BEFORE THE PUBLIC UTILITIES COMMISSION OF OHIO

In the Matter of the Annual Application)	
of Columbia Gas of Ohio, Inc. for an)	Case No. 19-1940-GA-RDR
Adjustment to Rider IRP and Rider DSM)	
Rates.)	

DIRECT TESTIMONY OF JAMES D. WILLIAMS

On Behalf of The Office of the Ohio Consumers' Counsel

> 65 East State Street, 7th Floor Columbus, Ohio 43215

> > **April 20, 2020**

TABLE OF CONTENTS

	PAGE
I.	INTRODUCTION1
II.	PURPOSE/BACKGROUND
III.	OHIOANS COULD BENEFIT IF LOW-INCOME ENERGY EFFICIENCY PROGRAM FUNDING WERE REPURPOSED TO PROVIDE ADDITIONAL BILL PAYMENT ASSISTANCE
IV.	CONCLUSION30
	<u>ATTACHMENT</u>

Attachment JDW-01 List of Previous Testimony Filed at the PUCO by James Williams

1	1.	INTRODUCTION
2		
3	<i>Q1</i> .	PLEASE STATE YOUR NAME, BUSINESS ADDRESS, AND POSITION.
4	<i>A1</i> .	My name is James D. Williams. My business address is 65 East State Street, 7th
5		Floor, Columbus, Ohio 43215. I am employed by the Office of the Ohio
6		Consumers' Counsel ("OCC") as a Utility Consumer Policy Expert.
7		
8	<i>Q2</i> .	PLEASE BRIEFLY SUMMARIZE YOUR EDUCATION AND
9		PROFESSIONAL EXPERIENCE.
10	A2.	I am a 1994 graduate of Webster University, in St. Louis, Missouri, with a Master
11		of Business Administration, and a 1978 graduate of Franklin University, in
12		Columbus, Ohio, with a Bachelor of Science, Engineering Technology. My
13		professional experience includes a career in the United States Air Force and over
14		24 years of utility regulatory experience with the OCC.
15		
16		Initially, I served as a compliance specialist with the OCC. My duties included the
17		development of programs for agency review of the extent to which electric,
18		natural gas, and water industries (including competitive suppliers of natural gas
19		and electric service) were complying with laws and rules for consumer protection.
20		Later, I was designated to manage all of the agency's specialists who were
21		developing compliance programs in each of the utility industries. My role evolved
22		into the management of OCC's consumer hotline, which was the direct service
23		provided to consumers to resolve complaints and inquiries that involved Ohio

1 utilities and competitive suppliers of retail natural gas and electric services. More 2 recently, following time as a Consumer Protection Research Analyst, I was 3 promoted to an Expert Utility Consumer Policy Analyst. In this role, I am 4 responsible for developing and recommending policy positions on a host of utility 5 issues. Those issues include protections for low-income and non-low-income 6 consumers, bill affordability and utility bill payment assistance programs that are 7 all intended to help residential consumers including at-risk Ohioans that OCC is 8 seeking to help in this case. 9 10 In this proceeding, I reviewed the Application and supporting testimony filed by 11 Columbia Gas of Ohio ("Columbia") on February 28, 2020. I also assisted in 12 developing OCC comments filed in this proceeding on March 20, 2020. Finally, I 13 reviewed the testimony of OCC witness Shutrump and the recommendations 14 made in her testimony. 15 16 *03*. HAVE YOU PREVIOUSLY SUBMITTED TESTIMONY OR TESTIFIED 17 BEFORE THE PUBLIC UTILITIES COMMISSION OF OHIO? 18 *A3*. Yes. The cases in which I have submitted testimony and/or have testified before 19 the PUCO can be found in Attachment JDW-1.

II. PURPOSE/BACKGROUND

2

3

Q4.

1

4	A4.	The purpose of my testimony is to recommend that the \$14 million in consumer
5		funding for Columbia's low-income energy efficiency program be repurposed to
6		serve the greatest good for the greatest number of at-risk Ohioans in the Columbia
7		area. These consumers are suffering the health and financial pain of the
8		coronavirus emergency—and there likely will be consumer suffering for years as
9		a result. Under these terrible circumstances, the annual \$14 million in energy
10		efficiency subsidies that Columbia collects from consumers should be repurposed
11		to where they can do the greatest good. That means the current use for
12		weatherizing up to 2,000 homes annually should be promptly repurposed to
13		providing bill payment assistance (money) for up to 80,000 of Columbia's
14		residential consumers.

WHAT IS THE PURPOSE OF YOUR TESTIMONY?

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On April 15, 2020, the editorial board of The New York Times published an editorial under the headline, "Stop Dawdling. People Need Money." Of further relevance to the issue in this case, the Times editorial included the following words about the current suffering of Americans:

 $^{^{1} \}underline{\text{https://www.nytimes.com/2020/04/15/opinion/coronavirus-stimulus-check-payment.html}}\\$

1	The economic shutdown caused by the coronavirus has left a growing
2	number of American families desperately short of money. Images of
3	hundreds of cars waiting in long lines at food banks across the country
4	have become a symbol of the crisis, a contemporary equivalent of the
5	old black-and-white images of Americans standing in bread lines during
6	the Great Depression.
7	
8	To ease the pain, at least a little, Congress voted in late March to send
9	\$1,200 each to most American adults. In this era of high-speed trading,
10	digital wallets and instant payments, one might have imagined that the
11	federal stimulus payments would be distributed quickly, too.
12	Instead, the first large wave of payments is only landing in bank
13	accounts on Wednesday.
14	
15	And tens of millions of Americans won't get their stimulus payments
16	until May — or later. ²
17	
18	The Times' reference to "People Need Money" is highly relevant to the issue I
19	explain above for Ohioans. The Time's reference to "Stop Dawdling" is to the
20	federal government. But it also has relevance here where a special-interest group
21	of weatherization providers, named Ohio Partners for Affordable Energy
22	("OPAE"), is resisting OCC's call to repurpose these consumer-funded subsidies

² *Id*.

1	OPAE uses the subsidies to weatherize up to 2,000 homes annually, whereas OCC
2	is recommending the fulfillment of the greater need of providing bill-payment
3	money for up to 80,000 Ohio consumers annually.
4	
5	Energy efficiency (weatherization) programs might provide some low-income
6	consumers (up to 2,000 homes in the Columbia area) with benefits in the long run
7	But in this time of crisis many more consumers need money and they need it now,
8	not over an energy efficiency payback period of ten or more years. OCC's
9	recommendation would provide money to at-risk Ohioans now, by funding
10	increased bill payment assistance for up to 80,000 Ohioans.
11	
12	In this regard, the low-income weatherization program in Columbia's areas is not
13	even currently operational. It has been suspended by the PUCO along with other
14	activities and non-essential functions in customer homes that may create
15	unnecessary coronavirus risks associated with social contact. ³
16	
17	Therefore, I recommend the following:
18	Repurpose the consumer-funded subsidies currently earmarked for
19	Columbia's low-income weatherization program (about \$14
20	million per year for up to 2,000 homes) to instead be used for bill

 $^{^3}$ In re the Proper Procedures and Process for the Commission's Operations & Procedures During the Declared State of Emergency & Related Matters, Case 20-591-AU-UNC, Entry (Mar. 20, 2020). In re the Motion to Suspend of Columbia Gas of Ohio, Inc. for Procedures and Process During the Declared State of Emergency and Related Matters, Case 20-637-GA-UNC, Application (Mar. 18, 2020) at 4.

1 payment assistance (for up to about 80,000 at-risk Columbia 2 consumers). This approach for use of the funds will do the greatest 3 good for the greatest number of Ohioans. This consumer benefit 4 should begin promptly and continue until and unless the PUCO 5 decides the funds should be used otherwise for people. 6 7 Make the money for the expanded bill payment assistance 8 available to any Columbia customer with an income below 300% 9 of the federal poverty guidelines. Currently, customers are only 10 eligible for bill payment assistance under the Low-Income Home 11 Energy Assistance Program ("HEAP") if their income is below 12 175% of the federal poverty guidelines. 13 14 Allow customers to be eligible for bill payment assistance under OCC's proposal once per year. Customers eligible for PIPP⁴ could 15 16 receive up to \$150 and non-PIPP customers up to \$250. Under this 17 proposal, assuming an average benefit of \$175 per customer 18 (inclusive of administrative charges), approximately 80,000 19 Columbia customers per year could benefit from the bill payment 20 assistance, compared to just 2,000 who receive weatherization for 21 the same \$14 million annual cost.

⁴ Customers can qualify for PIPP if their household income is at or below 150 percent of the federal poverty guidelines.

1		• Enable customers receiving these payments to be eligible for
2		participation in other payment plans and assistance programs, like
3		PIPP, HEAP, the Ohio Home Weatherization Assistance Program
4		("HWAP"), and deferred payment plans.
5		
6		Allocate any repurposed funds that are not ultimately used for bill
7		payment assistance to offsetting Columbia's uncollectible expense
8		This approach would reduce what all customers pay to Columbia
9		for uncollectible expense (when customers do not pay their utility
10		bills).
11		
12	Q 5.	WHY ARE YOU RECOMMENDING REPURPOSING THE CONSUMER
13		SUBSIDIES THAT HAVE BEEN USED FOR LOW-INCOME
14		WEATHERIZATION TO NOW BE USED FOR BILL PAYMENT
15		ASSISTANCE?
16	A5.	I will begin by noting that the virus does not itself target people based on their
17		income, but its terrible harms can reveal difficult realities for people in various at
18		risk segments of our society. In this regard, weatherization is not a long-term
19		solution to certain of society's problems that pre-existed this health emergency
20		(but that can be all the more aggravated by this health emergency). Such societal
21		problems include but are not limited to poverty and food insecurity. These
22		problems are not unique to Ohio, but certainly exist in Ohio.

1		State-wide, poverty affects 14.0 percent of Ohio's population. ⁵ Poverty rates
2		exceed 30 percent in the Ohio cities of Athens, Bowling Green, Cleveland,
3		Dayton, Kent, Oxford, Portsmouth, Warren and Youngstown. And 14.5 percent of
4		Ohioans have experienced food insecurity. ⁶ Food insecurity rates are a measure of
5		the total number of persons who do not have sufficient financial resources to
6		maintain a healthy supply of food at their household. These numbers predate the
7		pandemic, but during this emergency there is legitimate concern that these
8		problems are rapidly increasing. In the coming months and potentially years,
9		many Ohioans will struggle to pay their utility bills. Those Ohioans with financial
10		challenges will include customers who have historically paid their bills in full and
11		on time but who may be unable to continue doing so following the economic
12		fallout of the coronavirus pandemic. Ohio businesses and families will face
13		financial burdens that were unforeseeable just a few months ago.
14		
15	<i>Q6</i> .	WHO HAS VOICED OPPOSITION TO OCC'S RECOMMENDATION?
16	<i>A6.</i>	One outspoken critic of OCC's recommendation has been the special-interest
17		group, Ohio Partners for Affordable Energy. Recent OPAE-sourced information
18		online reflects its opposition to OCC and to the repurposing of funds for serving
19		more Ohioans. In its Motion to Intervene, OPAE notes that many of its members

⁵ Ohio Poverty Report, Ohio Development Services Agency (February 2019) at 6. https://development.ohio.gov/files/research/P7005.pdf

⁶ Map the Meal Gap 2019. <u>https://public.tableau.com/profile/feeding.america.research#!/vizhome/2017StateWorkbook-Public_15568266651950/CountyDetailDataPublic</u>

1		are Community Action Agencies. Interestingly, part of my recommendation
2		includes that the repurposed funds could potentially be distributed by the
3		Community Action Agencies that are also part of the OPAE network. The
4		Community Action Agency members of OPAE might find value in participating
5		in a diverse network of social service providers who are helping Ohioans
6		consistent with OCC's recommendation.
7		
8	<i>Q7</i> .	IS OPAE A CONSUMER GROUP?
9	A7.	No. OPAE is a special-interest group representing a number of organizations
10		including low-income weatherization providers.
11		
12	<i>Q8</i> .	WHAT IS YOUR JUSTIFICATION FOR RECOMMENDING TO
13		REPURPOSE CONSUMER FUNDS BEING USED FOR LOW-INCOME
14		WEATHERIZATION TO BEING USED FOR BILL PAYMENT
15		ASSISTANCE?
16	A8.	The greater need of low-income Columbia consumers now is for money to assist
17		with payment of their Columbia bills. And there is a far greater number of
18		consumers who can benefit from bill payment assistance than from
19		weatherization.
20		
21		This repurposing should occur even if there are benefits from the limited
22		weatherization program. But there has been a demonstration that the Columbia

⁷ OPAE Motion to Intervene (March 20, 2020).

1		energy efficiency programs lack proven customer benefits. See testimony of OCC
2		witness Collen Shutrump.
3		
4		The lost wages, financial losses, and immeasurable suffering that many Ohioans
5		are experiencing as a result of the coronavirus pandemic can be mitigated by
6		repurposing dollars that Columbia is currently spending on low-income energy
7		efficiency programs. While the dollars spent on low-income energy efficiency
8		might help a small number of customers achieve lower utility bills (2,000
9		weatherized homes annually), they can be put to better use today by providing
10		immediate bill payment assistance for up to 80,000 customers in need. The
11		repurposing of low-income weatherization funds will provide the greatest amount
12		of good for the greatest number.
13		
14	III.	OHIOANS COULD BENEFIT IF LOW-INCOME ENERGY EFFICIENCY
15		PROGRAM FUNDING WERE REPURPOSED TO PROVIDE
16		ADDITIONAL BILL PAYMENT ASSISTANCE.
17		
18	<i>Q9</i> .	PLEASE DESCRIBE SOME OF THE CONSUMER PROTECTIONS THAT
19		ARE AVAILABLE TO HELP RESIDENTIAL CUSTOMERS THAT ARE
20		IMPACTED BY THE CORONAVIRUS.
21	A9.	Currently, the PUCO has directed Columbia and all other utilities in Ohio to
22		update their policies to suspend disconnections for non-payment to mitigate the
23		potential hardships on customers, and to help avoid unnecessary risks associated

1 with the spread of the coronavirus through social contact with the public. 8 The 2 PUCO, in its March 20 Order, suspended for the duration of the emergency all 3 non-essential functions that would require or cause in-person contact that may 4 create unnecessary coronavirus spread, and specifically found that non-essential 5 functions include in-home energy efficiency audits and weatherization programs. 6 Columbia filed an application to amend a number of requirements including 7 suspending disconnections for non-payment and to suspend continuing to provide weatherization services in the home.⁹ 8 9 10 In addition, the PUCO has extended the protections under the special Winter Reconnection Order ("WRO")¹⁰ through May 1, 2020.¹¹ Under the WRO, 11 12 residential customers have the option to make a payment of up to \$175 to avoid 13 having service disconnected for non-payment, have services reconnected, or 14 initiate new service. Customers can use the payment option once to avoid 15 disconnection under the reconnection order during the period October 14, 2019 16 and May 1, 2020. 17 18 The bill payment assistance I am proposing in this testimony will help those 19 customers who already used the one-time payment to avoid disconnection during 20 the winter and now need more assistance because of the coronavirus. My proposal

⁸ Case No. 20-591-AU-UNC, Entry (Mar. 13, 2020).

⁹ Case 20-637-GA-UNC, Application (March 18, 2020) at 4.

¹⁰ 19-1472-GE-UNC, Finding & Order (Sept. 11, 2019).

¹¹ Case No. 20-591-AU-UNC, Entry (Mar. 13, 2020).

1		will also nelp PIPP customers remain current in paying their PIPP bill so that they
2		are not at risk of being removed from PIPP.
3		
4	Q10.	CAN YOU PROVIDE ADDITIONAL DETAILS ABOUT THE BILL
5		PAYMENT ASSISTANCE PROGRAM FOR LOW-INCOME CUSTOMERS
6		KNOWN AS THE "PIPP" PROGRAM?
7	A10.	Yes. The Ohio PIPP program is a mainstay of low-income bill payment assistance
8		programs in the state. The PUCO originally created it during the early 1980s as a
9		response to an earlier state emergency with high energy costs, economic
10		recession, and the crisis of many low-income customers who were facing
11		disconnection for non-payment.
12		
13		PIPP enables low-income households to pay a percentage of their monthly income
14		(six percent of household income or \$10.00, whichever is greater), as payment
15		towards their gas bill. 12 A companion program was created by the PUCO for
16		electric low-income customers and was later codified in Ohio law, where low-
17		income Ohioans could pay a percentage of their monthly household income
18		towards their electric utility bills. Administered by the Ohio Development
19		Services Agency ("ODSA"), 13 low-income electric customers pay six percent of
20		their monthly household income or \$10.00 (whichever is greater) towards their
21		electric bill.

¹² http://codes.ohio.gov/oac/4901:1-18-13v1

¹³ Ohio Adm. Code 122:5-3.

Customers are eligible for PIPP if their household income for the past three months is at or below 150 percent of the federal poverty guidelines. ¹⁴ For a family of four, the total annual household incomes of at or below \$38,625 can qualify for PIPP. However, the majority of PIPP customers have household incomes below 75% percent of the federal poverty guidelines.

PIPP is not a social give-away. And in fact, PIPP participants are ultimately responsible for paying the difference between the actual natural gas and/or electric bill and the PIPP payment amount. There are strict payment guidelines in the rules that require on-time and in-full payment of the PIPP amount that can help customers avoid building-up large natural gas arrearages. But if the payments are not made on-time and in-full, customers miss the opportunity to obtain immediate incentive credits towards their arrearages¹⁵. And for customers who have gone off the regular PIPP program and are now on Graduate-PIPP, all payments must be made in-full and on-time for the customers to fully discharge their PIPP debt. Bill payment assistance could be the only option that is available to help these recent PIPP customers who are just coming out of poverty avoid accruing additional personal debt.

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¹⁴ http://codes.ohio.gov/oac/4901:1-18-12v1

¹⁵ http://codes.ohio.gov/oac/4901:1-18-14v1

1	<i>Q11</i> .	HOW IS THE LOW-INCOME ASSISTANCE PROGRAM (PIPP) PAID FOR?
2	A11.	PIPP is paid for through a rider on all Columbia customer bills. 16 The rider itself
3		collects the difference between customers' actual bills and the PIPP payment
4		made by customers. In addition, the rider collects the cost associated with
5		arrearages that are owed by customers prior to enrolling on PIPP (pre-PIPP
6		arrearages), and delinquent charges if customers do not make their PIPP
7		payments.
8		
9	Q12.	WILL REPURPOSING LOW-INCOME ENERGY EFFICIENCY FUNDING
10		HELP PIPP CUSTOMERS AVOID BUILDING LARGE ARREARAGES,
11		LOSING ACCESS TO PIPP, AND ALSO HELP REDUCE WHAT ALL
12		OTHER CUSTOMERS PAY TO FUND PIPP AS MORE CUSTOMERS
13		ENROLL ON PIPP?
14	A12.	Yes. Repurposing low-income energy efficiency funds serves two purposes. First,
15		the repurposed funds help PIPP customers pay their bill to take advantage of
16		incentive credits tied to in-full and on-time payments and thus avoid building up
17		large arrearages that can lead to their eventual removal from PIPP. Second, the
18		repurposed funds will help to avoid increases in uncollected PIPP charges and
19		pre-PIPP arrearages, thus reducing the potential impact of future increases in what
20		all customers pay to fund the PIPP rider as more customers enroll in PIPP.

¹⁶ Columbia Tariff, P.U.C.O. No. 2, Sixteenth Revised Sheet No. 24, PIP Plan Tariff Schedule Rider.

1	<i>Q13</i> .	CAN YOU PROVIDE ADDITIONAL DETAILS ON THE TYPES OF
2		PAYMENT PLANS THAT COLUMBIA IS REQUIRED TO OFFER
3		RESIDENTIAL CUSTOMERS WHO MAY NOT QUALIFY FOR LOW-
4		INCOME ASSISTANCE?
5	A13.	Yes. The PUCO's Minimum Service Standards require utilities to offer payment
6		plans including one-third, one-sixth, and one-ninth payment plans to customers
7		who are delinquent in payments or who wish to avoid delinquency. ¹⁷
8		
9		The one-third payment plan is required during the winter heating season between
10		the months of November through April of each year. Under that plan customers
11		can pay one-third of the actual bill (including both current and past due
12		charges). ¹⁸
13		
14		Under the one-sixth payment plan customers can pay one sixth of the past due
15		amount over six equal installments along with the current monthly charges on the
16		bill. ¹⁹
17		
18		Under the one-ninth payment plan customers can pay equal installment of one
19		ninth of the past due amount in addition to a uniform budget bill payment
20		amount. ²⁰

¹⁷ Ohio Adm. Code 4901:1-18-05(B).

¹⁸ http://codes.ohio.gov/oac/4901:1-18-05v1.

¹⁹ *Id*.

²⁰ *Id*.

While these installment payment plans are helpful to some consumers, the additional burden of paying current charges along with a past delinquent amounts can be unmanageable for many consumers and especially for those who recently lost their jobs and income because of the coronavirus. The bill payment assistance I am proposing will help lessen the chance that PIPP and non-PIPP customers will not meet their payment plan obligations.

A14.

Q14. ARE THERE OTHER PAYMENT PLANS THAT COLUMBIA IS REQUIRED TO PROVIDE RESIDENTIAL CUSTOMERS?

Yes. Ohio Admin. Code 4901:1-18-05(A) requires Columbia to make reasonable payment extensions or other extended payment plans under terms that are appropriate for both the customer and Columbia. These are the types of payment plans that are negotiated between Columbia and the customer that hopefully the customers will be able to maintain. But Columbia has the final say in determining if it will accept these types of plans. The rules prescribe criteria that Columbia is required to consider including the customer's recent payment history, the reasons why payment has not been made, and any other relevant factors concerning the customer including health, age, and family circumstances. But customers may still need some type of immediate payment assistance. The bill payment assistance that I am proposing could be available for making this one-time immediate payment that many customers may need until they are back to work or until they can qualify for other available assistance programs.

1	<i>Q15</i> .	IF CUSTOMERS FAIL TO PAY THEIR COLUMBIA BILL, HOW IS THE
2		BAD DEBT COLLECTED?
3	A15.	All customers pay for the bad debt expenses through an uncollectible expense
4		rider on Columbia Gas bills. ²¹ This is why it is so important for customers to be
5		able to pay their natural gas bills. And this is also why the payment plans that are
6		explained above and the bill payment assistance program that I am proposing
7		serve an important role in helping customers avoid delinquency on the natural gas
8		account.
9		
10	Q16.	WILL REPURPOSING LOW-INCOME ENERGY EFFICIENCY FUNDING
11		HELP CUSTOMERS AVOID LOSING SERVICE AND ALSO HELP
12		MITIGATE THE COSTS THAT ALL CUSTOMERS PAY FOR
13		UNCOLLECTABLE DEBT?
14	A16.	Yes. Repurposing low-income energy efficiency funds serves two purposes. First,
15		the repurposed funds help customers pay their bills. While there is an immediate
16		suspension on disconnections for non-payment due to the coronavirus emergency,
17		any help that can be provided now to help prevent customers from getting
18		delinquent in their payments is beneficial. Second, the repurposed funds help to
19		avoid increased charges to other customers that Columbia collects for revenues it
20		does not collect from low-income customers.

²¹ Columbia Tariff, P.U.C.O. 2, Nineteenth Revised Sheet No. 29, Uncollectible Expense Rider.

Local news reporting across Ohio is telling a dismal story of potentially hundreds
of thousands of Ohioans who are facing financial crisis and the reality of
determining how limited available dollars are being spent in their households.
Many of these customers could have already been falling behind on their natural
gas bills coming out of the winter heating season and the coronavirus crisis
simply exacerbates their financial problems. While Columbia may have
suspended the disconnection for non-payment of customers during the
coronavirus pandemic, these customers are still facing mounting utility bills each
month. And with many customers working at home, the utility bills in general are
likely to be higher because of increased usage. Repurposing the low-income
energy efficiency funds to bill payment assistance will help keep customers
current in their payments. And the repurposed funds will help mitigate the impact
of future increases in the uncollectible rider, which will benefit all consumers.
Indeed, the PUCO Staff made a similar recommendation in a recent case
involving AEP. There, AEP recommended that \$2.1 million in unspent funds be
made available to the Ohio Hospital Association. The Staff instead recommended
that the money be used to provide assistance to residential customers to maintain
service, thus preventing an increase in bad debt or Universal Service Fund
charges that other customers would have to pay to their utility. ²²

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²² See http://dis.puc.state.oh.us/DocumentRecord.aspx?DocID=6cc101c4-1314-45cf-aa9d-d556f692a70e.

1	<i>Q17</i> .	AREN'T THERE OTHER BILL PAYMENT/FINANCIAL ASSISTANCE
2		PROGRAMS AVAILABLE FOR COLUMBIA RESIDENTIAL CUSTOMERS?
3	A17.	Yes. But many of these programs have restrictions on their use that may or may
4		not be helpful for Columbia customers who are now facing sudden and/or
5		sustained loss of income and family financial crisis because of the coronavirus.
6		
7	Q18.	PLEASE EXPLAIN.
8	A18.	The primary financial assistance program is the federal Low-Income Home
9		Energy Assistance Program ("HEAP"). HEAP is administered by the Ohio
10		Development Services Agency and provides both regular HEAP benefits in the
11		form of a credit towards winter heating costs and crisis assistance for eligible
12		customers during the winter and summer months. Columbia also has a fuel fund
13		program where assistance of up to \$250 can be provided during the winter heating
14		season. ²³
15		
16	Q19.	CAN YOU DISCUSS THE ELIGIBILITY CRITERIA FOR THE HEAP
17		PROGRAM?
18	A19.	Yes. According to the ODSA, households with annual incomes that are at or
19		below 175% of the federal poverty guidelines can qualify on an annual basis for
20		one-time assistance through HEAP. ²⁴ For a household of four, this would be an

 $^{^{23} \, \}underline{\text{https://www.columbiagasohio.com/bills-and-payments/financial-support/income-eligible-assistance-programs}.$

²⁴ https://development.ohio.gov/is/is_heap.htm.

1 annual income at or below \$45,063. Additionally, for the winter crisis program, 2 HEAP can assist households with annual incomes at or below 175% of the federal 3 poverty guidelines that are facing disconnection or have been disconnected.²⁵ The 4 summer crisis program funded through HEAP is only available for cooling assistance.²⁶ While the HEAP summer crisis program may be available to help 5 6 customers this summer with their electric cooling bills, this is not an available 7 option for natural gas customers. 8 9 ARE THE CURRENT FINANCIAL ASSISTANCE/ BILL PAYMENT *O20*. 10 ASSISTANCE PROGRAMS SUFFICIENT TO HELP ALL COLUMBIA 11 CUSTOMERS (THOSE WHO QUALIFY AND THOSE WHO DON'T) WHO 12 COULD STRUGGLE PAYING THEIR NATURAL GAS BILLS? 13 A20. No. Households with annual incomes that are above 175% of the federal poverty 14 guidelines are ineligible for HEAP financial assistance. Households with incomes 15 above 150% of the federal poverty guidelines are ineligible for PIPP. While 16 combined, PIPP and HEAP assistance might be able to help approximately 26% 17 of Ohio households, there are a substantial number of households with incomes 18 above 175% of the federal poverty guidelines that have few (if any) available 19 options for assistance in paying their gas bill.

²⁵ https://development.ohio.gov/is/is heapwinter.htm.

²⁶ https://development.ohio.gov/is/is_heapsummer.htm.

1 Specifically, approximately 8.9% of Ohio households have incomes between 150 2 and 200% of the federal poverty guidelines. While the exact number of Columbia 3 customers who have incomes in the range of 150% poverty to 200% poverty is 4 unknown, this could be a sizeable number. There are perhaps thousands of 5 Columbia customers who could use bill payment assistance yet are ineligible for 6 PIPP or other payment assistance programs. My proposal would extend the bill 7 payment assistance to Columbia customers with household incomes at or below 8 300% of the federal poverty guidelines on an annualized basis. 9 10 ISN'T THERE ADDITIONAL FEDERAL HEAP FUNDING THAT IS *Q21*. 11 **BEING MADE AVAILABLE TO HELP CONSUMERS?** 12 *A21*. Yes. Additional HEAP dollars will be made available in Ohio as part of a 13 stimulus bill to respond to the coronavirus pandemic that was passed by Congress and signed by the President on March 27, 2020.²⁷ While the exact amount of 14 15 funding is unknown at this time, the Ohio allocation could be approximately \$45 16 million if the federal government uses the same allocations as the current fiscal 17 year funding.²⁸

²⁷ https://liheapch.acf.hhs.gov/

²⁸ https://www.acf.hhs.gov/sites/default/files/ocs/comm_liheap_secondreleasedclstateterrtable_fy2020.pdf

1	<i>Q22</i> .	DOES THE ADDITIONAL FEDERAL FUNDING FOR HEAP MEAN THAT
2		THERE IS NO NEED FOR ADDITIONAL BILL PAYMENT ASSISTANCE
3		FOR COLUMBIA'S CUSTOMERS?
4	A22.	No. The additional HEAP funding will be made available throughout Ohio and
5		not just for Columbia customers. HEAP is made available for financial assistance
6		for customers using multiple fuel types and crossing many different industries in
7		Ohio. To the extent that the repurposed low-income energy efficiency funds can
8		be used to help Columbia customers now, this will help reduce the statewide
9		demand that hundreds of thousands of Ohioans could have for the additional
10		HEAP funding.
11		
12	Q23.	ARE YOU RECOMMENDING EXPANDING THE NUMBER OF
13		COLUMBIA CUSTOMERS WHO COULD BENEFIT BY RECEIVING BILL
14		PAYMENT ASSISTANCE?
15	A23.	Yes. My recommendation is that any Columbia customer with a household
16		income at or below 300% of the federal poverty guidelines (calculated on a
17		quarterly basis) be able to use these funds. This includes households that are
18		eligible to participate in PIPP and/or those households that can apply for HEAP
19		under the income guidelines established for those programs. Funds will be made
20		available on a first-come, first-serve basis to help as many Columbia customers as
21		possible obtain bill payment assistance. Similar programs are being implemented

1		in other parts of the country to help customers who may not income-qualify for
2		the more common low-income assistance programs. ²⁹
3		
4		OCC's proposal perfectly aligns with the PUCO and ODSA programs and rules to
5		provide comprehensive immediate help to Columbia customers who are
6		financially impacted during the coronavirus emergency. And as the statutory
7		representative of all residential utility consumers in Ohio, OCC stands ready to
8		continue working with the PUCO and ODSA to find ways to help all consumers
9		during this difficult time.
10		
11	Q24.	MUST CUSTOMERS HAVE A DISCONNECTION NOTICE FROM
12		COLUMBIA IN ORDER TO QUALIFY UNDER THE BILL PAYMENT
13		ASSISTANCE THAT OCC IS RECOMMENDING FOR COLUMBIA'S
14		CUSTOMERS?
15	A24.	Absolutely not. While this criterion must be met to obtain crisis assistance under
16		the HEAP guidelines, I recommend that these additional funds be used to help
17		customers avoid getting behind in their payments to begin with.

²⁹ <u>https://www.mytpu.org/emergencyassistance/</u>. New Jersey is also repurposing funds for the purpose of bill payment assistance.

http://custom.statenet.com/public/resources.cgi?id=ID:bill:NJ2020000S2362&cuiq=4fda1955-d0b1-5df5-a31b-59129580a045&client_md=4a1c71e7a908986e6e768a28115948cb&mode=current_text

1	Q25.	IF CUSTOMERS RECEIVE REPURPOSED FUNDS UNDER OCC'S
2		PROPOSAL, SHOULD THEY BE PROHIBITED FROM RECEIVING
3		OTHER FORMS OF CONSUMER ASSISTANCE?
4	A25.	Absolutely not. While I recommend that customers be eligible for using the
5		repurposed funds once per calendar year, I do not recommend restricting
6		customers from accessing any other financial assistance or bill payment programs
7		for which they are eligible. The health emergency is also a financial emergency
8		for many Ohioans, and the government should make help broadly available to
9		Ohioans commensurate with this terrible circumstance.
10		
11	Q26.	DO YOU HAVE A PROPOSED CAP FOR THE AMOUNT OF BILL
12		PAYMENT ASSISTANCE THAT COULD BE PROVIDED TO INDIVIDUAL
13		ELIGIBLE CUSTOMERS?
14	A26.	Yes. My recommendation is that PIPP customers could be provided up to \$150 or
15		one-time assistance towards their PIPP bill and non-PIPP customers could be
16		provided up to \$250.
17		
18	Q27.	HOW WOULD THE BILL PAYMENT ASSISTANCE FUNDS BE
19		DISTRIBUTED TO CUSTOMERS?
20	A27.	There are different options that are considered for distributing the funds. AEP
21		Ohio for example collects donations from customers through the Neighbor to
22		Neighbor program and distributes the funds to customers in need through a
23		network of agencies in its service territory through what is called the Dollar

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Energy Fund. The agencies that participate in the distribution of the funds verify the customer eligibility based on pre-established AEP criteria and document the request for funding in a grant application form. Once the social service agency completes the form, it is then provided to AEP so that the grant amount can be applied on the customer account. The agencies that distribute these funds tend to be the very same local agencies where customers would currently be seeking assistance because of loss of income, jobs, or requesting other family assistance. Another option is to distribute the funds through as many agencies as possible in each of the counties where Columbia serves customers. This proposal helps create jobs for a diverse network of social service agencies such as Job and Family Services offices, senior services, community action, Salvation Army, and other community-based organizations that are already at the forefront in helping Ohioans impacted by the coronavirus. Creating such diversity in the network of agencies that distribute these funds benefits customers by streamlining the help that customers need to their specific situation. For example, some agencies may be best suited to help the very low-income customers, whereas other agencies may be better suited for helping customers with the higher income guidelines. And of course, customers will be able to apply for assistance over the telephone or on the agency website (if available) during the emergency to safeguard their health and the health of the social workers.

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A network like this was established in 2009 during the recession to help distribute utility assistance funding to FirstEnergy customers. A grant form was developed that included obtaining the specific information that was necessary to verify customer eligibility. Once the form was completed, the social service agencies emailed the form to a centralized contact group in FirstEnergy that could apply the approved grant funds to the customer account. The formation of the network was relatively straight-forward involving coordination and agreement between FirstEnergy and the social services group. My recommendation is that a network like this be implemented by Columbia to distribute the repurposed funds. However, if it would be more cost-effective for Columbia to arrange the distribution of funds through a third-party like Dollar Energy, I would not be opposed to this. HOW WILL THE SOCIAL SERVICE AGENCIES BE RECOMPENSED FOR *Q28*. DISTRIBUTING THE BILL PAYMENT ASSISTANCE FUNDING THAT OCC PROPOSES? A28. My recommendation is that administrative fees be controlled to the maximum extent possible so that more funds are available to help Columbia customers. The social service agencies can be recompensed though a fee not to exceed \$20 for each completed grant application. Alternatively, the social service agencies could be compensated as a (low) percentage of the total grant dollars that the agency

1		processes. This is one of the details that will need to be addressed with each
2		agency.
3		
4	Q29.	WHAT ARE THE NEXT STEPS IN ESTABLISHING A NETWORK TO
5		DISTRIBUTE THE BILL PAYMENT ASSISTANCE FUNDS TO COLUMBIA
6		CUSTOMERS THAT OCC RECOMMENDS?
7	A29.	When the PUCO approves the repurposing of low-income energy efficiency funds
8		for bill payment assistance, Columbia should provide a full accounting of the
9		dollars that are available for bill payment assistance for the remainder of the year
10		and through 2021. In addition, Columbia should report on the number of
11		Columbia residential customers in each county (and city) where it serves.
12		Columbia should work cooperatively with OCC and others that may be interested
13		in identifying and to establish contracts with the social service agencies that will
14		distribute the funds. A standard grant application form could be used for
15		documenting eligibility as well as the customer specific requests for assistance
16		with each of the agencies. Columbia should designate contacts for processing the
17		grants and posting the awarded amount on customer accounts. Finally, the PUCO
18		should have the PUCO Staff serve in a monitoring role to assist in coordinating
19		activities with the PUCO, reviewing progress in distributing the funds, referring
20		customers in need to the assistance, and monitoring the overall impact that the
21		fund is having to help consumers.

1	<i>Q30</i> .	IS THERE AMPLE FUNDING AVAILABLE IN THE STATE TO ADDRESS
2		EMERGENCY WEATHERIZATION NEEDS THAT MIGHT ARISE FOR
3		CUSTOMERS?
4	A30.	Yes. Traditionally up to 15% of the Ohio HEAP block grant was transferred for
5		the purpose of providing weatherization under the Home Weatherization
6		Assistance Program ("HWAP"). These funds can be used to continue addressing
7		any home weatherization emergencies that might arise. I would note that in two
8		recent laws (Ohio House Bill 166 ³⁰ of the 133rd General Assembly section 259.70
9		and Ohio House Bill 6 of the 133rd 31 General Assembly section 5), the 15%
10		allocation was increased to 20% and then to 25% of HEAP funds being used for
11		weatherization. I understand that OPAE supported these shifts of funds away from
12		bill-payment assistance and toward the low-income weatherization (that OPAE
13		members provide). Thus, this likely shifting of bill-payment funds to
14		weatherization could help protect jobs for weatherization providers.
15		
16	Q31.	IF ANY OF THE REPURPOSED ENERGY EFFICIENCY FUNDS ARE NOT
17		EXPENDED, DO YOU HAVE A RECOMMENDATION FOR HOW THE
18		FUNDS SHOULD BE USED TO BENEFIT COLUMBIA'S CUSTOMERS?
19	A31.	Yes. Any repurposed funds that are not ultimately used to pay for previous low-
20		income weatherization expenses that have yet to be collected from customers or
21		bill payment assistance should be used to offset Columbia's uncollectible rider

³⁰ http://search-prod.lis.state.oh.us/solarapi/v1/general_assembly_133/bills/hb166/EN/09?format=pdf

 $^{^{31}\ \}underline{http://search-prod.lis.state.oh.us/solarapi/v1/general_assembly_133/bills/hb6/EN/06?format=pdf$

1		costs to consumers. This provides the greatest benefit by reducing the burden on
2		all customers who pay for amounts Columbia is unable to collect.
3		
4	Q32.	PLEASE EXPLAIN WHAT YOU ARE PROPOSING WOULD BE THE
5		REPURPOSED FUNDS?
6	A32.	Some utilities collect the costs to run their energy efficiency programs based on
7		projections of future costs. Thus, they effectively collect their costs in real time.
8		Columbia's rider, however, is backward looking only. That is, Columbia is
9		seeking in this case to collect the costs from its 2019 programs—costs that have
10		already been spent. I am proposing the repurposing of Columbia's 2020 low-
11		income program costs, some of which won't be collected until 2021. Thus, I
12		propose the following:
13		
14		First, with regard to Columbia's charges of \$7.1 million to customers per year
15		through base rates for its low-income weatherization program, I recommend that
16		those consumer-funded amounts for 2020 be immediately repurposed for my
17		proposed bill payment assistance. Second, Columbia's continued charges to
18		customers through its Demand-Side Management (energy efficiency) rider should
19		also be used for low-income bill-payment assistance. Any amounts that Columbia
20		would otherwise collect for its 2019 programs should be deferred for future
21		collection after the coronavirus emergency ends. Columbia will be made whole in
22		the future, and customers will benefit from much needed immediate bill payment

1		assistance relief as a result of the emergency affecting consumers' health and
2		finances.
3		
4	IV.	CONCLUSION
5		
6	Q33.	DOES THIS CONCLUDE YOUR TESTIMONY?
7	A33.	Yes. However, I reserve the right to incorporate new information that may
8		subsequently become available.

CERTIFICATE OF SERVICE

I hereby certify that a true copy of the foregoing *Direct Testimony of James D*.

Williams on Behalf of the Office of the Ohio Consumers' Counsel was served via electronic transmission to the persons listed below on this 20th day of April 2020.

/s/ Christopher Healey
Assistant Consumers' Counsel

The PUCO's e-filing system will electronically serve notice of the filing of this document on the following parties:

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Testimony of James D. Williams Filed at the Public Utilities Commission of Ohio

- 1. In the Matter of the Application of the Cincinnati Gas and Electric Company for an Increase in Its Rates for Gas Service to All Jurisdictional Customers, Case No. 95-0656-GA-AIR (August 12, 1996).
- 2. In the Matter of the Application of the Cincinnati Gas and Electric Company for an Increase in Its Rates for Gas Service to All Jurisdictional Customers, Case No. 01-1228-GA-AIR (February 15, 2002).
- 3. In the Matter of the Commission's Investigation into the Policies and Procedures of Ohio Power Company, Columbus Southern Power Company, The Cleveland Electric Illuminating Company, Ohio Edison Company, The Toledo Edison Company and Monongahela Power Company regarding installation of new line extensions, Case No. 01-2708-EL-COI (May 30, 2002).
- 4. In the Matter of the Application of The East Ohio Gas Company d/b/a Dominion East Ohio for an Increase in Its Rates for Gas Service to All Jurisdictional Customers, Case No. 07-0829-GA-AIR (June 23, 2008).
- 5. In the Matter of the Application of the Columbia Gas of Ohio, Inc. for Authority to Amend Filed Tariffs to Increase the Rates and Charges for Gas Distribution, Case No. 08-072-GA-AIR (September 25, 2008).
- 6. In the Matter of a Settlement Agreement Between the Staff of the Public Utilities Commission of Ohio, The Office of the Consumers' Counsel and Aqua Ohio, Inc. Relating to Compliance with Customer Service Terms and Conditions Outlined in the Stipulation and Recommendation in Case No. 07-564-WW-AIR and the Standards for Waterworks Companies and Disposal System Companies, Case No. 08-1125-WW-UNC (February 17, 2009).
- 7. In the Matter of the Application of the Ohio American Water Company to Increase its Rates for water and Sewer Services Provided to its Entire Service Area, Case No. 09-391-WS-AIR (January 4, 2010).
- 8. In the Matter of the Application of Aqua Ohio, Inc. for Authority to Increase its Rates and Charges in its Masury Division, Case No. 09-560-WW-AIR (February 22, 2010).
- 9. In the Matter of the Application of Aqua Ohio, Inc. for Authority to Increase its Rates and Charges in Its Lake Erie Division, Case No. 09-1044-WW-AIR (June 21, 2010).

- 10. In the Matter of the Application of The Ohio American Water Company to Increase its Rates/or Water Service and Sewer Service, Case No. 11-4161-WS-AIR (March 1, 2012).
- 11. In the Matter a/Columbus Southern Power Company and Ohio Power Company for Authority to Establish a Standard Service Offer Pursuant to Section 4928.143, Ohio Rev. Code, in the Form of an Electric Security Plan, Case No. 11-346-EL- SSO, et al (May 4, 2012).
- 12. In the Matter of the Application o/The Dayton Power and Light Company for Approval of its Market Rate Offer, Case No. 12-426-EL-SSO (June 13, 2012).
- 13. In the Matter of the Application of Ohio Power Company to Establish Initial Storm Damage Recovery Rider Rates, Case No. 12-3255-EL-RDR (December 27, 2013).
- 14. In the Matter of the Application of Ohio Power Company for Authority to Establish a Standard Service Offer Pursuant to Section 4928.143, Ohio Rev. Code, in the Form of an Electric Security Plan, Case No. 13-2385-EL-SSO (May 6, 2014).
- 15. In the Matter of the Application of Duke Energy Ohio/or Authority to Establish a Standard Service Offer Pursuant to Section 4928.143, Revised Code, in the Form of an Electric Security Plan, Accounting Modifications and Tariffs for Generation Service, Case 14-841-EL-SSO (May 29, 2014).
- 16. In the Matter of the Application of Ohio Edison Company, The Cleveland Electric Illuminating Company and The Toledo Edison Company for Authority to Provide for a Standard Service Offer Pursuant to R.C. 4928.143 in the Form of an Electric Security Plan, Case No. 14-1297-EL-SSO (December 22, 2014).
- 17. In the Matter of the Application of Duke Energy Ohio, Inc., to A4just Rider DR- IM and Rider AU for 2013 Grid Modernization Costs, Case No. 14-1051-EL- RDR (December 31, 2014) and (February 6, 2015).
- 18. In the Matter of the Application Not for an Increase in Rates Pursuant to Section 4901:18, Revised Code, of Ohio Power Company to Establish Meter Opt-Out Tariff, Case No. 14-1158-EL-ATA (April 24, 2015).
- 19. In the Matter of the Application of Duke Energy of Ohio, Inc., for Approval of a Grid Modernization Opt-out Tariff and for a Change in Accounting Procedures Including a Cost Recovery Mechanism., Case 14-1160-EL-UNC and 14-1161-EL- AAM (September 18, 2015).

- 20. In the Matter of the Application of Duke Energy Ohio, Inc., for Approval of an Alternative Rate Plan Pursuant to Section 4929.05, Revised Code, for an Accelerated Service Line Replacement Programs, Case No. 14-1622-GA-ALT (November 6, 2015).
- 21. *In the Matter of the Complaint of Jeffrey Pitzer, Complainant, v. Duke Energy Ohio, Inc. Respondent.*, Case No. 15-298-GE-CSS (December 30, 2015).
- 22. In the Matter of the Application of Ohio Power Company to Initiate Phase 2 of Its gridSMART Project and to Establish the gridSMART Phase 2 Rider, Case No. 13-1939-EL-RDR (July 22, 2016).
- 23. In the Matter of the Application of Columbia Gas of Ohio, Inc. for Approval of Demand Side Management Program for its Residential and Commercial Customers, Case No. 16-1309-GA-UNC (September 13, 2016).
- 24. In the Matter of the Application of the Dayton Power and Light Company for Approval of Its Electric Security Plan, Case No. 16-0395-EL-SSO (November 21, 2016). Supplemental Testimony, (March 29, 2017).
- 25. In the Matter of the Application of Aqua Ohio, Inc. to Increase Its Rates and Charges for Its Waterworks Service., Case No. 16-0907-WW-AIR (December 19, 2016).
- 26. In the Matter of the Application of Ohio Power Company for Authority to Establish a Standard Service Offer Pursuant to R.C. 4928.143, in the Form of an Electric Security Plan, Case No. 16-1852-EL-SSO, (May 2, 2017).
- 27. In the Matter of the Application of the Ohio Development Services Agency for an Order Approving Adjustments to the Universal Service Fund Riders of Jurisdictional Ohio Electric Distribution Utilities, Case No. 17-1377-EL-USF, (August 11, 2017).
- 28. In the Matter of the Application of Duke Energy Ohio, Inc. to Adjust Rider AU for 2016 Grid Modernization Costs, Case No. 17-690-GA-RDR, (August 18, 2017).
- 29. In the Matter of the Application of Duke Energy Ohio, Inc., for an Adjustment to Rider AMRP Rates, Case No. 17-2318-GA-RDR, (April 5, 2018).
- 30. In the Matter of the Application of Dayton Power and Light Company for an Increase in Electric Distribution Rates, Case No. 15-1830-EL-AIR, (April 11, 2018).
- 31. In the Matter of the Application of Duke Energy Ohio, Inc. for an Increase in Electric Distribution Rates, Case No. 17-032-EL-AIR, et al, (June 25, 2018).

- 32. In the Matter of the Complaint of Citizens Against Clear Cutting, et al., Complainants, v. Duke Energy Ohio, Inc. Respondent, Case No. 17-2344-EL-CSS (August 27, 2018). Supplemented Direct Testimony (November 9, 2018).
- 33. In the Matter of the Application of Vectren Energy Delivery of Ohio, Inc. for Approval of an Increase in Gas Rates, Case No. 18-0298-GA-AIR (November 7, 2018). Supplemental Testimony (January 22, 2019).
- 34. *In the Matter of the Application of Ohio Power Company to Update Its Enhanced Service Reliability Rider,* Case No. 17-1914-EL-RDR (May 3, 2019).
- 35. In the Matter of the Review of Duke Energy Ohio, Inc.'s Distribution Capital Investment Rider. Case No. 18-1036-EL-RDR, (July 8, 2019).

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