Replacement Project is estimated to cost \$31.6 million over a 3-
41		year implementation period.
42		
43		a) Is this likely to be the largest single capital expenditure that will be made
44		by Newfoundland Power in this generation?

1 2		b) It is understood that Newfoundland Power considered a separate application for this project but decided against it. Is this true? Why?
3		application for this project out decided against it. Is this true. Why.
4		c) Given that this once in a generation project does not warrant a separate
5		application, is it accurate to say that Newfoundland Power does not
6		believe that any of its capital projects now, or at any time in the future,
7		should be the subject of a separate application?
8		should be the subject of a separate application.
9		d) Is Newfoundland Power pushing the Board to approve this project
0		before the stricter Capital Budget Guidelines recommended by its
1		consultant, Midgard are approved?
2		
3		e) Wouldn't it be more appropriate to treat a project of this magnitude, the
4		largest single capital project in a generation, under the new guidelines
5		likely to be adopted by the Board?
6		
7		f) Should not a project of this magnitude, a once in a generation project,
8		not be subject to more stringent requirements, in particular, an
19		assessment where the risks and benefits are quantified?
20		
21		g) Would it not be appropriate and prudent, prior to embarking upon such
22 23		a large expenditure, that there be a public hearing into this matter to
23		allow ratepayers a full opportunity. in keeping with the Board's mandate
24 25		to balance the interest of ratepayers with those of the Utility, prior to
25		approving capital expenditure.
26		
27	CA-NP-156	The CSS Replacement Project is estimated to cost \$31.6 million over a 3-
28		year implementation period. It is understood that the implementation
29		project will be conducted in two phases and that a consultant, or system
30		integrator, will perform the bulk of the work.
31		
32		a) Is this an accurate characterization of the implementation component of
33		the project?
34		
35		b) Please provide a high-level description of the consultant's scope of
36		work.
37		a) Places were idea a horal-decome of the estimated \$21.6 williams
38		c) Please provide a breakdown of the estimated \$31.6 million?
39		Specifically, how much of the estimate will be allocated to the
40		consultant, how much to the software vendor, how much to NP staff and
41		how much to materials/hardware?
42 43	CA-NP-157	In NP's response to CA-NP 080 Attachment A mage 7 of 10 indicates that
43 44	CA-INI-13/	In NP's response to CA-NP-080, Attachment A, page 7 of 19 indicates that in 1991 the estimated cost of the current CSS was \$7.5 million. However,
T T		in 1991 the Commuted Cost of the Current Cos was \$7.5 million. However,

1 2 3		due to cost overruns, the actual cost turned out to be \$10.173 million by the time the CSS was operational in 1993. That was a 35.6% cost overrun .
4 5		a) What measures would NP take to avoid such a large cost overrun for a new CIS?
6 7 8 9		b) Is the potential for such cost overruns a good reason for waiting until you have vendor bids before going to the Board for approval of a \$31.6 million project?
10 11 12		c) Will Newfoundland Power's shareholder absorb any cost overruns on the CSS Replacement Project?
13 14 15 16 17 18 19 20	CA-NP-158	The current estimate for a new CIS is \$31.6 million. That is 321.3% higher than the current CSS's cost estimate of \$7.5 million, and 210.6% more than the actual cost of the CSS, namely \$10.173 million. According to Statistics Canada data, inflation from 1993 to the present (Sept. 2020) was 59.7% as measured by the Consumer Price Index for Canada. Thus, the new CIS as determined by EY is massively more costly that the existing CSS was, even allowing for inflation since 1993. Please provide an explanation.
21 22 23 24	CA-NP-159	Please provide a summary of the annua cost of maintenance and upgrades to the CSS up to the present, and compare to the anticipated cost of maintenance and future upgrades to the proposed new CIS.
25 26 27	CA-NP-160	Has NP carried out a Net Present Value Analysis of the CIS proposed by EY? If not, why not? If so, please file a copy for the record.
28 29 30 31	CA-NP-161	In its deliberations with EY, did NP ask for different configurations of CISs in order to establish a trade-off between different features-cost combinations? Did EY suggest such an approach?
32 33 34 35	CA-NP-162	As part of its Market Analysis, did EY identify and advise NP of the costs of new CISs that other Canadian electric utilities have adopted? If so, please provide that information.
36 37 38 39 40 41	CA-NP-163	What has been the experience of NP's sister utilities: Fortis Alberta, Fortis BC Electric and Fortis Ontario with respect to their customer service systems? Specifically, describe their current systems, when they were implemented and at what cost. Are those utilities planning to replace their CISs in the near future? If so, what cost estimates do they have? Did they consider leasing options?

<u>DATED</u> at St. John's, Newfoundland and Labrador, this <u>20th</u> day of November, 2020.

Per:

Dennis Browne, Q.C.

Counsel for the Consumer Advocate

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