STATE OF CONNECTICUT

PUBLIC UTILITIES REGULATORY AUTHORITY
TEN FRANKLIN SQUARE
NEW BRITAIN, CT 06051

DOCKET NO. 26-07-02 **APPLICATION FOR ST. VINCENT COMMONS, 20 LIBERTY STREET, MIDDLETOWN, CT FOR MASTER ELECTRIC SERVICE METERING**

October 14, 2026

By the following commissioners:

Thomas H. Wiehl

David Arconti, Jr.

Janice A. Beecher

Holly H. Cheeseman

Everett Smith, III

DECISION

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DECISION

I. INTRODUCTION

A. SUMMARY

The Public Utilities Regulatory Authority (Authority or PURA) grants an exemption to the prohibition on master metering for St. Vincent de Paul Middletown, LLC (St. Vincent or Applicant) to install a master meter in a planned sixteen-unit residential building located at 20 Liberty Street, Middletown, Connecticut (Facility).

B. CONDUCT OF THE PROCEEDING

By application filed on July 2, 2026 (Application), the Applicant requests that the Authority grant the Facility an exemption to the general prohibition on master metering. The Authority opened this proceeding on August 5, 2026.

A public hearing is not required by statute, and no Participant requested a hearing.

C. PARTICIPANTS

The Authority recognized the following as Participants to the proceeding: St. Vincent de Paul Middletown, Inc, 617 Main Street, Middletown, CT 06457; the Connecticut Light and Power Company d/b/a Eversource Energy (Eversource), 107 Selden Street, Berlin, CT 06037; the Office of Consumer Counsel, 10 Franklin Square, New Britain, CT 06051; and the Commissioner of the Department of Energy and Environmental Protection, 79 Elm Street, Hartford, CT 06106.

II. APPLICATION

On July 2, 2026, the Applicant submitted an application to the Authority requesting approval to install master metering in a planned sixteen-unit supportive housing residential building. Application, p. 1. The Facility is deed-restricted to have tenants who are recently homeless, disabled, and have an area median income (AMI) of 25% or less. Id.

The Facility is located within Eversource's service territory. The Applicant is planning to install a single master meter for the entire Facility, which will include sixteen residential efficiency units, a soup kitchen, emergency cold weather shelter, and offices that provide homeless services, recovery services, and administrative support for the Facility. St. Vincent Corresp. July 30, 2026, p. 1. The Facility will have efficient central heating, cooling, and hot water systems for the entire building. Application, p. 1.

The Applicant is requesting the master metering exemption under the parameters and exemptions established by PURA. The Applicant states that the services provided to the tenants will be similar to the care that is provided to senior citizens, and therefore the exception should apply to this Facility. Application, p. 2. The Applicant asserts that the Facility satisfies all other exemption requirements. Id.

III. LEGAL STANDARD

Conn. Agencies Regs. § 16-11-116 effectively prohibits master metering, unless waived by the Authority, by requiring individual metering of residential dwellings that have separate cooking facilities. The Authority may waive this requirement and has established conditions for doing so, as outlined below.

A discussion of the prohibition on master metering of multi-family dwellings can be found in the Decision dated January 24, 1980, in Docket No. 78-07-18, General Investigation on Prohibiting Master Metering for Multi-Use Dwelling (Investigation Decision).[1] Since the issuance of the Investigation Decision, the Authority established two sets of standard criteria by which master metering may be permitted for multi-unit dwellings.

The first set of criteria is delineated in Docket No. 81-06-18, DPUC General Investigation into Master Metering for Electricity in New Multi - Unit Dwellings Under Limited Conditions (First Exemption Decision), in which the Authority allowed for master metering in subsidized housing for senior citizens. The decision allows for master metering for electricity when the following criteria (Subsidized Housing Criteria) are met:

1. The multi-dwelling unit is publicly financed or subsidized.
2. The occupants are senior citizens.
3. Electricity is not used as the primary energy source for space heating.
4. Steps are taken to ensure that tenants are aware of their consumption levels of a scarce resource.
5. Management steps are taken to prevent waste of electricity.
6. All utility records are open for public inspection and subject to review by the housing authority, and there is no rebilling.

Decision, Dec. 8, 1981, Docket No. 81-06-18, DPUC General Investigation Into Master Metering for Electricity in New Multi - Unit Dwellings Under Limited Conditions, p. 9. The Authority allowed master metering for certain newly constructed buildings when the multi-dwelling unit is publicly financed or subsidized and the occupants are senior citizens, among other conditions. First Exemption Decision, p. 9.

The second set of criteria are delineated in the Decision dated September 9, 1998, in Docket No. 97-11-14, Application of CareMatrix Corp. for Declaratory Ruling Regarding Metering Requirements for Assisted Living Facilities (Second Exemption Decision). In the Second Exemption Decision, the Authority allowed master metering in certified assisted living facilities that meet certain other criteria (Assisted Living Criteria). Second Exemption Decision, pp. 7-8. The Authority found, among other things, that the facility combined "residential and institutional characteristics." Id., p. 9. Additionally, the

[1] At the time of the Investigation Decision, the State Building Code had been recently revised to prohibit master metering of electricity in new construction, and the General Assembly directed the Authority's predecessor, the Public Utilities Control Authority, to investigate the further prohibition of master metering. Investigation Decision, pp. 2, 28. Based in part on the findings in the Investigation Decision, the Authority did not expand the prohibition on master metering beyond the existing state building codes at that time. Id., p. 28.

Authority modified the utility's rules and regulations in place at the time to include master metering allowance where "residential and utility services provided to the residents are covered by a single comprehensive fee paid to the company managing the facility." Id., p. 7.

Additionally, in some unique and specific instances, the Authority granted requests for master metering for good cause where neither the Assisted Living nor the Subsidized Housing Criteria were met. These circumstances typically involve health and safety needs of vulnerable residents, conservation benefits, or temporary, time-limited use of master metering.

For example, the Authority permitted master metering at a multi-unit residential facility that did not meet either Subsidized or Assisted Living Criteria to enable the installation of emergency standby generation. Decision, Aug. 4, 2004, Docket No. 04-02-03, Request of New Horizons Corporation for a Declaratory Ruling Regarding Master Metering for New Horizons Independent Living Facility, Unionville, CT, p. 9. Also, the Authority permitted master metering at a multi-unit residential facility that did not meet either the Subsidized Housing or Assisted Living Criteria to facilitate the installation of a renewable solar generation system. Decision, Mar. 16, 2016, Docket No. 15-08-16, Application of the Church Home of Hartford, Incorporated d/b/a Seabury, Bloomfield Connecticut for Single Master Electric Service Metering, pp. 4-5. The Authority permitted temporary master metering at a renovated multi-unit residential facility that did not meet either set of criteria so that it could allow tenants to occupy the building prior to the installation of a submetering system consistent with General Statutes § 16-19ff. Decision, Mar. 27, 2019, Docket No. 18-11-14, Application of RBH Project, 370 Asylum Street, Hartford, CT for Master Electric Service Metering, pp. 8-9. The Authority permitted master metering at a building with individual residential units that did not meet either set of criteria to enable the interconnection of a microgrid. Decision, Dec. 9, 2020, Docket No. 20-03-17, Application of the Town of Coventry and Coventry Housing Authority for Approval for Electric Master Metering for Microgrid System with Distributed Generation and Electric Storage, p. 8.

IV. AUTHORITY ANALYSIS

The Applicant demonstrated that the Facility meets five of the six conditions of the Subsidized Housing Criteria. The Facility does not meet the requirement that occupants be senior citizens. Nevertheless, the Authority approves the Applicant's request to master meter because the electric usage of the tenants at the Facility is expected to be like the usage of senior citizens as described below.

The Facility will be publicly financed through a variety of state and federal funding. Interrog. Resp. RSR-1. The Facility will use a centralized natural gas system, not electric heating, as its primary heating source. Interrog. Resp. RSR-3. Application, p. 1. Tenants will be educated on utility conservation and the Facility will alert tenants when water and electric use is excessive. Interrog. Resp. RSR-4. The Facility will be designed and constructed to prevent the waste of electricity including the use of energy efficient heating and cooling systems, windows, and insulation, light sensors, and thermostat restrictions. Interrog. Resp. RSR-5. As required by the state and federal funders of the Facility, utility records are available for review to the appropriate agency. Interrog. Resp. RSR-7. In

addition, the Facility is bound by these same funders to not rebill tenants for the cost of electricity. Interrog. Resp. RSR-6.

While the occupants of the Facility will not be exclusively senior citizens, they will instead be tenants who meet the U.S. Department of Housing and Urban Development (HUD)'s definition of long-term homelessness, have an income of 25% or less of AMI, and have a disability. Interrog. Resp. RSR-2.

In the First Exemption Decision, the Department of Public Utility Control (the Authority's predecessor) acknowledged that senior citizens tend to be relatively conservative in their use of electricity, and therefore, allowing senior subsidized housing to master meter would not cause an increase in electrical usage despite a lack of price signaling. First Exemption Decision, pp. 3, 6-7. The First Exemption Decision found that this is in part because those tenants used "little more than the amounts of electricity required for a stove, refrigerator, and a light," compared to more intensive uses, such as appliances that use electricity for water and space heating. First Exemption Decision, p. 7. The First Exemption Decision also acknowledged that appliances may become more efficient in the future. First Exemption Decision, p. 8.

The Authority determines that the proposed electric use of the Facility's tenants will be similar in nature to the usage of senior citizens. While the First Exemption Decision contemplated senior citizen usage of only a stove, refrigerator, and lights, each unit in the Facility will have a stove, microwave, dishwasher, and refrigerator. Interrog. Resp. RSR-8. This means that tenants of the Facility will use two more appliances than the First Exemption Decision had originally contemplated (i.e. microwave and dishwasher).

While it may be expected that the tenants of the Facility will have higher usage than contemplated in the First Exemption Decision, other factors demonstrate this not to be the case. First, the Facility offers tenants meals from a centralized kitchen, which will result in less frequent use of the individual cooking facilities compared to standard multi-unit residential dwellings. Interrog. Resp. RSR-8. Second, the heating of each unit is provided by a gas-powered centralized system, with range-limited climate controls in each unit, preventing excessive use of the heating and cooling systems by individual tenants. Third, laundry is also centralized, which means the incidental use of electricity will also be low, similar to the findings of the First Exemption Decision. Interrog. Resp. RSR-4. Fourth, as acknowledged by the First Exemption Decision, technology has created more efficient appliances, and the Facility will be installing Energy Star-rated appliances as well as using construction materials and techniques that match current energy-efficiency standards. Interrog. Resp. RSR-5.

Additionally, the characteristics of this supportive housing building are similar in relevant ways to those of the assisted living facilities discussed and approved in the Second Exemption Decision. One of the rule changes in the Second Exemption Decision was a condition requiring that "[a]ll residential and utility services provided to the residents are covered by a single comprehensive fee paid to the company managing the facility." Second Exemption Decision, p. 7. In the subject Facility "tenants rent subsidy pays for electric and heat as a part of rental assistance through a HUD grant to the owner already which supports electric being included in the rent payment." Application, p. 2. This

situation is similar to that outlined in the Second Exemption Decision. Similarly, the Second Exemption Decision made the rule change that assisted living facility operators "must take steps to ensure that tenants are made aware of energy conservation techniques and ways to prevent the waste of electricity." Second Exemption Decision, p. 8. Here, the Facility's Housing Case Managers provide education to each tenant on conserving utilities and that "property manager firm staff also monitor any unit who has excessive use of water and electricity. Heat is set on a controlled range in each unit and tenants will not be able to under or excessively overheat or AC their unit." Interrog. Resp. RSR-4. The Facility shares some of the same billing and residential supportive features as assisted living facilities.

Based on the foregoing, the Authority finds that the use of electricity in each unit will, in all likelihood, be lower than standard residential dwelling units, and will be similar in nature to the electric use of senior citizens and shares characteristic with an assisted living facility. While the Facility does not meet all of the Subsidized Housing Criteria, the Applicant has shown that an exemption to the master metering prohibition is reasonable in this case. Accordingly, the Authority grants the Applicant's request to master meter at the Facility.

V. CONCLUSION AND ORDERS

A. CONCLUSION

The Authority grants an exception to the prohibition of master metering for the Facility based on the Subsidized Housing Criteria.

B. ORDER

For Orders requiring a filing, the Applicant shall file an electronic version through the Authority's website at www.ct.gov/pura. Submissions filed in compliance with the Authority's Orders must be identified by: Docket Number, Title, and Order Number. Compliance with orders shall commence and continue as indicated in each specific Order or until the Applicant requests and the Authority approves that the Applicant's compliance is no longer required after a certain date. Unless otherwise provided or determined by the Authority, filings submitted in compliance with an order shall constitute satisfaction of the Order. Filings requiring Authority approval must be filed as a motion.

1. No later than 90 days after construction of the Facility, the Applicant shall submit correspondence confirming that the Facility was constructed as described in the Application. If any significant changes in construction occurred, the Applicant shall describe the differences.

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This decision is adopted by the following commissioners:



Thomas H. Wiehl



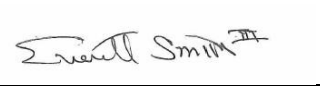
David Arconti, Jr.



Janice A. Beecher



Holly H. Cheeseman



Everett Smith, III

CERTIFICATE OF SERVICE

The foregoing is a true and correct copy of the decision issued by the Public Utilities Regulatory Authority, State of Connecticut, and was forwarded by Certified Mail to all parties of record in this proceeding on the date indicated.



October 14, 2026

Jeffrey R. Gaudiosi, Esq.
Executive Secretary
Public Utilities Regulatory Authority

Date