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ESA Program Multifamily Segment Study Report DRAFT

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The Cadmus Group, Inc.

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Prepared for:
Mary O'Drain, PG&E
and
The ESA Program Multifamily Segment Study Team

Prepared by:
Anne West
Eric Rambo
Amy Ellsworth
Teri Duncan
Cadmus

Dulane Moran
Joe Van Clock
Research Into Action

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EXECUTIVE SUMMARY

Introduction

On August 23, 2012, the California Public Utility Commission (Commission) approved Decision 12-08-044 for the 2012-2014 program cycle, allocating approximately \$5 billion to continue two energy-related low-income programs: the Energy Savings Assistance (ESA) Program and the California Alternate Rates for Energy (CARE) Program for the California Investor-Owned Utilities (IOUs). As detailed in the California Strategic Plan for Energy Efficiency, the Commission's vision for low-income communities is that "By 2020, 100 percent of eligible and willing customers will have received all cost-effective [Energy Savings Assistance Program] measures" In addition to producing energy savings, the dual objectives of the ESA Program are to provide low-income customers with ways to reduce their energy bills and improve their quality of life.¹ In accordance with those complementary objectives, Decision 12-08-044 directs the IOUs to administer the ESA Program "to yield maximum energy savings at reasonable costs"² and to "provide an improved quality of life for the low-income populations" through home weatherization and efficiency measures.³

Testimony by the IOUs, several ratepayer and low-income advocates, and the Commission's response discussed visions for "smarter and streamlined program implementation, by increasing consistency and coherence in delivery of demand side programs, and by promoting and encouraging creativity, innovation, and efficiency through tailored, adaptable and flexible program delivery" (D.12-08-044, pg. 7).

This study's goal was to develop an understanding of the low-income multifamily market to provide data that will help California IOUs develop and advance short- and long-term plans to meet the needs of low-income tenants living in multifamily housing. The research informed strategies and options the IOUs could consider to enhance the current program design and delivery to meet the 2020 targets.

ESA Program Background

The ESA Program is a mature, ratepayer-funded initiative that contributes to the quality of life of income-qualified customers and, at its core, is an energy-efficiency program. It provides subsidized energy efficiency services to low income households that cannot otherwise afford energy efficiency upgrades.

The respective IOUs administer the ESA Program in each service territory, and it is available to homeowners and renters living in single-family dwellings, multifamily dwellings, and mobile homes. The ESA Program uses a direct-install approach 2011 program cycle, the ESA Program treated more than one

¹ California Public Utilities Commission. *California Energy Efficiency Strategic Plan*. January 2011 Update, pg. 23-24.

² D.12-08-044, pg 3.

³ *Ibid*, pg. 19.

million homes. The IOUs anticipate treating nearly another one million homes during the 2012–2014 program cycle, with a budget that exceeds \$1 billion. The Commission expects the program will be “directed, administered, and delivered in a manner so as to yield significant energy savings.”

Among the changes in the 2012–2014 program cycle, the Commission expects the IOUs to continue efforts to integrate the ESA Program with other programs, promote efficiencies by leveraging opportunities for the ESA and CARE Programs to coordinate delivery with other programs, and take actions to increase participation of the multifamily segment of the low-income population.

As the ESA Program matures, the intent of the Commission and the IOUs is to encourage and develop strategies for the next eight years, toward meeting the 2020 program goals to serve 100% of eligible and willing customers.

to provide home weatherization, energy-efficient appliances, and energy education services at no cost to income-qualified IOU customers. In its current design, ESA serves end users in individual multifamily units; the program does not address multifamily building common areas or central systems. The building shell is addressed if at least 80% of the tenants in building are income-qualified for the ESA Program. During the 2009–

Research Objectives

The central goal of the Multifamily Segment Study is to characterize the low-income segment and use the information to inform recommendations to develop comprehensive strategies to serve the multifamily segment of the ESA Program. For this research, multifamily buildings are defined as dwellings with five or more housing units. Low-Income customers are defined as households with gross income equal to or less than 200% of the Federal Poverty Guidelines,⁴ including income adjustments for the size of the household and age of its members.

Within this study, we were asked to consider opportunities to reach deeper into this hard-to-reach market. Understanding this, the two key objectives underlying our research and recommendations, i.e., reaching 100% of willing and able low income households, and, maximizing cost effective energy savings in the low-income multifamily sector, are in many ways contradictory. The research examined both objectives simultaneously. That is, the research was designed to understand where low-income multifamily housing is located, the rate at which they have participated in the ESA program and barriers to participation, where there is potential to serve more numbers of customers, and assess opportunities to increase energy savings.

⁴ California Public Utilities Code Section 739.1(b)(1) The commission shall establish a program of assistance to low-income electric and gas customers with annual household incomes that are no greater than 200 percent of the federal poverty guideline levels, the cost of which shall not be borne solely by any single class of customer. The program shall be referred to as the California Alternate Rates for Energy or CARE program. The commission shall ensure that the level of discount for low-income electric and gas customers correctly reflects the level of need.

The Cadmus team’s assessment was guided by the IOU’s and the Commission’s goals for this study. Keyresearchable questions provided the underlying context for the research and recommendations:

1. How can the current program be modified to better meet the needs of low-income multifamily residents?
2. How can integrated outreach, education, and marketing be most effective in reaching low-income multifamily housing owners/operators?
3. How can the current service delivery approach be modified to address multifamily, energy-efficiency programming concerns?

Should multifamily segment measure offerings be modified to include more or different measures? It is important to note that there are limited programmatic resources for energy efficiency and that increasing services in one segment may not be desirable if it affects service delivery to another important segment of the population. The final decisions about the implications and trade-offs within or between other programs are not in the purview of this research. Thus recommendations must be considered within the regulatory context and program delivery constraints inherent in the existing California market. The full list of research objectives for the ESA Program Multifamily Segment Study outlined by the Commission in D.12-08-044 is included in Appendix A.

Research Methodology

The Cadmus team used a multi-methods approach to conduct the low-income Multifamily Segment Study. Using more than one method provides a more complete set of findings, reduces uncertainty, and increases confidence that the multifamily segment is robustly characterized. The team used both quantitative methods (data analyses and geocoding) and qualitative methods (literature searches, surveys, and interviews) to gather and analyze data.

The research team examined the low-income multifamily energy-efficiency program landscape in California to understand the regulatory requirements, program participation barriers, drivers, and potentially replicable program models according to functional areas, such as eligibility rules, participant intake and enrollment, technical and administrative support, marketing and outreach, and delivery and implementation.. We reviewed three documents that express overarching goals guiding the design of programs serving the low-income multifamily sector in California: the California Energy Efficiency Strategic Plan, Decision 12-08-044, and the Multifamily Home Energy Retrofit Coordinating Committee (MF HERCC) report on multifamily program design. The team examined facets of the four statewide programs most relevant to the low-income multifamily sector: the ESA Program, the federally funded weatherization program administered by the California Department of Community Services and

Development (CSD Program),⁵ the Multifamily Energy Efficiency Rebate (MFEER) program, and whole-building efficiency programs including the IOUs' Energy Upgrade California Multifamily Path (EUC MF Path) and the multifamily programs offered by the Bay Area Regional Energy Network (Bay REN) and the Southern California Regional Energy Network (SoCal REN).

Using data from the American Community Survey and GIS technology, we estimated the number of low-income multifamily households in California and apportioned those households by IOU service territory, by county, and by census tract. This analysis profiled the characteristics of the low-income multifamily segment on additional metrics such as building vintage, equipment, and amount of rent paid. Data were organized into eight Metropolitan Statistical Areas (MSAs) using 2011 American Housing Survey (AHS) Public Use File. the profile examined the ESA and MFEER Program the rate of impact on the target sector (that is, the number of participants per unit of geography). We examined the relationships between the number of eligible and participating households to predict participation in the low-income census tracts to determine if the percentage of participation corresponds to the number of low-income multifamily households.

Using the IOU ESA Program databases, this research summarized the measures installed in multifamily housing through the ESA Program to identify potential missed opportunities for measure installation.

The Cadmus research team identified 44 comparison programs nationwide that target multifamily buildings or residents. Five programs chosen for in-depth comparison were selected because they served areas with large multifamily populations relative to the United States as a whole and because they represented a range of program approaches. To understand each comparison program, the research team conducted a more detailed literature review and in-depth interviews with specific program managers. These literature searches for other multifamily and low-income energy-efficiency programs offered in California and North America resulted in a catalog and profiles of programs which offered insight into program design and delivery approaches that may be transferable to California.

The research team conducted interviews with 14 low-income stakeholders and advocacy groups working with affordable and market-rate multifamily housing, and multifamily building owners and managers. These qualitative interviews collected information about the respondents' constituency and their respective financing considerations for multifamily building improvements. The interviews were not designed to represent a statistically significant sample of the California multifamily market. They represent a diversity of views and highlight the similarities and differences between the various stakeholder and advocacy groups. The respondents' views cannot be classified as belonging solely to affordable- or market-rate housing groups. Input provided by interested stakeholders focused on a

⁵ CSD administers weatherization programs with funding primarily from the U.S. DOE's Weatherization Assistance Program (WAP) and the U.S. Department of Health and Human Services' Low Income Home Energy Assistance Program (LIHEAP), although the program also received American Recovery and Reinvestment Act stimulus funds.

limited set of questions and responses may not provide an accurate picture of their overall understanding of the program and program rules as implemented by the IOUs.

We conducted a survey with 124 building owners and managers of low income multifamily buildings. The survey included owners and managers of market rate buildings (73) and rent-assisted buildings (51). We post weighted responses to adjust for the business size and sector strata.

Our task was to draw upon this research to identify opportunities to reach deeper into the low income multifamily market, both addressing the needs of as many low income households as possible and maximizing cost-effective energy savings in this sector. It is important to note however, that this research did not include in-depth process evaluations nor did we have the time or resources to conduct a full scale investigation of every program in California. The complexity of the landscape touching multifamily buildings housing low-income tenants is evident both in the challenges documenting the programs we reviewed and the myriad of program rules and exceptions that apply to a given program and building and unit. The IOUs are implementing these programs with fidelity to current program rules.

The Multifamily Study focused on the multifamily segment of tenants (renters) but not on the single family home renters. There may be similarities between classes of renters, but, our focus is on the multifamily housing. Some barriers to tenant participation and to capturing energy savings may not be exclusive to multifamily housing but may apply to renters, whether they rent apartments in multifamily building or single family homes.

No tenant surveys were conducted; these were conducted within the Low-Income Needs Assessment research. Determining potential energy savings outside the scope of this study. Determining the cost effective measure mix was outside the scope; no TRC analysis.

Key Findings and Emerging Themes

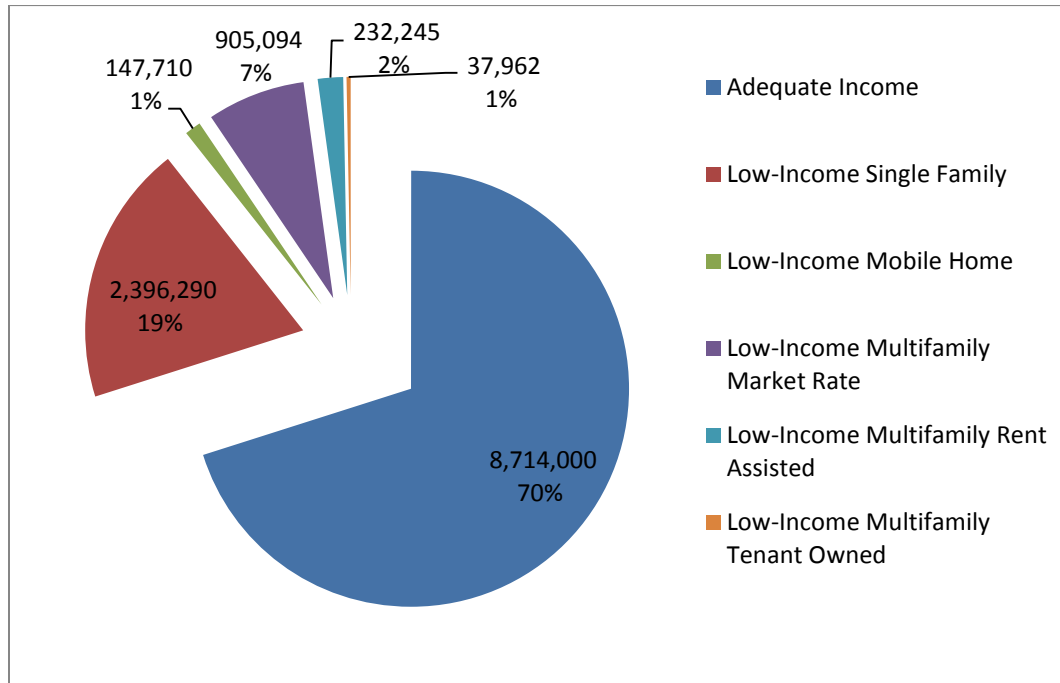
MULTIFAMILY CHARACTERISTICS

There are approximately 3.719 million low-income households (those earning no more than 200% of the federal poverty guidelines) within the state of California, representing about 30% of all households. Of these, approximately 1.175 million live in multifamily housing, which includes all buildings with five or more housing units. Statewide, low-income multifamily households represent approximately 9% of total residential households, 32% of low-income households, and 42% of multifamily households. (This total includes some double counting of households, as some households are served by two of the utilities.) The percentage of low income multifamily households varies widely across IOUs, ranging from 39% to 27%.

Using data from the 2011 American Community Survey and GIS technology, we estimated the number of low-income multifamily households in California and apportioned those households by IOU service territory, by county, and by census tract. A second data source, the 2011 American Housing Survey,

provided a profile of the low-income multifamily segment on additional metrics such as building vintage, equipment, and amount of rent paid.

Figure 1. Estimated Number of California Households Including Low Income and Low-Income Multifamily



Source: 2011 American Community Survey

Table 1 shows the rate of program participation among low-income multifamily households during the program years 2007 to 2012 and the average annual participation. We note that the actual goals of the program take into consideration characteristics that we have not been able to assess for this research. Among these are the number of households that do not meet a minimal criterion for receiving measures, or the number of households that are either resistant to participation or are not able to participate because, for instance, they cannot be present during an audit. Thus, the denominator for full participation from the program standpoint is a subset of total households whereas what we present are the number of households that meet only the two criteria of income and building type.

**Table 1. Rate of ESA Program Participation among Low-Income Multifamily Households
PY 2010 to PY 2012**

Utility	Estimated Low-Income Multifamily Households	Number of Participating Households PY 2007 to PY 2009 (LIEE)	Number of Participating Households PY 2010 to PY 2012 (ESA)	Average Annual Participation PY 2007 to PY 2012
PG&E	388,825	22,678	58,877	13,593
SCE	335,484	5,061	65,775	11,806
SCG	657,305	15,779	64,510	13,382
SDG&E	116,904	15,711	32,670	8,064

Our data do not provide clear evidence of the number of buildings within which low-income multifamily households reside. Census data is organized around individuals and households, not buildings. Results provide information about the number of units in the buildings within which respondents reside but no information about the percentage of units in each building that are inhabited by low-income households. We can provide a rough estimate of the number of buildings that house low-income households if we assume an average proportion of households within each building that qualify as low-income.

From the 3-year ACS data we know that the distribution of households by building size is:

- 27% of households in buildings of 5 to 9 units
- 24% of households in buildings of 15 to 19 units
- 22% of households in buildings of 20 to 49 units
- 27% of households in buildings of 50 or more units

We assumed the midpoint of each size category is the average building size, and divided the number of households living in each category by the midpoint to estimate the number of buildings.

The most notable characteristic of the low income multifamily segment is its variety, both in the social circumstances of the households and, more germane to the current research, in the physical structures and the energy-consuming equipment with which they live. For instance, the variety among low-income multifamily households in the sizes and vintages of buildings within which they reside shapes the approach that is optimal for addressing their need. Size and vintage are not equally distributed across the territories but rather varies by metropolitan area. For example, San Francisco and San Jose have the highest percentage of buildings with 40 or more units (about 25%); San Diego and Anaheim have the lowest percentage (12% and 14%, respectively). San Francisco has the oldest buildings, with 90% built before 1980, while San Jose has significantly newer buildings overall, with only 56% built before 1980.

Vintage of existing equipment and housing is important to consider over the next few years in plans to maximize energy savings. The 68% of low-income multifamily households living in units built before

1980 represent approximately 799,000 households. This is the segment most likely to benefit from shell improvements, though buildings of later vintage may also benefit and some of these pre-1980 units may have already received shell upgrades. We estimate about 79,942 low-income multifamily households living in high-need climate zones 11 through 16 within buildings in likely need of shell improvement.

We estimate about 362,000 households among the IOU's low-income multifamily customers have heating equipment that is 20 years old or older. Data suggests that about 21,600 buildings (serving an estimated 216,000 households) have furnace equipment at the end of its effective useful life. We estimate 39,500 central AC systems that are 20 years old or older.

We estimate that roughly 94,000 low-income multifamily households have refrigerators 15 years old or older.

COMPARISON PROGRAMS

Research Into Action identified 37 targeting multifamily buildings or residents. Programs most often base their income qualification criteria on a percentage of tenants in a building earning less than a set proportion of the area median income or the federal poverty level. Other income qualification criteria include state-level requirements.

Nearly one-half of the programs (15 of 37) offered more than one type of incentives. Most often, these programs offered a combination of direct installation and prescriptive measures (8 of 15). For example, some programs offered direct installation of measures inside dwelling units, in conjunction with prescriptive rebates for common area lighting. Five programs also offer direct installation, prescriptive incentives, and custom incentives to subsidize different types of measures. Four programs do not directly provide incentives, with most of these focused on facilitating access to other incentive programs.

Many organizations implementing the comparison programs had **considerable experience working with low-income populations** and delivering efficiency programs which was valuable in allowing them to launch their programs quickly and smoothly. A lack of energy-efficiency knowledge among building owners presented a barrier many comparison programs sought to address, and comparison program staff cited **advances in building owner knowledge as a factors contributing to their programs' success**. All comparison programs encourage multifamily owners to address the full range of savings opportunities in their buildings through **comprehensive audits and performance-based incentives**.

Challenges include **long retrofit project lead time and completion periods**, making it difficult for projects to fit within typical efficiency program reporting cycles. Complicated financing structures and lack of capital is a challenge addressed in different ways, such as an ESCO model or on bill repayment options. It can be difficult to meet cost-effectiveness requirements which limits the range of measures their programs can install. Comparison program managers have taken a variety of steps to reduce overall project costs.

SURVEYS WITH OWNERS AND MANAGERS OF MULTIFAMILY BUILDINGS WITH LOW-INCOME TENANTS

The survey with owners and operators of multifamily buildings with low-income tenants was conducted by phone and included building owners in all four IOU territories. Surveys were designed to collect information about the building characteristics including equipment, awareness of IOU energy efficiency programs, and decision making related to purchase and installation of energy efficient equipment. Respondents were asked about their perception of energy efficiency upgrades needed at their property, but, the survey was not intended to take the place of a comprehensive building audit. The sampling plan for these surveys was designed so that the sample represented the population. Strata weights were applied to sector (market rate and rent assisted) and size strata (three categories represented companies managing no more than 25 units, more than 25 but less than 250 units, and 250 units or more). The survey process was difficult and experienced several roadblocks. In the end, of the 300 planned surveys, 124 were completed.

Decision Making

A key topic of this survey was decision making, and understanding the factors that are important to owners and operators of multifamily buildings, both rent assisted and market rate housing. Overall, the majority (73%) of property managers and owners are the decision makers when it comes to building upgrades or replacing operable or inoperable equipment. Key factors are summarized below to show the similarities and differences between the two groups.

Table 2. Multifamily Building Owner and Manager Survey: Key Decision Making Factors

Decision Making Themes	Rent Assistance Housing	Market-Rate Housing
Decision Maker	51% of decision makers are owners or managers and 27% are directors.	74% of decision makers are owners or managers and 9% are directors.
Decisions made one building at a time or for the portfolio	46% reported that decisions are made for the whole portfolio while 33% said decisions are made one building at a time.	12% reported that decisions are made for the whole portfolio while 77% reported that decisions are made one building at a time.
Planning for Upgrades	44% spend money when equipment breaks and 23% plan ahead.	73% spend money when equipment breaks and 16% plan ahead.
Planning Timeline	25% plan less than one year before the project begins while 38% said they plan between one and two years in advance.	43% plan less than one year before the project begins while 24% said they plan between one and two years in advance.
Payment for upgrades when equipment cannot be repaired	23% pay for upgrades with a credit card, 20% pay using a reserve account, and only 12% use savings.	16% pay for upgrades with a credit card, 21% use a reserve account, and 43% use savings to pay for upgrades.
Payment for upgrading operable equipment	46% use a reserve account to pay for operable equipment upgrades and 23% use a credit card.	39% use savings to pay for upgrades, 17% use credit cards, and 13% use reserve accounts.
Awareness of financing options	41% were not aware of financing options. 36% were aware of tax credits.	68% were not aware of financing options. Only 9% were aware of tax credits.

Decision Making Themes	Rent Assistance Housing	Market-Rate Housing
Factors influencing decisions to replace or upgrade equipment ¹	Top factors were cost (93% of responses), energy efficiency (53%) and size of upgrades (42%).	Top factors were cost (75% of responses) and energy efficiency (31%).
Lack of capital	48% said this factor made it difficult to make upgrades.	Only 17% said this factor made it difficult to make upgrades.

1. Respondents could provide more than one response.

Recommendations

The California IOUs have already accomplished a great deal to help low-income populations reduce their utility costs and improve the comfort and safety of their homes through the ESA Program. Each utility is committed to continuous improvement of the ESA Program: they are working to align their ESA Programs with the Strategic Plan goals and making steady progress to streamline operations and improve outreach to target low-income multifamily tenant populations. The individual IOUs should continue these efforts. Furthermore, the research team recognizes that the IOUs operate in fidelity to an existing programmatic framework that entails rules, policies, and procedures set by the Commission that may limit their ability to implement significant program design adjustments. The recommendations in this section are offered in consideration of these potential limitations.

However the research team also recognizes the potential challenge that lies ahead for the utilities in achieving their long term vision of addressing 100% of willing and eligible income-qualified populations by 2020. As the program continues to mature, it will become more difficult – and more costly – to recruit and enroll income qualified multifamily tenant participants that are harder to reach due to geographic constraints, absentee or uninterested landlords and other constraints that characterize the “high-hanging fruit.”

Recommendations are geared toward doing more within the existing ESA program framework to reach the increasingly hard-to-reach populations and attract more income qualified households to the program.

- 1. Consider adopting customized recruitment/marketing strategies (by IOU) to target measures, buildings, and geographic areas**
- 2. In buildings where 80% of the tenants are income-qualified, treat all units in the building whether they are vacant or occupied, as well as the building shell.**
- 3. Consider researching the implications of broadening categorical eligibility protocols at the building level for unit upgrades.**
- 4. Review the rationale behind the 80/20 threshold for treating all units and building shell to ensure it remains consistent with the current policy objective.**
- 5. Consider researching building recapitalization cycles to inform marketing strategies that target building owners.**

- 6. Consider adding a comprehensive project path for ESA building owners who wish to implement whole-building upgrades.**

Organization of the Report

The report is organized in eight sections.

Section 1 discusses the Multifamily Segment Study’s research objectives, provides background about the ALJ’s Decision that directs the study, and provides background about the ESA program. The section summarizes the multi-methods research approach used to conduct this study and provides details about the methods. Data sources and data limitations are also discussed.

Section 2 discusses findings and conclusions stemming from this research, addressing eight primary research questions that underlie the study. The key findings and conclusions presented in this section flow from the individual research tasks discussed in Sections 3 through 7. The eight research questions summarized in Section 2 are:

- What are the characteristics of the low-income multifamily segment?
- Where are the low-income multifamily buildings located?
- In what ways is this segment being served through the existing ESA Program?
- Who is the multifamily customer: the tenant or the building owner?
- What is available (services and benefits) to the multifamily customer now, via IOU or other programs?
- What do multifamily customers need from the IOUs?
- What are the barriers to serving multifamily customers?
- How are other multifamily programs offered? What are their organizing principles?

Section 3 presents findings summarizing California multifamily housing data relevant to low-income multifamily housing programs.

Section 4 summarizes findings from interviews with low-income advocacy groups and stakeholders who represent, own, or manage market-rate and affordable housing. This section also summarizes findings from surveys with owners and managers of low-income multifamily buildings, including respondents for rent assisted (also referred to as affordable housing) and market rate housing.

Section 5 compares multifamily programs across the United States, describing offerings that may be useful for California IOUs to consider.

Section 6 describes the current California landscape for low-income multifamily programs. This section discusses the ESA program, MFEER, CSD, EUC.

Section 7 discusses research summarizing a limited number of financing and funding options that consider energy efficiency and may be available to multifamily building owners.

Section 8 considers findings and conclusions from this research and offers strategies and recommendations for the IOUs to consider. The recommendations are organized to in program designs to reach and serve low-income population living in multifamily housing.

Several appendices provide additional detail regarding research methods and findings.

DRAFT

SECTION 1. BACKGROUND, RESEARCH OBJECTIVES, METHODOLOGY AND DATA SOURCES

Study Background

On August 23, 2012, the CPUC approved Decision 12-08-044 for the 2012-2014 program cycle, allocating approximately \$5 billion to continue two energy-related low-income programs: the Energy Savings Assistance (ESA) Program and the California Alternate Rates for Energy (CARE) Programs for the California Investor-Owned Utilities (IOUs). As detailed in the California Strategic Plan for Energy Efficiency, the Commission's vision for low-income communities is that "By 2020, 100 percent of eligible and willing customers will have received all cost-effective [Energy Savings Assistance Program] measures" In addition to producing energy savings, the dual objectives of the ESA Program are to provide low-income customers with ways to reduce their energy bills and improve their quality of life.⁶ In accordance with those complementary objectives, Decision 12-08-044 directs the IOUs to administer the ESA Program "to yield maximum energy savings at reasonable costs"⁷ and to "provide an improved quality of life for the low-income populations" through home weatherization and efficiency measures.⁸

Testimony by the IOUs, several ratepayer and low-income advocates, and the Commission's response discussed visions for "smarter and streamlined program implementation, by increasing consistency and coherence in delivery of demand side programs, and by promoting and encouraging creativity, innovation, and efficiency through tailored, adaptable and flexible program delivery" (D.12-08-044, pg. 7).

To that end, the Commission proposed a parallel two-pronged approach for the ESA program and mandated that the IOUs immediately implement, as the first prong in the approach, eight multifamily segment strategies to improve ESA's penetration into the multifamily segment of the low-income population. The second and complementary approach (D.12-08-044, Section 3.10.6.4.) mandated that the IOUs conduct a Multifamily Segment Study.

As the ESA program matures, the intent of the Commission and the IOUs is to encourage more efficient program delivery, integrating efforts with other demand-side program offerings, and developing strategies for the next eight years, toward meeting the 2020 program goals. During the 2009-2011 program cycle, the ESA program treated more than one million homes. The IOUs anticipate treating nearly another one million homes in the 2012-2014 program cycle, with a budget that exceeds \$1 billion. Among the changes to the 2012-2014 program cycle, the Commission expects the IOUs to continue efforts to integrate the ESA Program with other programs, to promote efficiencies by leveraging opportunities to coordinate delivery with other programs, and to take parallel approaches to

⁶ California Public Utilities Commission. *California Energy Efficiency Strategic Plan*. January 2011 Update, pg. 23-24.

⁷ D.12-08-044, pg 3.

⁸ *Ibid*, pg. 19.

increase participation of the multifamily segment of the low-income population. As the Commission noted in its decision, “the program must be directed, administered, and delivered in a manner so as to yield significant energy savings.”

ESA Program Background

The respective IOUs administer the ESA Program in each service territory, and it is available to homeowners and renters living in single-family dwellings, multifamily dwellings, and mobile homes. The ESA Program uses a direct-install approach to provide home weatherization (installing cost-effective measures at reasonable costs), energy-efficient appliances, and energy education services at no cost to income-qualified IOU customers. In its current design, ESA serves end users in individual multifamily units; the program does not address multifamily building common areas or central systems. The building shell is addressed if at least 80% of the tenants in building are income-qualified for the ESA Program.

Multifamily Segment Study Research Objectives

The Decision directed the IOUs to conduct the Multifamily Segment Study to build a comprehensive understanding of this segment and develop long-term strategies to reach 100% of eligible and willing households by 2020 and meet program goals. This study’s goals were driven by three key overarching questions.

The Cadmus team’s assessment was guided by the IOU’s and the Commission’s goals for this study. Key research objectives provided the underlying context for the research and recommendations:

- How can the current ESA Program be modified to better meet the needs of low-income multifamily residents?
- How can integrated outreach, education, and marketing be most effective in reaching low-income multifamily housing owners and operators?
- Could the current service delivery approach be modified to address multifamily, energy-efficiency programming concerns?
- Should multifamily segment measure offerings be modified to include more or different measures?

With this backdrop and research objectives in mind, the Decision and the Study Team outlined eight key research questions that this Study’s research tasks were designed to address. The eight questions are:

1. What are the characteristics of the low-income multifamily segment?
2. Where are the low-income multifamily buildings located?
3. In what ways is this segment being served through the existing ESA Program?
4. Who is the multifamily customer: the tenant or the building owner?
5. What is available (services and benefits) to the multifamily customer now, via IOU or other programs?
6. What do multifamily customers need from the IOUs?
7. What are the barriers to serving multifamily customers?

8. How are other multifamily programs offered? What are their organizing principles?

Research Methodology and Data Sources

The Cadmus team used a multi-methods approach to conduct the low-income Multifamily Segment Study. Using more than one method provides a more complete set of findings, reduces uncertainty, and increases confidence that the multifamily segment is robustly characterized. The team used both quantitative methods (data analyses and geocoding) and qualitative methods (literature searches, surveys, and interviews) to gather and analyze data.

The Multifamily Study focused on the multifamily segment of tenants (renters) but not on the single family home renters. There may be similarities between classes of renters, but, our focus is on the multifamily housing. Some barriers to tenant participation and to capturing energy savings may not be exclusive to multifamily housing but may apply to renters, whether they rent apartments in multifamily building or single family homes.

No tenant surveys were conducted; these were conducted within the Low-Income Needs Assessment research.

Determining energy savings potential was outside the scope of this study. Determining an optimal cost-effective measure mix was outside the scope of this research. We did not conduct in-depth cost analysis or cost-effectiveness analyses.

Table 2 summarizes the research methods utilized in this study. Each of the primary research tasks is discussed following the table.

Table 3. Multifamily Segment Study Research Methods

Research Methods	Number / Coverage
ESA program manager interviews will provide background on program delivery channels, multifamily participants, and details about the databases; interviews with IOU multifamily, direct install, and EUC programs will inform ESA program enhancement research	Key informant interviews including representatives from all 4 IOUs, their ESA program managers, and other program managers, e.g., MFEER
Key informant interviews with an implementation contractor, and low income stakeholder organizations representing market rate housing, affordable housing, or both. Interviews focused primarily on financing energy efficient upgrades and barriers to participating in the ESA Program.	14 high level interviews with representatives of stakeholder groups
Surveys conducted with a sample of owners and operators of multifamily buildings with low income tenants in each IOU service territory will provide data to characterize the multifamily segment and provide insight into decision making.	124 surveys with owners and operators of market rate and affordable housing in the 4 IOU territories
IOU customer data will be used to identify multifamily buildings and their tenants, collect addresses, low-income program participation, and other identifiers. Select data will be used to characterize multifamily buildings and low income tenants; used in geocoding customers, and used to target the survey sample frame.	Census fitting select criteria
GIS mapping (geocoding) using IOU customer data, and socioeconomic census data to visually identify areas where multifamily buildings have been served. Also used to identify census tracts for surveys targeting multifamily buildings with low income tenants.	Statewide , IOU, county level detail
Literature search identifying low-income and multifamily programs cataloged key program elements. Research identified delivery channels, examples where multiple programs use a single point of contact, and financing vehicles. Published secondary data helped characterize the multifamily market, the tenants and their needs, and reports informed current practices.	Catalog identifying IOU and non-IOU multifamily and low income programs statewide
Secondary and primary research examined 44 programs nationwide. 5 key programs were examined in depth to enhance the ESA program design.	5 in-depth reviews and a catalog including key North American programs
Financing and funding research examined 16 options for funding or financing energy efficiency programs that could be used for multifamily buildings.	16 state and national financial programs were cataloged
ESA program databases will identify measures installed and key data.	Census ESA Program participants
Public Workshops designed to engage stakeholders for discussion and collaborative decision making.	3 public workshops

The primary research tasks, their research methodology and data sources are discussed in the following sections. Findings from each research task are described in separate sections of this report.

KEY INFORMANT INTERVIEWS

Early in the research study, the Cadmus and Research Into Action team interviewed staff persons from each of the IOUs. The interviews provided background and context for the Multifamily Segment Study. Interviews were conducted at each IOU, with some member(s) of the Cadmus team at the IOU in person, and some on the phone. Staff persons typically included the IOU Study Team member, the ESA Program managers and others familiar with the program, the MFEER program managers, person(s) working with EUC or developing the IOU's process to offer a single point of contact.

CALIFORNIA MULTIFAMILY HOUSING DATA RELEVANT FOR LOW-INCOME CUSTOMER PROGRAMS

Methodology

Using data from the American Community Survey and GIS technology, we estimated the number of low-income multifamily households in California and apportioned those households by IOU service territory, by county, and by census tract. (Geocoding was used to allocate census tracts to counties, climate zones, and utility territories to estimate the number of low-income multifamily households.) This analysis profiled the low-income multifamily segment on additional metrics such as building vintage, equipment, and amount of rent paid. (The findings are discussed in Section 3.)

Data Sources

The IOUs provided customer data for geocoding. Publicly available data were used for analysis, including the following. See the Bibliography for additional data sources.

- U.S. Census Bureau American Community Survey 2011
- American Housing Survey (AHS) Public Use File 2011; AHS is sponsored by the Department of Housing and Urban Development (HUD) and conducted by the U.S. Census Bureau
- The 2011 AHS data were used for eight MSAs identified in California: Anaheim, Los Angeles, Oakland, Riverside, Sacramento, San Diego, San Francisco, and San Jose
- 2009 California Residential Appliance Saturation Study, Palmgren et al. 2010, prepared for the California Energy Commission: Kema, Inc CEC-200-2010-004
- Research data and discussions with John Peterson. "Athens Research Eligibility Estimates Documentation: Memo to the Joint Utilities Working Group." Athens Research, April 5, 2013
- U.S. Energy Information Administration. 2009. *Residential Energy Consumption Survey*

SURVEYS WITH BUILDING OWNERS AND MANAGERS OF LOW-INCOME MULTIFAMILY BUILDINGS

Methodology

We conducted a survey with 124 building owners and managers of low income multifamily buildings. The survey included owners and operators of market-rate buildings (73 respondents) and rent-assisted buildings (51 respondents). Respondent groups were further stratified by the size of the buildings they represented (0-25 units, 26-249 units, and 250 or more units owned or managed). The *sector* strata differentiated between market-rate housing and assisted-housing. Survey weights were applied to their answers according to the stratum the respondents represented. (The findings are discussed in Section 4.)

We planned to conduct 300 surveys, including equal numbers in each stratum and post-weight the responses. Collecting survey data was the most challenging aspect of this research.

Data Sources

Cadmus utilized public sources to identify the sample frame of affordable housing property owners and managers for the survey. For the affordable housing sample, these sources included participants in the US Department of Housing and Urban Development's (HUD) Section 8 rental subsidy program. We included property owners and managers in the Low Income Housing Tax Credit (LIHTC) program administered by the California Tax Credit Allocation Committee (CTCAC). These lists came from two sources; HUD and CTCAC. We included a list from the US Department of Agriculture for participants in the California Rural Development program. We received some sample records from CHPC with top key decision makers and included these. We compared our lists with CHPC and found they were largely the same. We merged the lists and determined there was overlap between them.

For the market-rate housing sample frame, Cadmus utilized IOU customer data to compile a sample of property owners and managers. To improve the probability that we would call owners and managers of low-income multifamily buildings, we used contact information from master or common-area meter accounts in buildings with at least one CARE recipient. To identify this intersection, Cadmus required both individual tenant records, with an identifier of CARE status, as well as common and master-meter account records. We also geocoded the records and selected those within census tracts with high populations of low-income households.

INTERVIEWS WITH LOW-INCOME STAKEHOLDERS AND ADVOCACY GROUPS WORKING WITH AFFORDABLE- AND MARKET-RATE MULTIFAMILY HOUSING

Methodology

The research team conducted interviews with 14 low-income stakeholders and advocacy groups working with affordable- and market-rate multifamily housing, and with multifamily building owners and managers. These qualitative interviews collected information about the respondents' constituency and their respective financing considerations for multifamily building improvements. The interviews were not designed to represent a statistically significant sample of the California multifamily market. They

represented a diversity of views and highlight the similarities and differences between the various stakeholder and advocacy groups. The respondents' views cannot be classified as belonging solely to affordable- or market-rate housing groups. (The findings are discussed in Section 4.)

Data Sources

Stakeholders were chosen through a process of reviewing:

- A.1111-05-017 Service List
- Formal documents designated as “comments” posted to the Commission Decision (D.) 12-08-044 on the Commission website
- Roster of attendees from the Multifamily Segment Study public workshop on March 5, 2013
- Multifamily Executives Magazine’s 2013 Top 50 Owners List
- Multifamily housing associations lists

Suggestions were also provided by attendees of the Multifamily Segment Study public workshops on March 5 and September 25, 2013. CHPC generously provided contact lists of building owners and managers knowledgeable about the low income community.

COMPARISON PROGRAMS ACROSS THE COUNTRY

Methodology

The review sought to identify strategies that other programs have found to successfully reach the low-income multifamily market and included two primary tasks. The research team’s first task was to catalog relevant multifamily programs operating throughout the United States. The team then selected a cohort for further investigation and more in-depth analysis.

Research Into Action identified 44 comparison programs nationwide that target multifamily buildings or residents. Fifteen of the 37 programs reviewed focused exclusively on the low-income multifamily market or had unique program offerings for low-income buildings or their tenants. To understand each comparison program, the research team conducted a more detailed literature review and in-depth interviews with specific program managers. These literature searches for other multifamily and low-income energy-efficiency programs offered in California and North America resulted in a catalog and profiles of programs which offered insight into program design and delivery approaches that may be transferable to California.

None of the programs identified in the catalog excluded multifamily buildings serving low-income tenants. However, many programs did not include specific strategies or services to overcome the unique challenges of serving low-income multifamily buildings. The research team conducted an in-depth review of five programs, expecting that they would yield the greatest insight into program approaches relevant to the ESA Program. The five programs chosen for in-depth comparison were selected because they served areas with large multifamily populations relative to the United States as a whole and because they represented a range of program approaches. The five included: CNT Energy; Energy

Outreach Colorado (EOC); Massachusetts Gas and Electric IOUs; NYSERDA; and Public Service Electric and Gas Company (PSE&G). (The findings are discussed in Section 5.)

Data Sources

The research team reviewed publically available information sources (including American Council for an Energy-Efficient Economy (ACEEE) reports, program filings, monthly and annual program reports, evaluation reports, and information on program websites) to identify 44 programs outside of California that focus on low-income households, multifamily households, or both. Phone interviews were conducted for the five programs with in-depth reviews.

See the Bibliography for additional data sources.

THE CURRENT CALIFORNIA LANDSCAPE FOR LOW-INCOME MULTIFAMILY PROGRAMS

Methodology

The team compiled a summary of the low-income multifamily energy-efficiency program landscape in California.(The findings are discussed in Section 6.)

1. Overarching goals for multifamily efficiency programs, drawing on the California Energy Efficiency Strategic Plan, Commission decisions, and the Multifamily Subcommittee of the Home Energy Retrofit Coordinating Committee (MF HERCC) report.
2. Efficiency programs targeting multifamily building owners and their tenants and interactions between the various programs.

Data Sources

This summary draws on in-depth interviews with IOU program staff, as well as a review of documents. The research team reviewed three documents that express overarching goals guiding the design of programs serving the low-income multifamily sector in California: the California Energy Efficiency Strategic Plan, Decision 12-08-044, and the Multifamily Home Energy Retrofit Coordinating Committee (MF HERCC) report on multifamily program design.

FINANCING AND FUNDING OPTIONS

Methodology

Cadmus researched financing and funding options available to multifamily property owners making energy-efficiency capital improvements, especially for properties with a high proportion of ESA Program-eligible tenants. This research was not intended to be limited to debt options, but to look at a range of potential funding sources to support energy-efficient upgrades, including grants and tax incentives. To that end, “financing” in this section does not refer specifically to loans, but to any program the helps owners pay for an energy saving project.

The catalog presents a sample of representative programs and resources; it should not be regarded as an exhaustive list. Furthermore the catalog does not include programs offering nonfinancial support to energy-efficiency and renewable energy projects (such as permit expediting, although a reduced permit

wait time may be financially advantageous in some situations). In addition, data may exist that was not available to our team, such as representative projects and number of projects completed. When interpreting data such as number of projects complete, it is good to note that the programs may not have much activity simply because they are new or because they lack marketing or administrative dollars, and not necessarily because of a failure of program design. (The findings are discussed in Section 7.)

Data Sources

The Cadmus team conducted internet searches, phone interviews, and drew upon internal knowledge evaluating a number of utility on-bill financing and on-bill repayment programs.

RECOMMENDATIONS

Methodology

Public workshops and regular meetings with the IOU Study Team⁹ provided input about areas of greatest interest and concern.

From this input and the research, we compiled data about options to fund energy-efficiency projects, barriers to upgrading buildings, and aligned findings reflecting barriers, drivers, and potentially replicable program models according to functional areas, such as eligibility rules, participant intake and enrollment, technical and administrative support, marketing and outreach, and delivery and implementation. Our task was to draw upon this research to identify opportunities to reach deeper into the low income multifamily market, both addressing the needs of as many low income households as possible and increasing cost-effective energy savings in this sector at a reasonable cost.

To draw conclusions and development recommendations, the Cadmus team documented significant findings from market characterization research, reviews of 44 comparison multifamily programs operating in other states and in-depth assessments of five, assessment of the existing program landscape in California, surveys with owners and managers of multifamily buildings with low-income tenants. We conducted interviews with the IOU program managers, representatives of the five comparison programs in other states, low income advocacy groups, and stakeholders who could speak for affordable and market-rate housing.

It is important to note however, that this research did not include in-depth process evaluations nor did we have the time or resources to conduct a full scale investigation of every program in California. The complexity of the landscape touching multifamily buildings housing low-income tenants is evident both in the challenges documenting the programs we reviewed and the myriad of program rules and exceptions that apply to a given program and building and unit.

⁹ The IOU Study Team included a representative from each of the IOUs and the CPUC Energy Division. The Study Team served as advisors to the Multifamily Segment Study.

Our research findings are largely drawn from secondary sources. Input provided by interested stakeholders may have limited knowledge of the existing programmatic context or larger programmatic objectives. The findings from these interviews do not necessarily reflect the specific needs, opinions, or objectives of the California IOUs and regulators or the rules under which energy efficiency program sponsors and administrators must operate. (See Section 8)

SECTION 2. KEY RESEARCH QUESTIONS, FINDINGS AND THEMES

This section summarizes the findings for each of the research objectives and discusses the themes emerging from research findings, across all research activities, to answer the following key questions.

1. What are the characteristics of the low-income Multifamily segment?

There are approximately 3.719 million low-income households within the state of California, representing about 30% of all households. Low-income multifamily households are those earning no more than 200% of the federal poverty guidelines. Of these, approximately 1.175 million live in multifamily housing which includes all buildings with five or more housing units. The low-income multifamily sector represents about 9% of total households and 32% of low-income households within the state.

In other respects, the most notable characteristic of this segment is its variety, both in the social circumstances of the households and, more germane to the current research, in the physical structures and the energy-consuming equipment with which they live. For instance, the variety among low-income multifamily households in the sizes and vintages of buildings within which they reside shapes the approach that is optimal for addressing their need. Size and vintage is not equally distributed across the territories but rather varies by metropolitan area. San Francisco and San Jose have the highest percentage of buildings with 40 or more units (about 25%); San Diego and Anaheim have the lowest percentage (12% and 14%, respectively). San Francisco has the oldest buildings, with 90% built before 1980, while San Jose has significantly newer buildings overall, with only 56% built before 1980.

Low-income multifamily households do not appear to be greatly different regarding their energy-using equipment than multifamily households with adequate income. For instance, with respect to air conditioning (AC), 62% of low-income households have one or more room AC units or central AC. For multifamily households that are above 200% of the federal poverty guidelines, the percentage with AC equipment is 63%. The most important factor determining whether multifamily households have AC equipment is not income but location: 98% of low-income multifamily households in Riverside have either room AC or central AC, whereas in San Francisco only 9% of low-income multifamily households have AC. The presence of central AC among low-income multifamily households is strongly related to the vintage of the building, with older buildings less likely to have central AC. Buildings smaller than 40 apartment units are less likely to have central AC than buildings that are larger (30% compared to 53%, respectively).

In the equipment used to heat the apartment, low-income multifamily households are more similar to other households' types in the same area than they are to other low-income multifamily households in other areas. In Riverside, 65% of households heat with a central furnace and air ducts; in San Jose, only 35% have central furnaces with another 35% having wall heaters and 18% using baseboard heaters or electric coils. Heating fuel does not vary much for multifamily households of all income levels on a statewide basis, but varies from one area to another. The percentage of low-income multifamily households using gas for space heating varies from 39% in San Diego to 63% in Anaheim.

Low-income multifamily households are only slightly less likely to report they have ENERGY STAR® qualified equipment than multifamily households with adequate income. For instance, 27% of low-income multifamily households say their refrigerator is ENERGY STAR qualified, compared to 33% of multifamily households with adequate income. The average age of the primary refrigerator does not differ between the two income groups either. While low-income multifamily households are less likely to have clothes washers, clothes dryers, or dishwashers in their units than are multifamily households with adequate income, the proportion of households reporting ENERGY STAR rated equipment is similar in the two sectors.

The split incentive barrier is well understood in the multifamily sector: where tenants pay for electricity use, property owners derive less benefit from improvements in energy-efficiency. In the low-income sector, however, this barrier is somewhat attenuated. A greater proportion of households report that utility bills are paid by the property owner: 11% for electricity and 22% for gas. This compares to 6% and 18%, respectively, for multifamily households above 200% of the federal poverty guidelines. In San Francisco, moreover, 23% of low-income multifamily households report that electric utilities are included in their rent payment and 25% say gas is included. Among households for which energy utilities are separate from their rent payment, electric and gas utility costs consume about 4% of household income, on average.

Although our data do not allow us to develop great precision, making an assumption about the average rate at which low-income and adequate income multifamily households live together within buildings brings us to the estimate shown in Table 3 of the number of buildings housing low-income multifamily households.

Table 4. Estimated Number of Buildings Housing Low-Income Multifamily Households

Building Size	PG&E	SCE	SDG&E	SCG
5 to 9 Units	23,000	19,500	7,000	38,500
10 to 19 Units	9,500	8,000	3,000	16,000
20 to 49 Units	3,500	3,000	1,000	6,500
50 or More Units	2,000	2,000	500	3,500
Total	38,000	32,500	11,500	64,500

2. Where are the low-income Multifamily buildings located?

For this project, Cadmus estimated the number of low-income multifamily households in each California census tract, county, and utility territory. Low-income multifamily households are spread widely across the utility territories and in rather equal proportions: they constitute roughly 7% of households in PG&E’s territory and 11% of households in SCG’s territory, with proportions in SCE’s and SDG&E’s territories falling between those values.

Alpine and Mono counties have the highest proportion of low-income multifamily households, at about 22% and 16% of total households, respectively; but these are generally rural areas with few households of any kind. Otherwise, the highest proportions of low-income multifamily households are in urban counties—Los Angeles 14%, San Francisco 13%, San Diego 11%, Alameda 10%—or in agricultural areas such as Yolo County (13%) and Imperial County (10%).

3. In what ways is this segment being served through the existing ESA program?

The existing ESA Program serves all low-income IOU customers, including single-family residences, multifamily residences, and mobile homes. The ESA Program provides income-qualified residents of multifamily buildings (along with single-family residences and mobile homes) with direct installation of retrofit measures to manage their energy use and save money on their monthly energy bills at no charge to the participating household. Unlike other IOU multifamily programs, the ESA Program focuses on serving households rather than building owners. Consistent with this approach, all of the services the program offers target the dwelling units of qualified households; the ESA Program does not treat central systems or common areas in multifamily buildings.

In 2012, the largest portion of the ESA Program’s spending across all housing types went to installation of infiltration and space conditioning measures, including air sealing, duct sealing, and attic insulation. Lighting measures, primarily CFLs and interior CFL fixtures, provide the largest portion of the program’s electric energy savings, and water heating measures such as low-flow faucet aerators and showerheads, pipe insulation, and water heater blankets provide the largest portion of the program’s gas savings.

The ESA Program does not ostensibly distinguish services offered to multifamily and single-family residences. However, some differences exist in program delivery to owner-occupied units as opposed to renter-occupied units (which includes most multifamily properties). To provide some services to renters, the ESA Program requires building owners to sign a Property Owner Waiver form, authorizing efficiency improvements.¹⁰ The program also requires building owners to provide a co-payment for the replacement of older, inefficient refrigerators in tenant units if the building owner owns the refrigerator and the tenant does not pay the electric bill, although ESA Program staff noted that both of these conditions rarely occur. The ESA Program provides refrigerator replacement at no cost to qualified owner-occupied households and renters who own their refrigerator or directly pay their electric bills.

The need to obtain a signed Property Owner Waiver form can be a barrier to participation, since some building owners are difficult to reach or unresponsive. To overcome this issue in the multifamily sector, the IOUs and ESA Program contractors have increased their outreach to the owners of buildings in low-income areas. Once ESA program contractors gain the cooperation of a multifamily building owner, they

¹⁰ The Statewide ESA Policy and Procedures Manual states that, with written authorization from the IOU program manager, ESA contractors can install “services and measures that do not directly affect the condition and/or structure” of renter-occupied units without receiving a signed Property Owner Waiver form.

seek access to the entire property so they can work through the building to enroll all eligible participants in multifamily rental units. As in single-family buildings, the ESA Program verifies the eligibility of multifamily households on a unit-by-unit basis prior to delivering services, although the program can treat all of the units in a multifamily building once it has verified that at least 80% of the households are income-qualified.

The ESA Program does not offer any measures exclusively for multifamily buildings, nor does it explicitly exclude any measures from multifamily buildings, but fewer ESA Program measures are typically feasible to install in multifamily units than in single-family buildings. For example, multifamily units may have fewer exterior walls for air sealing, and multifamily units may not have access to an attic that could be insulated. As a result, it may be more difficult for program contractors to meet the ESA Program requirement of installing at least three measures or achieving annual energy savings of at least 125 kWh or 25 therms through installation of one or two measures in multifamily units.

During the six-year period between 2007 and 2012, about 21% of low-income multifamily households in the utility territories participated in the ESA Program (formerly referred to as LIEE but referred to by IOU specific names to customer).¹¹ The distribution of measures installed varied by IOU. For example:

- At PG&E and SDG&E, more than 70% of participants received measures in the categories of envelope and air sealing, domestic hot water, and lighting.
- SCG did not distribute lighting measures because it is a gas-only utility, but more than 90% of participants received envelope and air sealing and domestic hot water measures.
- Of SCE participants, 18% received refrigerators. And 90% received lighting measures. As an electric-only utility, SCE provides few weatherization measures.
- PG&E distributed microwave ovens to 1% of participants and refrigerators to 13% of participants.¹²
- At SDG&E, 3% of participants received microwaves and 6% received refrigerators.
- Approximately 50% of SCE's program participants received energy-saving measures walk-through assessment.

4. Who is the Multifamily customer: tenant or building owner?

The energy-efficiency services and incentives available to multifamily customers in California are divided between programs that view the tenant as the multifamily customer and programs that view the building owner as the multifamily customer.

¹¹ The ESA Program was formerly known as the Low Income Energy Efficiency (LIEE) Program.

¹² For PG&E, microwave ovens were offered through a limited pilot in 2009-2010, and were not offered in 2011. Microwaves are back in the program starting 2013 as a regular PG&E ESA program measure.

Energy-efficiency programs offering common-area and central-system measures primarily target building owners, who have decision-making authority over these systems, while programs focused on in-unit measures are more likely to view the tenant as their customer. MFEER and the whole-building multifamily efficiency programs (including Energy Upgrade California multifamily (EUC MF) path and the REN programs) offer common-area and central-system measures, as well as in-unit measures. They target building owners.

The ESA Program and the federally funded weatherization program that the California Department of Community Services and Development administers (CSD program)¹³ primarily offer in-unit measures. They view the income-qualified tenant, rather than the building owner, as their customer. In part, these programs target income-qualified tenants because they seek to achieve goals beyond generating energy savings. Through the ESA Program, the IOUs seek to ensure that all ratepayers can benefit from ratepayer-funded efficiency program offerings by providing measures at no cost to customers who could not otherwise afford them.

The ESA and CSD Programs' approach (serving low income residents in mixed housing types) contrasts with that of the comparison low-income multifamily programs in other parts of the country that the research team examined. Like the ESA and CSD Programs, these programs ultimately seek to benefit low-income households; however, the primary target of these programs is the owner of a multifamily building with low-income tenants. The comparison programs' focus on building owners is consistent with these programs' more comprehensive focus: in addition to measures in tenant units, these programs support upgrades to measures in common areas and central systems.

Obtaining benefits for the residents of the buildings served through these programs remains a priority, however. Comparison programs in Colorado and Massachusetts have formal requirements designed to ensure that the retrofits they support benefit tenants¹⁴. Both programs require building owners to agree not to raise rents for a defined period following the retrofit, and the program in Colorado further requires building owners to specify how they plan to use the cost savings from their efficiency improvements to benefit tenants.

Both the ESA Program and the CSD Program have increased their outreach to multifamily building owners in their efforts to target the low income multifamily sector. The strategies for reaching out to the low income multifamily sector that Decision 12-08-044 directs the IOUs to undertake approaches to serve multifamily housing with low income tenants and will also require the ESA Program to work directly with multifamily building owners and managers. For example, efforts such as a whole-

¹³ The CSD program receives funding through the U.S. Department of Energy's Weatherization Assistance Program as well as the U.S. Department of Health and Human Services' Low Income Home Energy Assistance Program.

¹⁴ Energy Outreach Colorado's Low-Income Multifamily Weatherization Program brings together funding from federal weatherization programs, utilities, and other sources. The LEAN Multifamily Program in Massachusetts is funded by utility ratepayers.

neighborhood approach and same-day enrollment, assessment, and installation require coordination with building owners and managers. The IOUs' proposed multifamily single point of contact will also direct building owners to the ESA Program, when applicable. The CSD program used budget increases resulting from ARRA funding to work directly with building owners to undertake whole-building retrofits in multifamily buildings with low income tenants, but this level of support is unlikely to continue under the program's current, reduced budget.

5. What is available (services and benefits) to the Multifamily tenants and building owners now, via IOU or other programs?

Table 4 summarizes characteristics of the four statewide programs that most directly target the low-income multifamily sector. As described below, the programs listed in Table 4 include both programs targeting low income tenants of multifamily buildings and programs targeting the owners and managers of multifamily buildings.

Table 5. Multifamily Program Characteristics

Program Characteristics	Programs Targeting Tenants		Programs Targeting Building Owners		
	ESA Program	CSD Program	MFEER	Whole Building Bay REN	EUC MF Path and SoCal REN
Building Areas Treated	Dwelling units	Dwelling units	Dwelling units Common areas Central systems	Dwelling units Common areas Central systems	Dwelling unit Common areas Central systems
Typical retrofit scope	Lighting measures, hot water saving measures, weatherization, refrigerator replacement	Lighting measures, hot water saving measures, weatherization, refrigerator replacement	Single-measure upgrades: primarily lighting for PG&E, SCE, and SDG&E, water saving measures for SCG	Multiple measure upgrades	Comprehensive upgrades
Measure Identification	Walk-through assessment	Energy audits using diagnostic equipment	No standard protocol, contractor may conduct an assessment to determine scope of work	Building owner completes software-based assessment	Investment grade audit
Incentive type	Direct installation ¹	Direct Installation ¹	Prescriptive rebates ² – may cover full cost to participant	Fixed per-unit incentive ³	Performance-based incentive ⁴

1. In a direct installation program, the contractors who install measures work under contract to the program administrator. Direct installation programs typically provide measures at little or no cost to the participant.

2. Prescriptive rebates provide a set rebate amount for installation of specific measures.
3. Per-unit incentive amounts are based on the number of units in a participating building. The total incentive the building owner receives is the product of the per-unit incentive and the number of units in the building.
4. Performance-based incentives are based on project-specific energy savings estimates. These estimates depend on the pre-retrofit characteristics of the building or equipment, and may take into account factors including the actual duty cycle of the equipment and interactions between multiple measures.

While the ESA Program and the CSD Program largely provide similar services within tenant units, there is greater variation in the way the other programs target building owners, with each focused on retrofits of different scopes and providing services consistent with that scope. For example, MFEER's single-measure retrofits are delivered primarily by contractors who use the program's incentives to sell retrofits to multifamily building owners. In contrast, IOU staff and contractors take a more active role in the EUC MF Path programs, as the single point of contact is expected to guide participants through a more complex retrofit process.

Taken together, the programs targeting multifamily buildings in California provide services to meet a wide range of customer needs. However, fully meeting the needs of an individual customer, particularly in buildings serving low-income tenants, may require drawing on services from multiple programs. Process evaluations of the ESA Program and MFEER, and IOU staff interviews, suggest the coordination between programs has posed challenges in the past, particularly in coordinating between programs targeting tenants and those targeting building owners. The single point of contact proposed for the 2013-2014 program cycle and the more formal coordination process laid out in the EUC MF Path Program Implementation Plans (PIPs) seek to improve coordination between the programs serving the multifamily sector.

Responding to Commission direction, in 2013, all of the IOUs planned to implement a single point of contact for multifamily building owners. This single point of contact will primarily work with building owners to determine which energy efficiency program offerings are most appropriate given the characteristics of the building and the types of upgrades the owner is interested in undertaking. The single point of contact will also assist building owners in navigating energy efficiency program participation processes and coordinating processes across programs. While the IOUs proposed the single point of contact as part of their EUC MF Path plans, and EUC MF Path participants will likely work most closely with the single point of contact, other programs serving the multifamily sector are expected to connect building owners with other programs, or with the single point of contact as appropriate.

The IOUs' EUC MF Path plans also describe a structured approach for the programs' coordination with the ESA Program. As part of their agreement to participate in the EUC MF Path, building owners will be required to authorize the ESA Program to serve their income-qualified tenants, and ESA Program contractors will qualify and treat all willing and eligible tenants. The participating building's energy use baseline will be calculated with the ESA Program's improvements in place to giving credit to EUC MF for measures installed with ESA Program funding.

6. What do Multifamily customers need from the IOU?

The Cadmus team conducted interviews with low-income stakeholders and advocacy groups working with market-rate and affordable housing, and multifamily building owners and managers.

Interviews represent the perceptions of the respondents and do not denote quantitative research findings. These qualitative interviews were synthesized to identify themes that could affect the ESA Program. The interviews were not designed to represent a statistically accurate sample of the California multifamily market.

Multifamily building owners and managers face multiple priorities when planning for building maintenance and large-scale capital improvements and many require long-term forecasting in order to finance building upgrades. When asked about financing multifamily building improvements, all interview respondents reported layering funding sources to finance large retrofits. Funding types and combinations (such as cash, reserve accounts, grants, bank loans and utility incentives) generally differ whether respondents manage affordable- or market-rate housing. Respondents said they would like better collaboration with utilities and a flexible program design in order to synchronize property recapitalization and asset management events with utility energy-efficiency programs.

Multifamily building owners interviewed said that to work effectively with property owners and managers for major retrofits, ESA Program staff need to understand how energy-efficiency upgrades impact daily operations and maintenance across all affordable - and market-rate multifamily building portfolios.

According to interview respondents, if energy-efficiency was addressed across an entire multifamily housing portfolio, then energy-efficiency upgrades could be planned and appropriately scaled – and presumably be more cost-effective. Several multifamily building owners and managers suggested if program opportunities were combined to address the whole building, including unit and common area measures, building owners and tenants could all benefit.

The ESA Multifamily Financial Solutions Catalog, created for this research and discussed in Section 7, highlights the need for a single point of contact for multifamily building owners to facilitate their applications to any of the various financing opportunities that currently exist in the state of California. All 16 of the existing options we identified in this study are limited by different factors, such as geography, eligible measures, eligible applicants, and available funding. This can make it difficult for multifamily building owners and managers unfamiliar with the various options to identify the programs for which they might qualify, let alone make it difficult to navigate the application process. In addition, the tenant qualification process using different income guidelines can be disruptive to tenants, and place an administrative burden on property managers.

7. What are the barriers to serving Multifamily customers?

The Cadmus team's research on funding options available for multifamily building owners and tenants found that while a number of options exist (we identified 16 separate financing or grant programs active

in the state of California) these programs vary widely in terms of the support they offer and their eligibility requirements.

In their 2013-2014 Program Implementation Plans (PIPs) for MFEER and the whole-building multifamily programs, the IOUs and Regional Energy Networks (RENs) cite a range of barriers to serving the multifamily property owners and managers who are these programs' participants. The low-income multifamily programs examined in other parts of the country also address the three barriers most commonly cited in the IOU and REN multifamily PIPs.

Table 6. Barriers to Serving Multifamily Building Owners and Managers

Barrier	California Program Approaches	Comparison Program Approaches
Split Incentives: In many buildings, tenants pay the bills for energy used in dwelling units, and would thus benefit from energy savings. However, building owners maintain, replace, and upgrade energy-using equipment.	• Incentives cover full cost of some MFEER measures to building owner.¹ • Coordination with the ESA Program provides measures in qualified units at little or no cost to building owner.² • Marketing focus on non-energy benefits of upgrades to building owner.	• Fully subsidizing retrofits. • Outreach to public and non-profit-owned housing, where building owners are driven by missions that include providing benefits to tenants. • Marketing focus on non-energy benefits of upgrades to building owner.
Lack of awareness of energy efficiency: Building owners and managers may not be aware of opportunities to improve the efficiency of their buildings and may lack the information necessary to evaluate various retrofit options.	• Single point of contact will direct building owners to the most appropriate program and assist with participation process. • EUC MF Path participants undergo a comprehensive energy audit to identify savings opportunities.	• Comprehensive energy audits identify savings opportunities; comparison programs encourage building owner participation in this process. • One program provides more structured energy education to building owners/managers.
Lack of access to capital: Multifamily buildings often have tight operating margins and complicated financing structures, making it difficult for owners to provide capital for retrofits.	• Incentives provided to offset retrofit costs, in some cases covering most or all costs.	• Incentives provided to offset retrofit costs, typically covering 50%-100% of retrofit costs. • Programs offer financing or partner with a lender; program contacts advise building owners on financing options.

1. MFEER offers per-measure, prescriptive incentives. However, for some lighting retrofits and hot water saving measures these incentives cover the full retrofit cost, allowing participants to receive measures at no cost.
2. ESA provides measures at no cost to the low income participant. However, in renter-occupied units, building owners may be required to provide a co-pay for replacement of refrigerators that are the property of the building owner, rather than the tenant, if the building owner pays the electric bill.

Managing multifamily buildings requires, at a minimum, long-term planning, financial commitment, technical expertise, organizational acumen, and significant administrative time. Add the perceived complexity of the various energy-efficiency programs, multiple measure types, and regulatory requirements to the mix, and participation in these programs can be inhibited.

Not surprisingly, the most prevalent theme to emerge from interviews with building owners, managers, and other stakeholders was the desire for IOUs to provide help in navigating the energy-efficiency programs, the offerings, the requirements, and funding sources. Respondents said they would also like technical expertise and administrative support from the programs.

In interviews conducted for this study, building owners, managers, and advocacy groups expressed the desire to provide tenants with benefits offered by energy efficiency programs. However, respondents said concerns such as timing of upgrades, cost-effective measures, and limiting administrative time must remain a priority when considering participation in energy-efficiency programs.

Five building owners stated that a long payback period on energy savings defined greater than five years is a barrier to participating in utility energy efficiency programs. Moreover, the savings must be cost-effective to justify the investment in energy-efficiency, regardless of the funding mechanism used (e.g., cash flow, reserve accounts, utility rebates, or grants).

Respondents suggested this barrier may be mitigated by changing the program design to foster a whole-building approach and capture all cost-effective savings. Interview respondents said this would enable utility program staff and building owners or managers to collaborate so that energy-efficiency program opportunities could be aligned with the timing of capital plans and financing; therefore, savings could be maximized by enabling property owners and managers to make energy-efficiency upgrades during scheduled major retrofits.

8. How are other Multifamily programs offered? What are their organizing principles?

The in-depth comparison of other multifamily programs offered in other states all included activities in five key areas expected to help achieve efficiency retrofits in low-income multifamily buildings:

1. Supporting building owners through the retrofit process
2. Assessing energy-savings opportunities and developing a retrofit scope of work
3. Assisting with financing
4. Installing energy-efficiency measures
5. Ensuring the quality of installations and verifying energy savings.

Beyond these five key activity areas, the comparison programs were notable for the presence and role of nonprofit and public benefit organizations in both administering and delivering services to multifamily buildings. These organizations sought to identify buildings and work closely with owners to develop

scopes of work that captured all cost effective opportunities. Several were able to facilitate or offer financing opportunities directly that further encouraged building representatives to take action.

As a whole, the comparison programs prioritized a comprehensive treatment of the buildings they targeted, with some covering substantial (if not all) of the retrofit costs. The wide range of costs per unit treated and per multifamily unit in program’s respective territories can be found in Section 5.

Comparison Programs Across the Country and illustrates the range of cost tolerance associated with reaching this challenging population. Most notable in the NYSERDA program, multifamily buildings with qualified populations are able to access substantially higher incentives than market rate buildings progressing through the same program.

Broadly, the comparison programs approach the market with a facilitative, solution-oriented package. These programs expect to provide access to detailed assessment information, feedback, and (in some cases) construction support. The audit is treated as an opportunity to identify all cost-effective upgrades and educate building owners. Perhaps most importantly, several programs were able to articulate their long-term commitment to this market by describing expectations that they will build the skills of contractors and technical partners, document the non-energy benefits associated with energy-efficiency upgrades, and lock in financial benefits for the residents of treated buildings. Table 6 provides a brief summary of the approaches taken by each comparison program.

Table 7: Summary of Comparison Program Approaches

Administrator	Program Name	Service Area	Broad Approach	Description
CNT Energy	Energy Savers Multifamily Program	Chicago metro area	Partnership + case management	CNT Energy staff work closely with participating buildings to guide them through the retrofit process and manage their participation in applicable efficiency programs offered by utilities.
NYSERDA	Multifamily Performance Program	New York State	Facilitation + performance	Participants in NYSERDA’s MPP work with a consulting engineer (“partner”) who guides them through the retrofit process, including identifying financing offerings and overseeing contractor selection and measure installation. The program pays incentives based on the energy savings a building achieves, with higher incentives offered to buildings housing low income tenants.
Energy Outreach Colorado	Low Income Multifamily Weatherization Program	Colorado	Clearinghouse + general contractor	EOC brings multiple funding sources together to form a single program targeting the low income multifamily sector. EOC works as a general

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Administrator	Program Name	Service Area	Broad Approach	Description
				contractor for program participants during the retrofit process, defining a scope of work and contracting with installers.
Massachusetts gas and electric IOUs	Low income Energy Affordability Network (LEAN) Multifamily Program	Massachusetts	Gatekeeper + full service	LEAN provides participating building owners with WegoWise benchmarking software in order to identify those with the greatest potential for retrofits. LEAN covers the full cost of retrofits for buildings participating in the program.
Public Service Electric & Gas Company (PSE&G)	Residential Multifamily Housing Program	Central New Jersey	All comers + financing	PSE&G's program does not have explicit income requirements, although the program recruits the majority of its participants through its partnership with the New Jersey Housing and Mortgage Finance Authority, which serves low-income housing providers. The program offers on-bill financing to cover the cost of retrofits not paid for by incentives.

SECTION 3. CALIFORNIA MULTIFAMILY HOUSING DATA RELEVANT FOR LOW-INCOME CUSTOMER PROGRAMS

Distribution of Low-Income Multifamily Housing in California

SUMMARY OF KEY FINDINGS

Using data from the American Community Survey and GIS technology, we estimated the number of low-income multifamily households in California and apportioned those households by IOU service territory, by county, and by census tract. Cadmus calculated the percentage of households that: (1) meet the ESA Program low-income criterion of earning less than or equal to 200% of the federal poverty guideline (defined by the U.S. Census Bureau), and (2) resided in buildings with five or more units. The result is our estimate of the size of the targeted low-income multifamily sector. For details on our methodology, see Appendix C. Estimation of the Distribution of Low-Income Multifamily Housing.

Table 7 shows the number of low-income multifamily households served by each of the four California IOUs and their proportion of total households, low-income households, and multifamily households. The statewide value includes all of California including households outside the IOU territories.

Table 8. Estimated Size of Low-Income Multifamily Sector for California IOUs and Statewide

IOU	Low-Income Multifamily Households ¹	Percentage of Total IOU Households	Percentage of Low-Income Households	Percentage of Multifamily Households
PG&E	388,825	7%	27%	41%
SCE	335,484	8%	27%	43%
SDG&E	116,904	10%	39%	38%
SCG	657,305	11%	33%	44%
Statewide	1,175,301	9%	32%	42%

1. The sum of the LIMF household column, 1,498,518, includes households served by 2 IOUs. See Table 9 for totals by county.

Source: U.S. Census Bureau American Community Survey 2011

Statewide, low-income multifamily households represent approximately 9% of total residential households, 32% of low-income households, and 42% of multifamily households, for a total of nearly 1.2 million households. (Note that Table 7 includes some double counting of households, as some households are served by two of the utilities.) However, note that the percent of multifamily households within the low-income sector varies widely across IOUs, ranging from 39% to 27%. Based on 2011 American Housing Survey data, discussed below, approximately 20% of low-income multifamily households live in housing units that are government subsidized. This represents about 230,000 households.

Table 8 shows Cadmus' estimated population statistics for IOUs. Where relevant, we present separate figures for electricity and gas territories. Where more than one utility serves the same household, that household is represented in both rows of the table. These figures will be somewhat different than the

number of active service connections to the IOU because some households have more than one connection.

Table 9. Estimated Population Statistics for California IOUs

Utility/Fuel	Population	Housing Units	Households	Low-Income Households	Multifamily Households	Low-Income Multifamily Households
PG&E Electric	12,202,249	4,676,014	4,263,939	1,175,083	790,156	313,050
PG&E Gas	13,418,787	5,202,307	4,756,266	1,299,746	898,003	362,443
PG&E Combined	14,807,728	5,674,928	5,185,236	1,458,581	946,801	388,825
SCE Electric	13,047,504	4,498,850	4,115,093	1,239,688	789,022	335,484
SDG&E Electric	3,345,594	1,275,178	1,169,705	302,148	308,055	116,904
SDG&E Gas	3,060,849	1,160,784	1,064,048	286,965	290,378	112,680
SDG&E Combined	3,345,594	1,275,178	1,169,705	301,947	308,055	116,904
SCG Gas	19,195,302	6,711,905	6,167,353	1,980,239	1,492,532	657,305

Source: U.S. Census Bureau American Community Survey 2011

Population statistics for California counties are presented in Appendix C. Estimation of the Distribution of Low-Income Multifamily Housing. Also in that appendix is a comparison of frequencies obtained in the current study with findings from the 2009 Residential Appliance Saturation Survey (RASS) and with an estimate produced by Athens Research intended to estimate the number of customers eligible for the CARE rate.

Characteristics of Low-Income Multifamily Housing in California

SUMMARY OF KEY FINDINGS

Cadmus' characterization of low-income multifamily housing in California is derived primarily from the 2011 American Housing Survey (AHS) Public Use File. The AHS is sponsored by the Department of Housing and Urban Development (HUD) and conducted by the U.S. Census Bureau. These data provide much greater detail about housing characteristics than are found in the ACS and, thus, provide a key source of information about the circumstances of our target class of households, LIMF.

The data Cadmus used are organized into Metropolitan Statistical Areas (MSAs). The 2011 AHS survey identifies eight MSAs in California: Anaheim, Los Angeles, Oakland, Riverside, Sacramento, San Diego, San Francisco, and San Jose (see Housing for a map of these MSAs.) Table 9 shows the MSAs used for this analysis and the corresponding counties. Maps of the MSAs superimposed onto the utility electric and gas territories are included in Appendix D. Estimation of the Characteristics of Low-Income Multifamily Housing.

Table 10. California MSAs in the 2011 AHS Data and Corresponding Counties

MSA Name	Counties
Anaheim	Orange
Los Angeles	Los Angeles
Oakland	Alameda, Contra Costa
Sacramento	El Dorado, Placer, Sacramento, Yolo
Riverside	Riverside, San Bernardino
San Diego	San Diego
San Francisco	Marin, San Francisco, San Mateo
San Jose	San Benito, Santa Clara

Because the data do not include all customers of the IOUs, we do not contend that the data reflect either the absolute numbers of all multifamily or the subset of low-income multifamily households. For instance, neither Fresno nor Stockton, both large Central Valley communities with high percentages of low income qualifying customers, are represented by an MSA. Nevertheless, we consider the relative percentages of low-income multifamily units to be important indicators of the sector as a whole and especially of relatively urban areas.

The MSAs included in the 2011 AHS survey encompass most of the largest metropolitan areas of California and thus include a large proportion of utility customers. Table 10 shows the estimated number and percentage of utility households and low-income households included within the eight AHS MSAs.¹⁵

Table 11. Estimated IOU Population Included within AHS MSAs

Utility/Fuel	MSA Households	Percent of Total Households	MSA Low-Income Households	Percent of Total Low-Income Households
PG&E Electric	4,263,939	53%	1,175,083	42%
PG&E Gas	4,756,266	61%	1,299,746	51%
PG&E Combined	5,185,236	56%	1,458,581	46%
SCE Electric	4,115,093	87%	1,239,688	87%
SDG&E Electric	1,169,705	100%	302,148	100%
SDG&E Gas	1,064,048	100%	286,965	100%
SDG&E Combined	1,169,705	100%	301,947	100%
SCG Gas	6,167,353	86%	1,980,239	86%

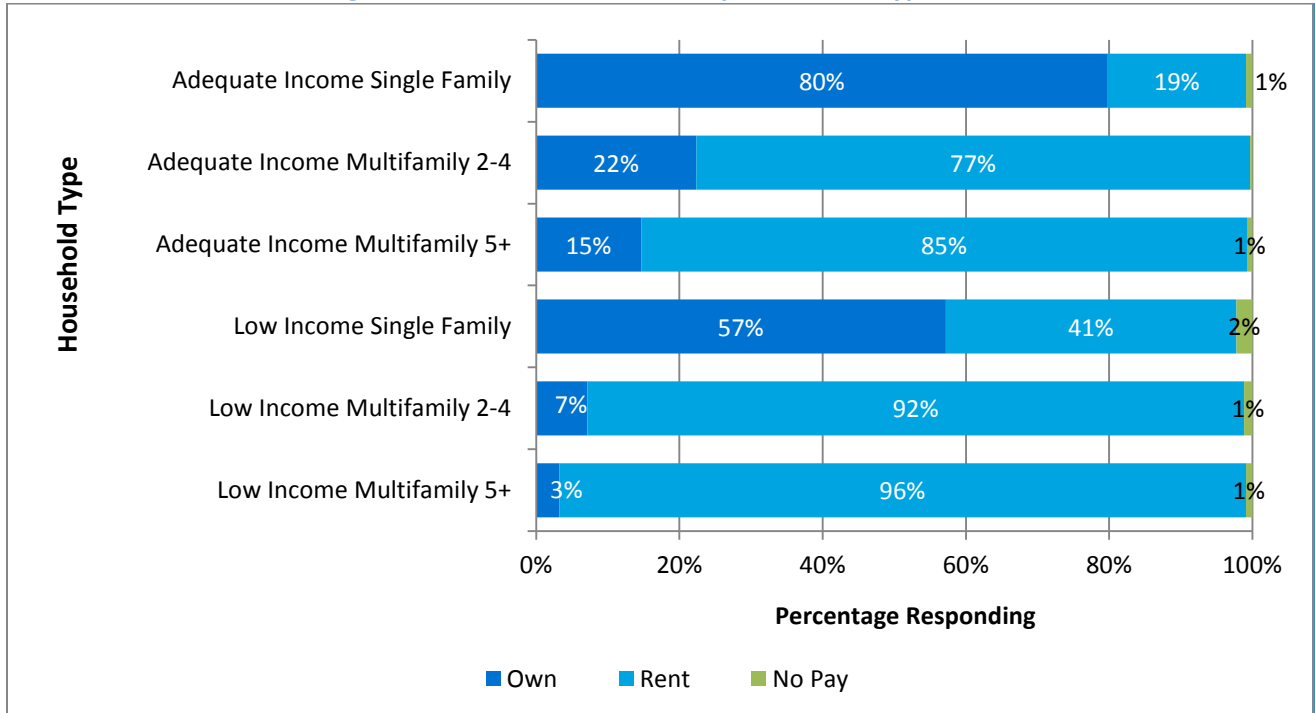
Source: U.S. Census Bureau American Housing Survey 2011 and Athens Research

¹⁵ The percentage of total households was estimated using county-level data provided by John Peterson at Athens Research. MSAs are contiguous with county boundaries. Athens provided the number of utility customers in each county and we calculated the proportion of total customers in counties within the MSA boundaries.

Tenure

“Tenure” is the term used by the Census Bureau to characterize whether members of a household own or rent the unit they inhabit. Figure 2 shows the tenure status for each of the six household types. The percentage of householders who own the property they inhabit is higher for single-family units than for multifamily units, regardless of income status. Still, for each building structure, low-income households are less likely to own their residence than households with adequate income.

Figure 2. Tenure Status of Unit by Household Type



Source: U.S. Census Bureau American Housing Survey 2011

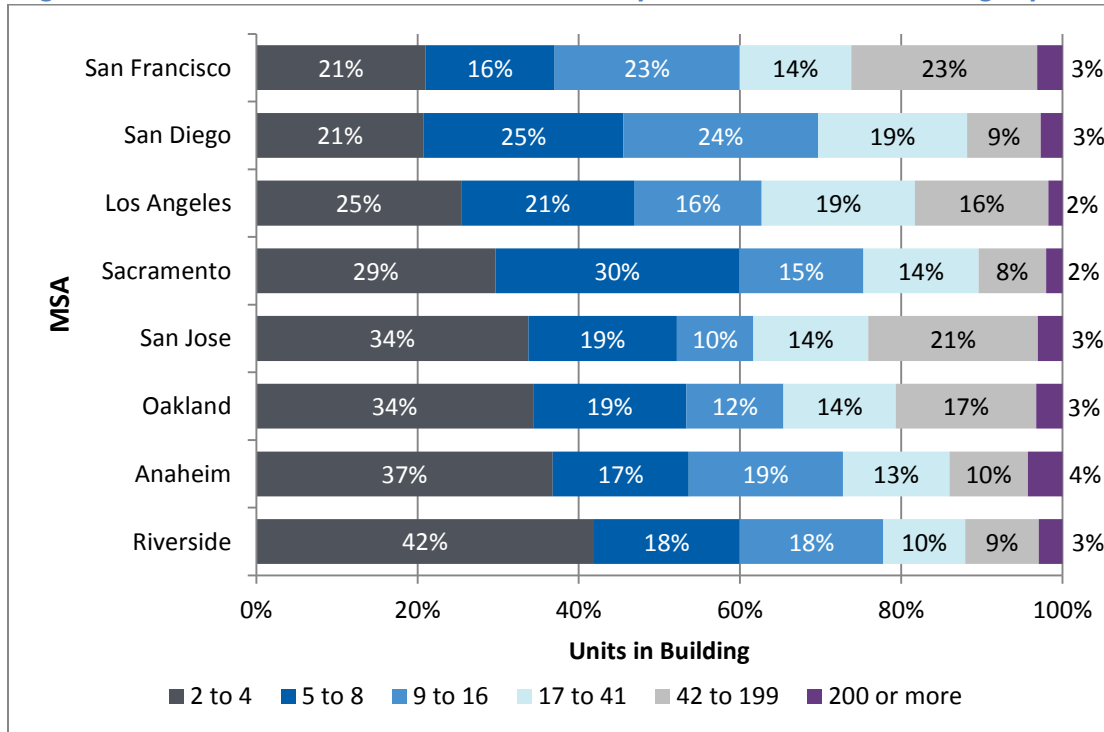
Building Characteristics

The number of units in the building in which low-income multifamily households live is shown in Figure 3.¹⁶ For comparison purposes, we have included households living in buildings with between two and four units, although these are not defined as multifamily properties by the ESA Program. The MFEER program does define these two-to-four unit building as multifamily properties although EUC MF does not. San Francisco has the highest percentage of low-income households living in large buildings of 42

¹⁶ The categories shown represent the quartiles of building size for buildings with five units or more, across the eight MSAs, with the upper quartile is split so that the category “200 or more” units represents the top 5% of all buildings. In other words, approximately 25% of all low-income multifamily households live in buildings of 5 to 8 units, 25% live in buildings of 9 to 16 units, 25% live in buildings of 17 to 41 units, and 25% live in buildings with 42 units or more.

units or more (26%). Conversely, Sacramento has the largest percentage of households living in buildings with only 5 to 8 units (30%).

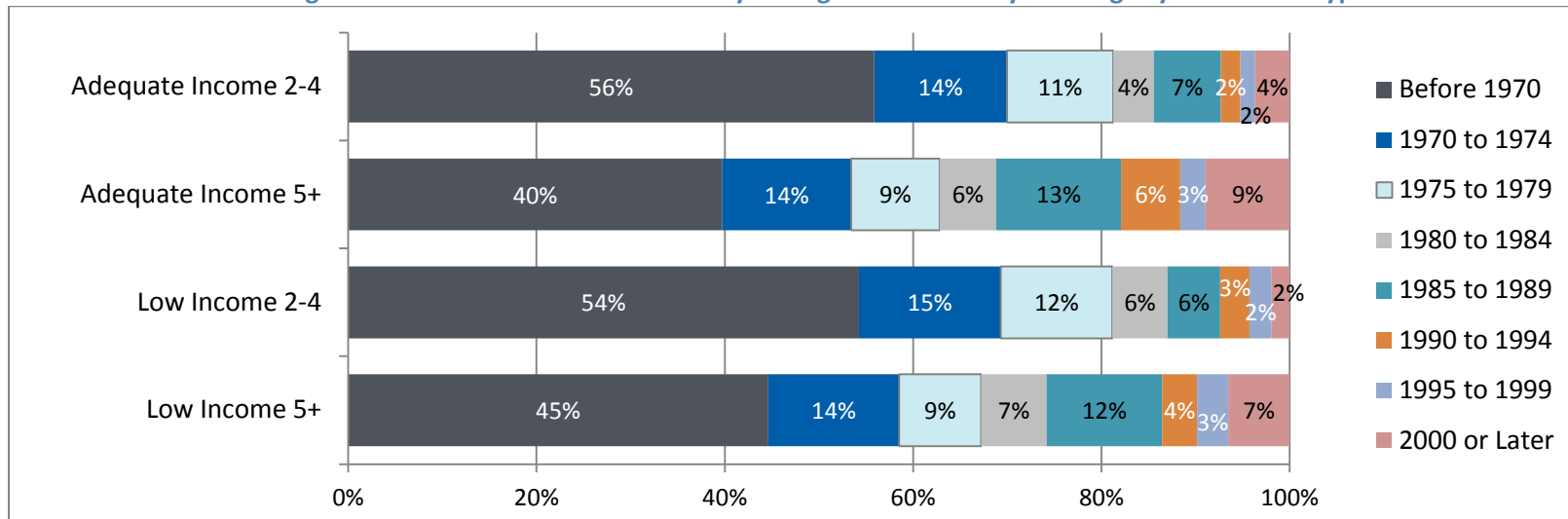
Figure 3. Distribution of Low-Income Households by Number of Units in Buildings by MSA



Source: U.S. Census Bureau American Housing Survey 2011

Figure 4 shows the distribution of multifamily households by vintage of the building they inhabit, by household type. Buildings with two to four units are somewhat older, on average, than buildings with five or more units, regardless of the income of the household living in them. Nearly 60% of low-income multifamily households in five or more unit buildings live in buildings built before 1975. For the smaller two-to-four unit buildings, the percentage is even higher, at nearly 70%.

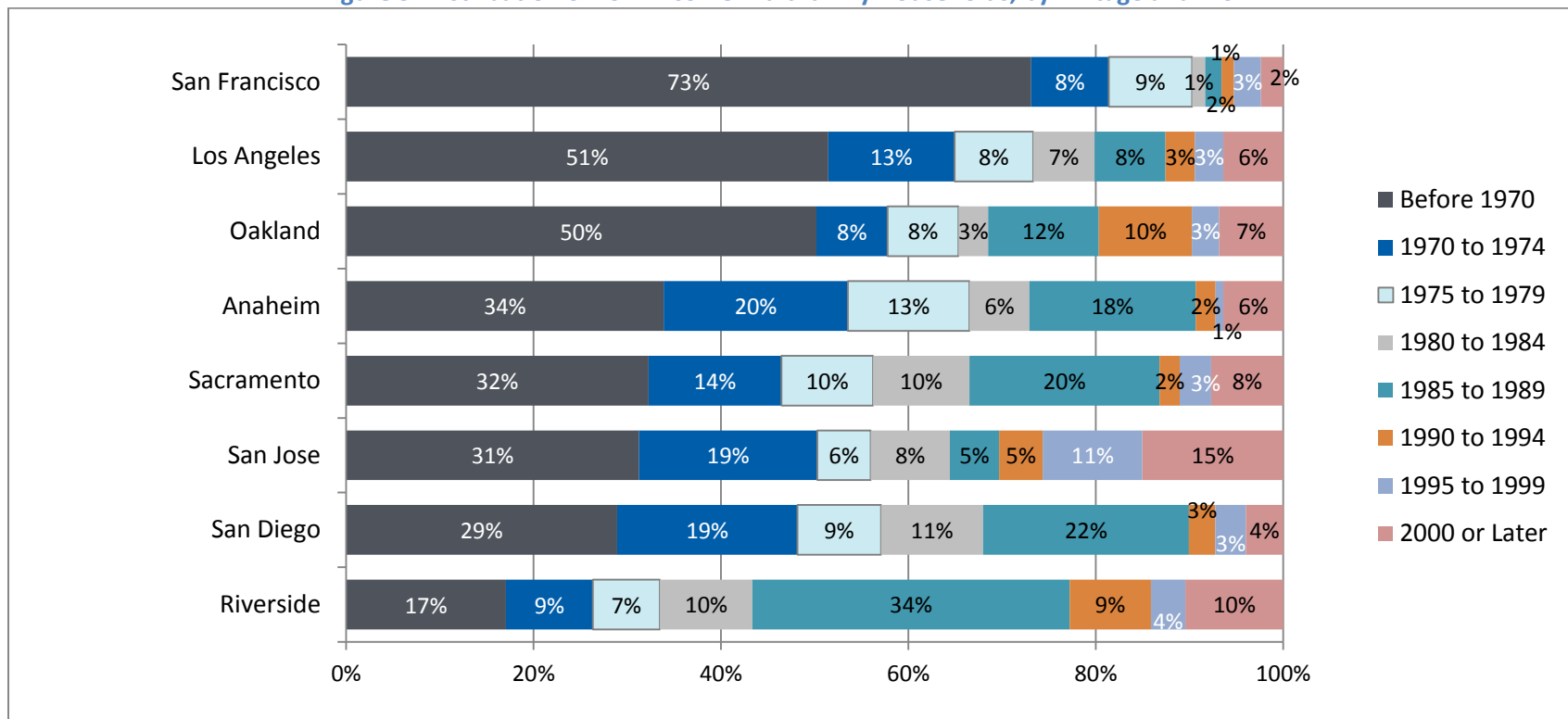
Figure 4. Distribution of Households by Vintage of Multifamily Buildings by Household Type



Source: U.S. Census Bureau American Housing Survey 2011

Figure 5 shows the distribution of low-income multifamily households in buildings with five or more units, by the vintage of the building they inhabit and by MSA. Low-income multifamily households in San Francisco inhabit in the oldest buildings, on average, with 90% living in buildings built before 1980. In southern California, outside of Los Angeles County, there is a bulge in the distribution for housing built between 1985 and 1989.

Figure 5. Distribution of Low-Income Multifamily Households, by Vintage and MSA



Source: U.S. Census Bureau American Housing Survey 2011

The 68% of low-income multifamily households living in units built before 1980 represent approximately 799,000 households. This is the segment most likely to benefit from shell improvements, though buildings of later vintage may also benefit and some of these pre-1980 units may have already received shell upgrades. Benefits are larger in climate zones with greater cooling and heating loads. The California IOUs have approximately 161,500 low-income multifamily customers in California climate zones 11 through 16, all of which have relatively large heating and especially cooling needs. Buildings in these areas also tend to be of more recent vintage. As shown in Figure 5 the percentages low-income households living in pre-1980 multifamily buildings in Riverside (33%) and Sacramento (56%) serve as the basis of a blended estimate that there are about $161,500 \times 0.495 = 79,942$ low-income multifamily households living in high-need climate zones within buildings in likely need of shell improvement. Based on utility measure costs of between \$133 and \$177 per unit for envelope and air sealing measures, it would cost \$12.4 million to serve this number of households.

Unit Characteristics

Table 11 shows the number of occupants, bedrooms, and rooms for both low-income and adequate-income households living in multifamily buildings having five or more units. The data in this table are sorted according to number of occupants in the low-income units. Although low-income units do not consistently have fewer bedrooms or rooms, low-income households across all MSAs tend to have more occupants than do households with adequate income.

Table 12. Occupancy Characteristics of Multifamily Households (5+ Units) by MSA and Income Status

MSA	Number of Occupants		Number of Bedrooms		Number of Rooms	
	Low Income	Adequate Income	Low Income	Adequate Income	Low Income	Adequate Income
Anaheim	2.8	2.1	1.6	1.6	3.9	3.8
Riverside	2.7	2.0	1.6	1.6	3.9	3.8
San Diego	2.6	2.0	1.6	1.6	3.8	3.8
Sacramento	2.1	1.8	1.5	1.7	3.7	4.0
Oakland	2.2	1.8	1.5	1.5	3.7	3.7
Los Angeles	2.5	1.9	1.5	1.6	3.6	3.9
San Jose	2.3	2.2	1.4	1.7	3.6	3.9
San Francisco	2.3	1.8	1.2	1.3	3.1	3.5

Source: U.S. Census Bureau American Housing Survey 2011

In buildings having five or more units, the low-income units are generally smaller (in terms of overall square footage) than the adequate-income units. The only exception to this generalization occurs in the MSA of Oakland. Table 12 shows the total square footage of low- and adequate-income multifamily units.

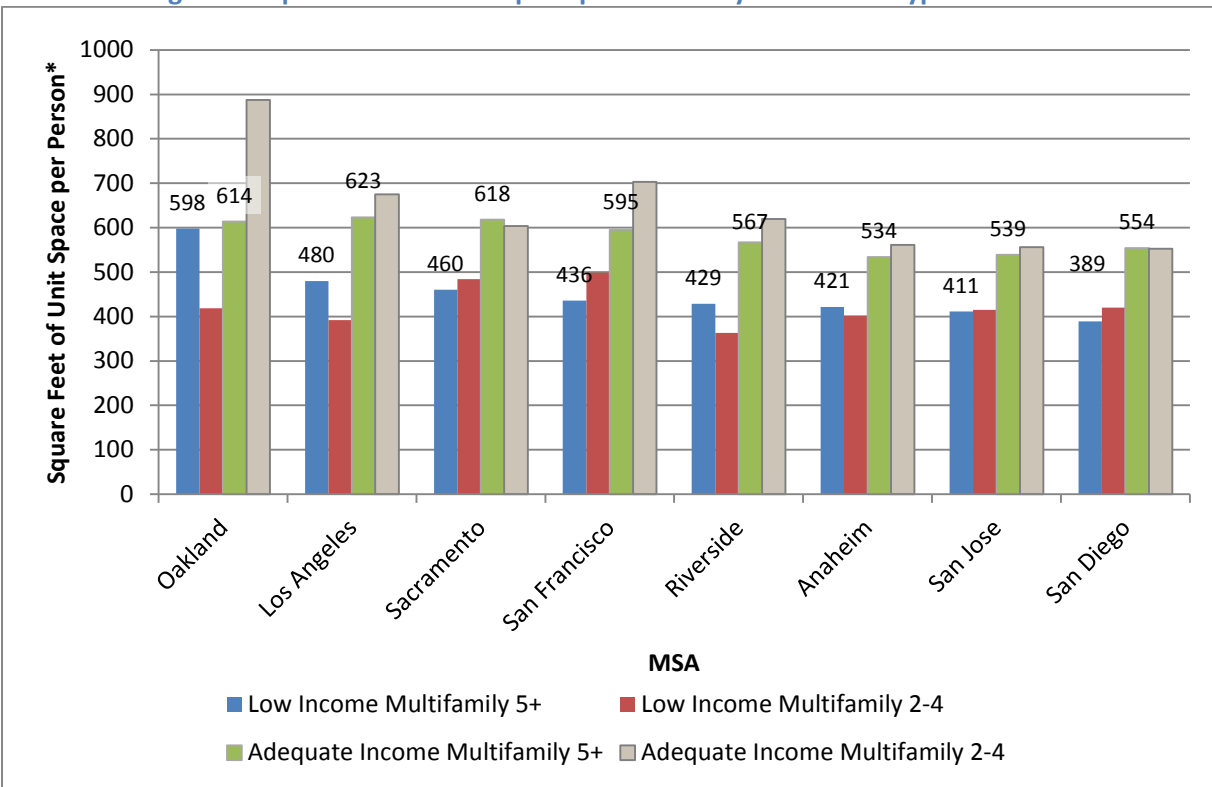
Table 13. Square Feet of Unit Space in Multifamily Buildings by Income, Number of Units and MSA

MSA	Total Square Feet			
	Low-Income (2-4 units)	Adequate Income (2-4 units)	Low Income (5+ units)	Adequate Income (5+ units)
Oakland	932	1,493	993	873
Riverside	814	927	842	900
Anaheim	924	1,001	829	901
Los Angeles	807	1,093	788	978
San Diego	823	995	783	896
San Jose	833	1,032	712	916
Sacramento	899	905	710	898
San Francisco	959	1,280	704	885

Source: U.S. Census Bureau American Housing Survey 2011

For four types of multifamily households, Figure 6 shows the average square feet of unit space per person. Considering that low-income multifamily households have more occupants than do adequate-income households, the size of units per person clearly shows the effect of income status on living space. Across the eight California MSAs, the square feet of unit space per person in low-income households in buildings having five or more units is less than that of adequate-income households in the same building types. To highlight the contrast, our graphic contains the values of low-income and adequate-income households living in apartments having five or more units.

Figure 6. Square Feet of Unit Space per Person by Household Type and MSA¹



Source: U.S. Census Bureau American Housing Survey 2011

1. The values shown are the numbers of low-income (dark blue leftmost bar) and adequate-income (the green bar third from left) households living in apartments having five or more units.

Rent and Rent Subsidy

Table 13 shows the average rent paid per bedroom for both low- and adequate-income multifamily households in buildings having five or more units. (This is sorted by rent for low-income units.)

To simplify comparison across unit sizes, we divided the total rent amount by the number of bedrooms, as that is a large component of total cost. The 2011 rents for these low-income households range from a low of \$552 (Riverside) to a high of \$812 (San Jose) per bedroom. Again, Oakland is an interesting anomaly, as it has among the lowest rent-per-bedroom for low-income households, but it has the third highest rent-per-bedroom for adequate-income households.

Table 14. Average Monthly Rent and Rent Paid per Bedroom (Multifamily 5+ Unit Buildings)¹

MSA	Monthly Rent ²		Rent per Bedroom	
	Low Income	Adequate Income	Low Income	Adequate Income
Anaheim	\$1,197	\$1,331	\$788	\$957
San Jose	\$1,097	\$1,631	\$812	\$1,091
San Diego	\$957	\$1,212	\$635	\$826
Los Angeles	\$907	\$1,390	\$646	\$964
San Francisco	\$898	\$1,580	\$694	\$1,266
Oakland	\$841	\$1,226	\$594	\$982
Riverside	\$813	\$987	\$552	\$671

Source: U.S. Census Bureau American Housing Survey 2011

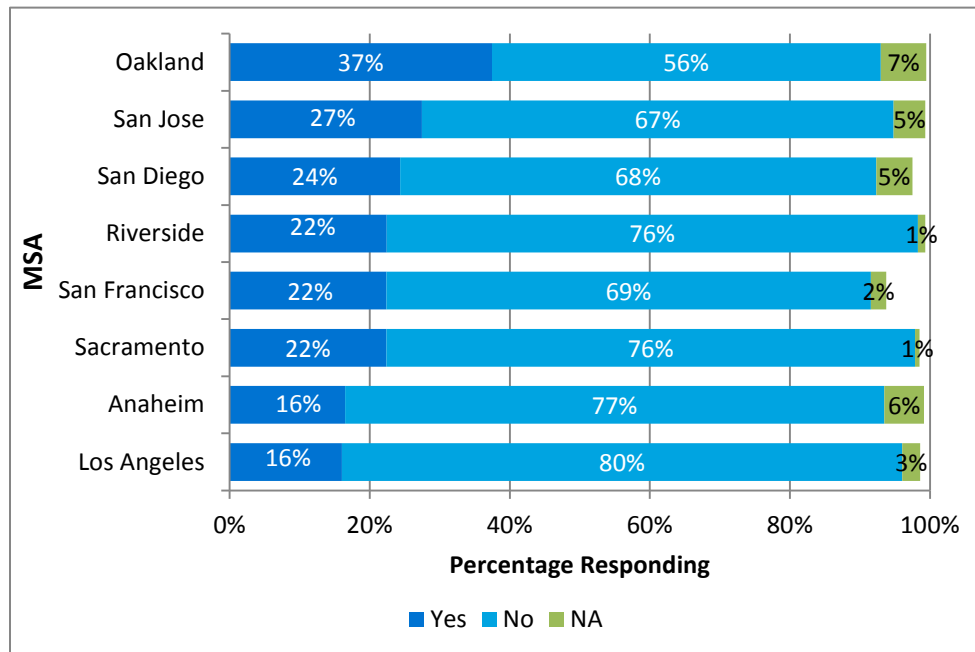
1. The AHS item is: "How much is the rent?"
2. Number of all rooms, not just bedrooms.

Some low-income households receive direct assistance in the form of government subsidies for paying their rent. AHS documentation indicates that data on rent subsidies are not based on government or local records but on self-reported responses. The respondent is asked, "Does the Federal, State, or local government pay some of the cost of the unit?" with several follow-up items to verify the response. AHS documentation notes that the data are *"subject to the ability of a respondent to properly classify the unit as public or private and, if private, as subsidized or unsubsidized housing...Subsidized housing...includes state and local programs as well as federal and need not be low-income housing."*¹⁷

For buildings having five or more units, the percentage of low-income multifamily units for which the rent is government-subsidized is shown in Figure 7. Oakland has the highest proportion (37%), and Los Angeles and Anaheim each have less than half that. We note that Anaheim has among the highest rents for this class of households. The response "NA" represents respondents who occupy a housing unit without paying rent, either because they own the unit or because they are staying in a unit they do not own without paying rent. This does not include households living in public housing.

¹⁷ U.S. Department of Housing & Urban Development, Office of Policy Development & Research. March 2013. "Codebook for the American Housing Survey, Public Use File: 1997-2011" P. 534

Figure 7. Percentage of Units with Government Subsidized Rents for Low-Income Multifamily (5+ Units)



Source: U.S. Census Bureau American Housing Survey 2011

Equipment in Existing Units

The AHS provides information about energy-using equipment installed in housing units. In this section we report data related to heating and cooling as well as major appliances. The AHS does not collect data on the vintage of equipment, which is an important piece of information in determining the need for efficiency upgrades. To get an estimate of equipment vintage, we have turned to the 2009 Residential Energy Consumption Survey (RECS) conducted for the U.S. Energy Information Administration.¹⁸ This survey is based on a smaller sample than the AHS, and thus cannot provide the resolution needed to identify low-income multifamily households within the State of California. Rather, the estimates we derive are for the Western Census Region, which includes California, Oregon, and Washington. Nevertheless, they provide a reasonable estimate of equipment vintage for California to the extent that California households are not substantially different than those in other states with respect to equipment vintage.

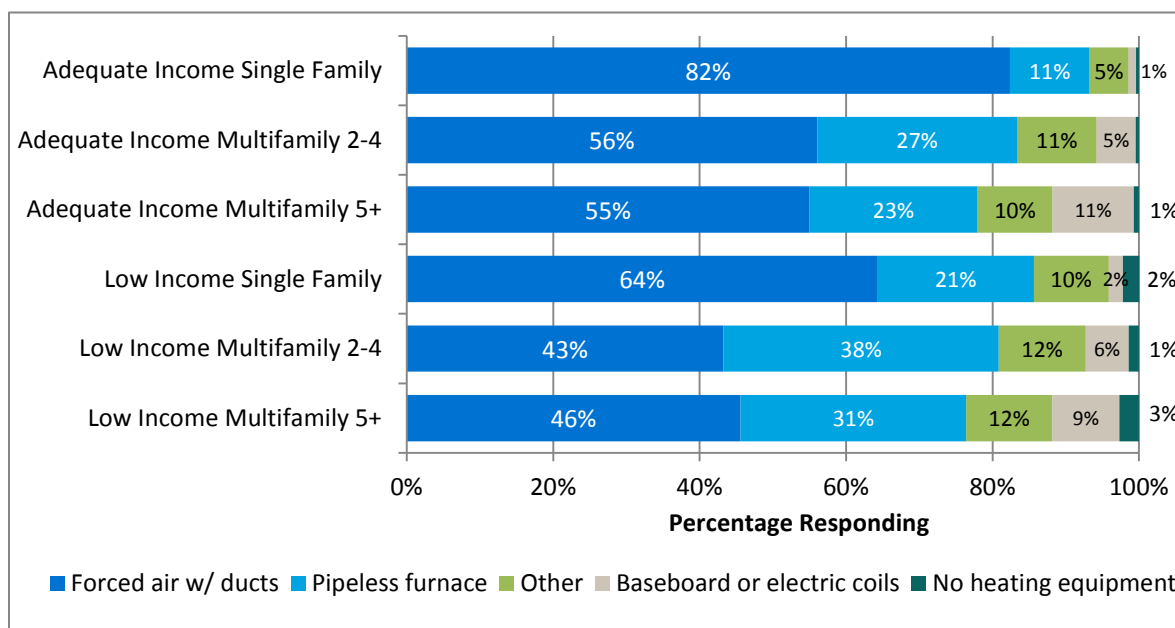
Heating Equipment

Figure 8 shows the most common heating equipment used by building type. In buildings having five or more units, low-income multifamily households use fewer forced-air systems (46%) than do adequate-

¹⁸ U.S. Energy Information Administration. 2009. *Residential Energy Consumption Survey*. <http://www.eia.gov/consumption/residential/>

income households (55%). Pipeless furnaces seem to account for this difference, comprising 31% of low-income multifamily households but just 23% of adequate-income households in these buildings.¹⁹

Figure 8. Heating Equipment Use by Household Type



Source: U.S. Census Bureau American Housing Survey 2011

Figure 9 shows the most common heating equipment used in multifamily buildings having five or more units. Organized by MSA, this information reveals that:

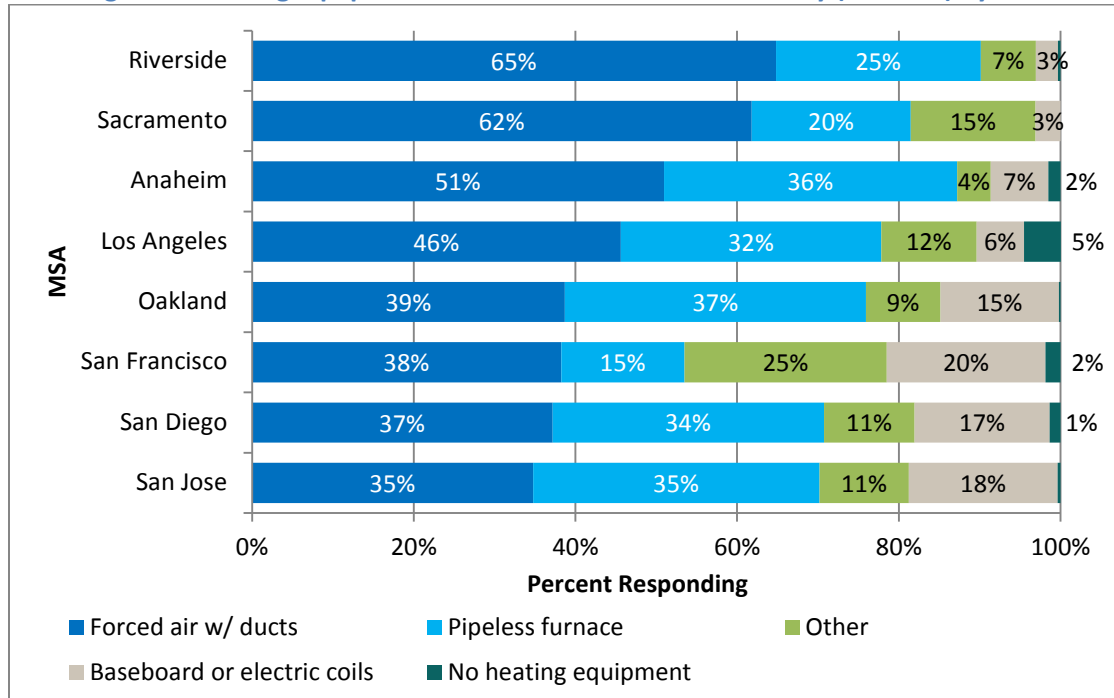
- Low-income households in Riverside and Sacramento use the highest proportion of forced-air heating.
- Baseboard or electric coils comprise more than 15% of the heating equipment used in San Francisco (20%), San Jose (18%), San Diego (17%), and Oakland (15%).

San Francisco uses a sizeable amount of “other” heating equipment (25%), which includes radiators or other steam system (20%) and vented kerosene, gas, or oil (4%). The category of “Other” heating types for Figure 9 encompasses radiators and other hot water or steam systems, electric heat pumps, vented room heaters burning kerosene, gas, or oil, and portable electric heaters used as main heating sources. Approximately 12% of low-income multifamily households use portable electric heaters as supplemental

¹⁹ “A ‘floor, wall, or other *pipeless* furnace or built-in hot air heater without ducts’ delivers warm air to the room right above the furnace or to the room(s) on one or both sides of the wall in which the furnace is installed.” See: U.S. Department of Housing & Urban Development, Office of Policy Development & Research. March 2013. “Codebook for the American Housing Survey, Public Use File: 1997-2011” P. 148.

heat. This is a lower rate of use than for households in other categories, which use portable electric heaters as supplemental heat in about 17% of households.

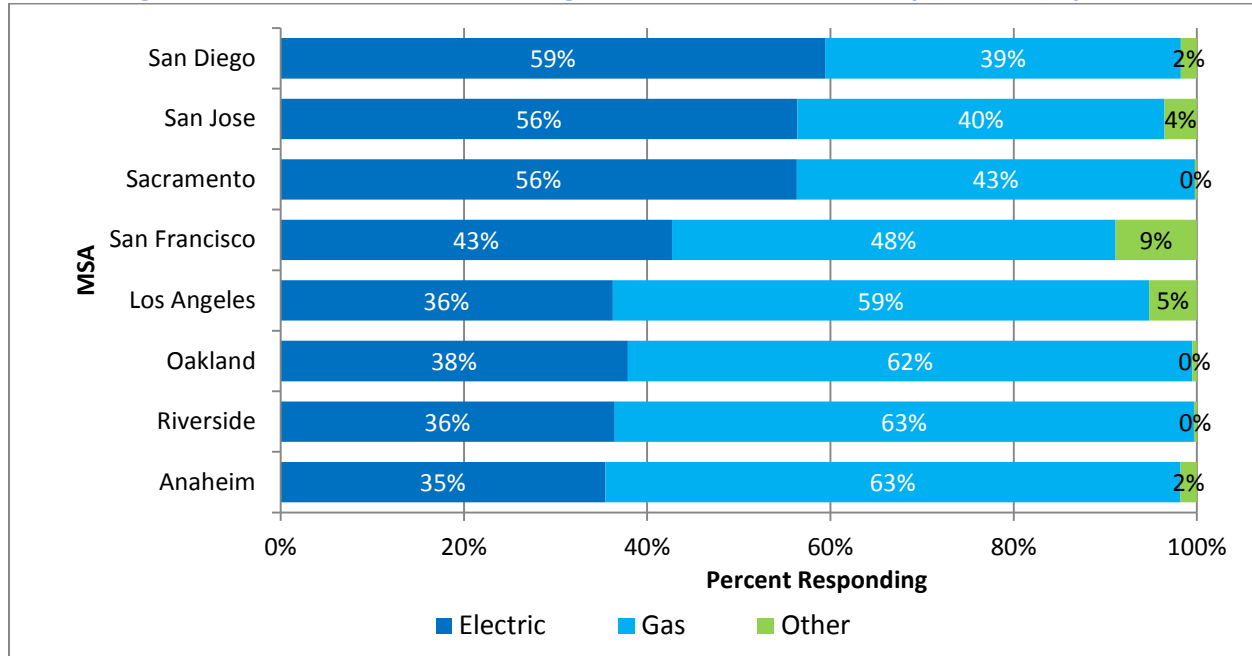
Figure 9. Heating Equipment Use for Low-Income Multifamily (5+ Units) by MSA



Source: U.S. Census Bureau American Housing Survey 2011

Electricity is a more common heating fuel in the multifamily sector—regardless of household income—than in other sectors. About 42% of low-income multifamily households use electricity as their main heating fuel, compared to 22% in 2 to 4 unit low-income multifamily and 22% in single-family low-income multifamily. The relative share of electric heat varies considerably for the low-income portion of the multifamily sector across MSAs, however. This is shown in Figure 10. The response “other” includes households that do not have heating equipment and, in San Francisco, 5% of low-income multifamily households that are heated with fuel oil.

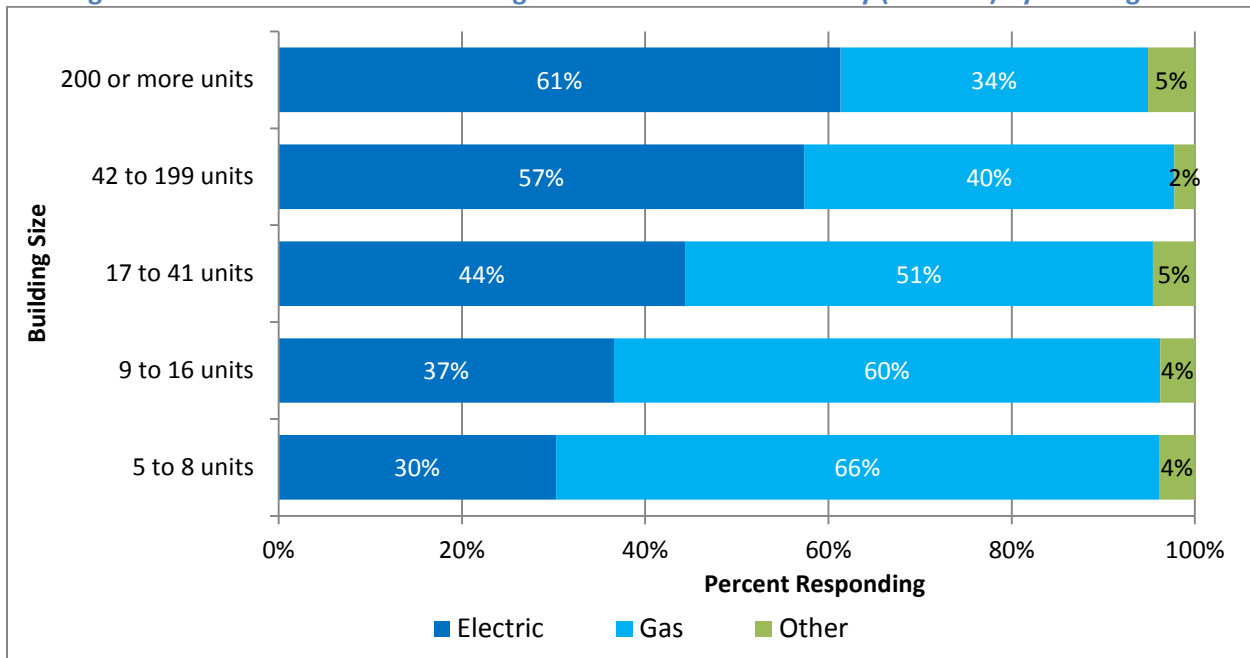
Figure 10. Main Fuel Used for Heating for Low-Income Multifamily (5+ Units) by MSA



Source: U.S. Census Bureau American Housing Survey 2011

The proportion of low-income multifamily households that use electricity as the main heating fuel also varies greatly by the size of the building and the vintage of the building in which the household resides. Figure 11 shows the main heating fuel of low-income multifamily households by building size. As the size of the building increases, the share of households heated by electricity increases substantially.

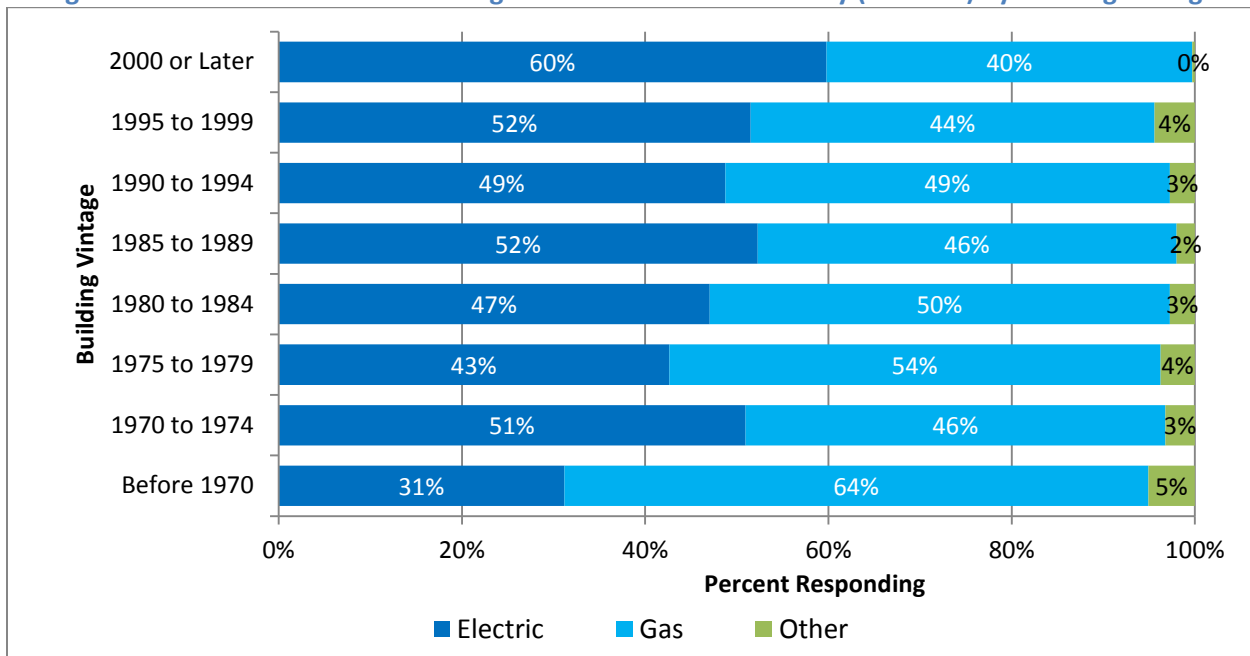
Figure 11. Main Fuel Used for Heating for Low-Income Multifamily (5+ Units) by Building Size



Source: U.S. Census Bureau American Housing Survey 2011

Figure 12 shows the main heating fuel of low-income multifamily households by building vintage. There is a tendency for newer buildings to use electricity in higher proportion than older buildings, though there is an anomalous bump in electric heating among buildings built between 1970 and 1974.

Figure 12. Main Fuel Used for Heating for Low-Income Multifamily (5+ Units) by Building Vintage



Source: U.S. Census Bureau American Housing Survey 2011

For an estimate of equipment vintage, we used results of the 2009 RECS. Those data indicate that, for the Western Census Region, among low-income multifamily households, 40% of households have heating equipment that is 20 years old or older. Those proportions are not equivalent by heating fuel type, however. Forty-nine percent of low-income multifamily households with gas heat have equipment that is 20 years old or older; only 32% of low-income multifamily households with electric heat have equipment as old as 20 years or more.

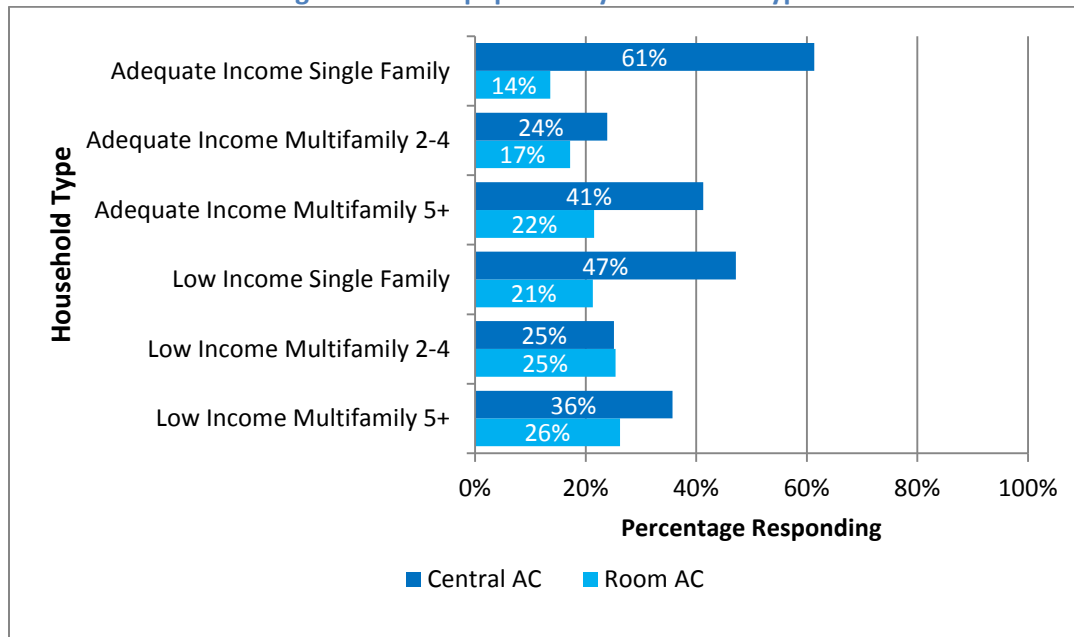
Looking at building vintages, another pattern emerges. In buildings built in 1960 or before, 37% of low-income multifamily households have heating equipment that is 20 years old or older. Many of these buildings have had equipment replaced in the lifetime of the building. In buildings built after 1960 and before 1991, 55% of households live in buildings with heating equipment older than 20 years.

Figuring that 77% of low-income multifamily households have either forced-air furnaces or pipeless wall furnaces, and that 40% of households have heating equipment that is 20 years old or older, about 362,000 households among the IOU's low-income multifamily customers are estimated to have heating equipment that is 20 years old or older. Of these, approximately 216,000 are forced air furnace systems and 146,000 are pipeless wall furnaces. It is difficult to accurately assess the number of *systems* represented among households with forced air systems because these furnaces can serve numerous households. We estimated an average of 10 households per building housing low-income multifamily households. This implies that the 216,000 households with furnace equipment at the end of its effective useful life reside within about 21,600 buildings. At a cost of between \$1,037 and \$1,621 per furnace, this implies a replacement cost of \$28.7 million to replace the forced-air units that are past the end of their effective useful lives.

Cooling Equipment

Figure 13 shows the percentage of respondents, organized by household type, who have central air conditioning or room air conditioning. As a reminder, these data are only from customers living within the eight MSAs included in the 2011 AHS survey, which do not include some hot Central Valley communities of Fresno or Stockton. While the differences across types are not dramatic, single-family units are more likely to have Central AC regardless of income. Among households living in multifamily buildings with five or more units low-income households are only slightly less likely than adequate-income households to have AC, though the mix of equipment is different with more room AC and less central AC.

Figure 13. AC Equipment by Household Type¹

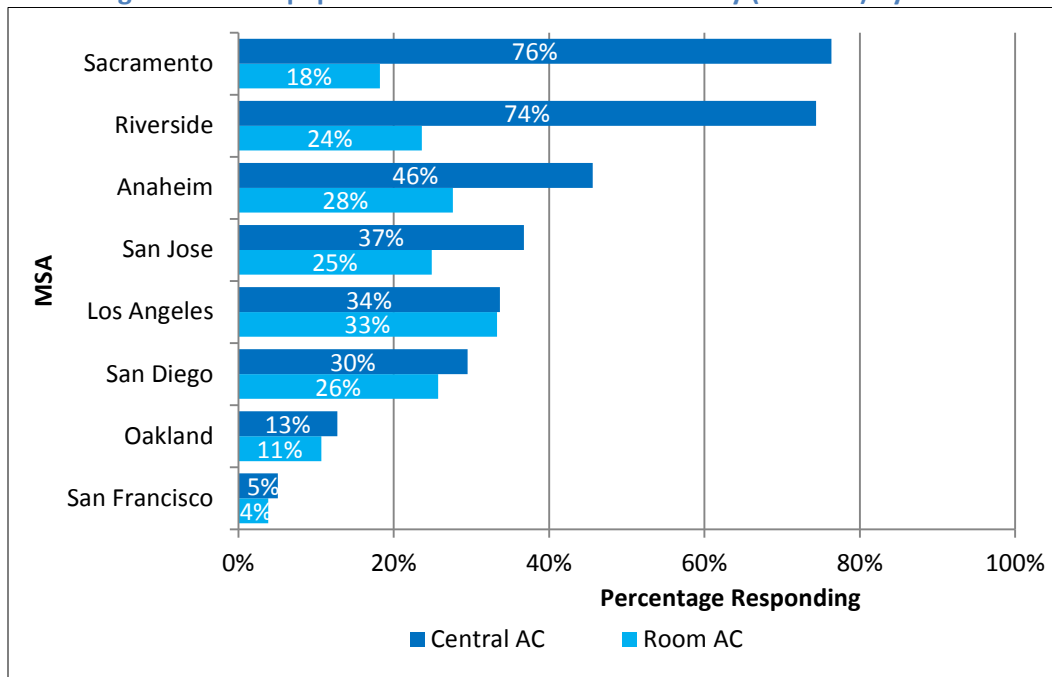


Source: U.S. Census Bureau American Housing Survey 2011

1. Figure shows the percentage of total households that have either room or central AC.

Not surprisingly, a strong factor in determining whether low-income multifamily households have AC is the climate in which they reside. Among low-income households living in multifamily building with five or more units, the incidence of AC equipment varies widely by MSA. Figure 14 shows the percentage of low-income multifamily households in buildings with five or more units that have either room AC or CAC. Central AC use exceeds room AC use by more than 10% in the following MSAs: Sacramento, Riverside, Anaheim, and San Jose. Los Angeles and San Diego each exhibit smaller differences between room AC and central AC use. Oakland and San Francisco have relatively little AC use, due to the cooler Bay Area climate.

Figure 14. AC Equipment for Low-Income Multifamily (5+ Units) by MSA¹

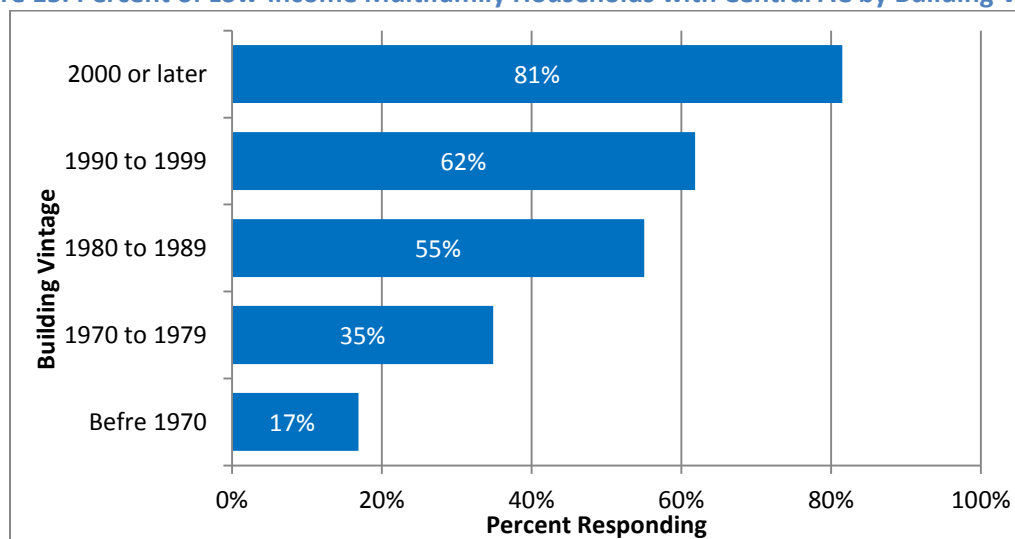


Source: U.S. Census Bureau American Housing Survey 2011

1. Figure shows the percentage of total households that have either room or central AC.

Having a central AC system is strongly correlated with the age of the building, as shown in Figure 15. Among low-income multifamily households, 81% percent of buildings that were built since 2000 have central AC. In buildings built between 1990 and 2000, 62% have central AC. Only 17% of buildings built before 1970, however, have central AC.

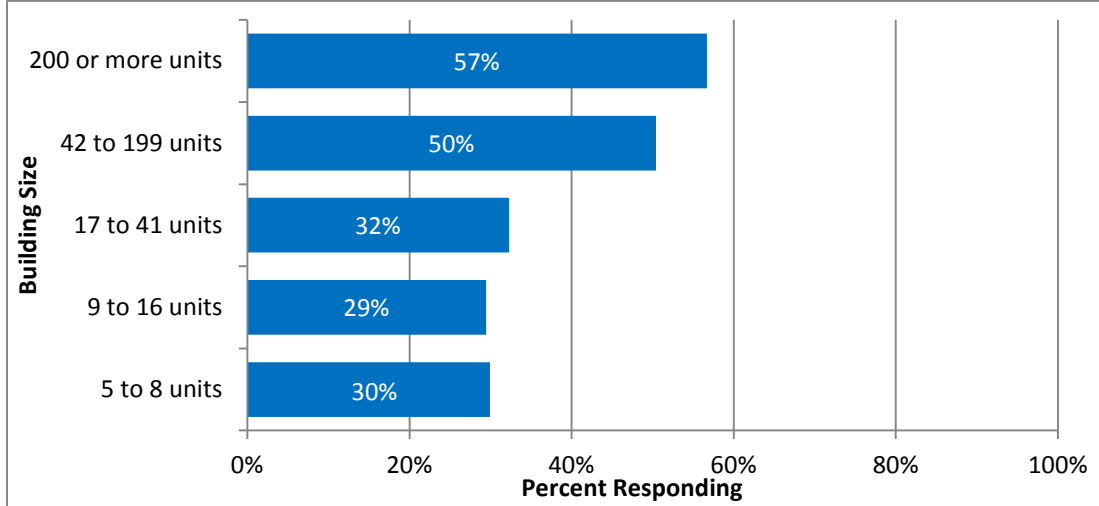
Figure 15. Percent of Low-Income Multifamily Households with Central AC by Building Vintage



Source: U.S. Census Bureau American Housing Survey 2011

Larger buildings are also more likely to have central AC. Figure 16 shows that, especially in the largest two quintiles of building size, i.e. above 42 units, central AC is more common.

Figure 16. Percent of Low-Income Multifamily Households with Central AC by Building Size

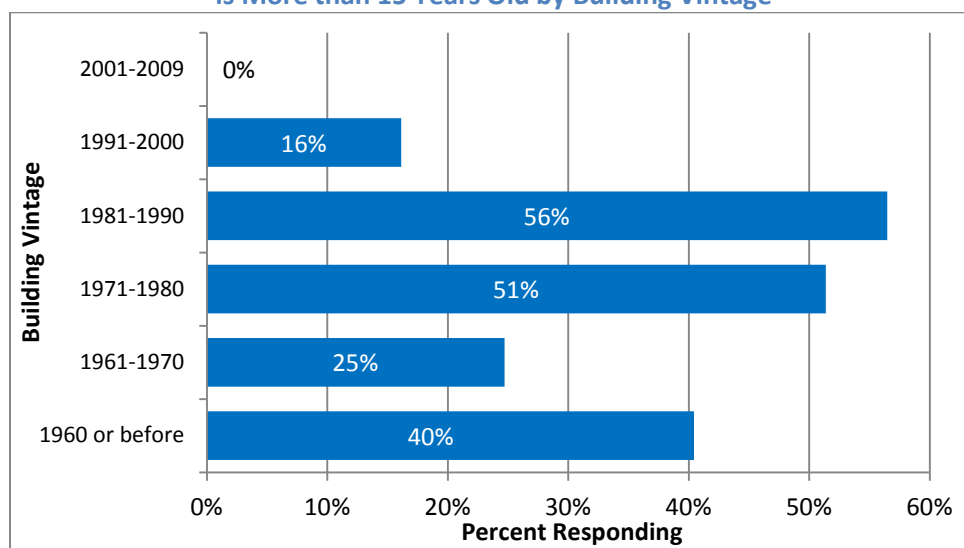


Source: U.S. Census Bureau American Housing Survey 2011

For an estimate of equipment vintage, we again used results of the 2009 RECS. Those data indicate that, for the Western Census Region, among low-income multifamily households *that have central AC equipment*, 34% of households have units that are 15 years old or older, with 28% having equipment that is 20 years or older. We note that this is nearly the same percentage found among multifamily households with adequate income (35% > 15 years old; 24% > 20 years old).

Considering building vintage, we can see the effects of equipment life on the proportion of older central AC units. As Figure 17 shows, significant numbers of buildings built in 1960 or before have equipment that is aging, having gone through two and possibly three replacement cycles. Buildings built between 1961 and 1970 are at a lower point in the replacement cycle. The highest percentage of older equipment is in buildings build between 1971 and 1990.

Figure 17. Percentage of Low-Income Multifamily Households with Central AC Having Equipment that is More than 15 Years Old by Building Vintage



Source: Energy Information Administration 2009 RECS Survey

Combining the estimate that 36% of low-income multifamily households have central AC, with the estimate that 28% of households have central AC equipment that is 20 years old or older, implies that about 118,500 *households* are cooled by central AC equipment that is 20 years old or older. It is difficult to accurately assess the number of *systems* this represents but a ratio of three households per system—representing between 2,112 and 2,979 total square feet of living space, on average—yields 39,500 central AC systems that are 20 years old or older.

If the analysis is narrowed to only climate zones where energy savings are greatest from AC upgrades, our estimate of the number of central AC units at the end of their useful lives is reduced. For instance, PG&E only provides AC tune-ups and replacement in climate zones 11, 12, and 13. There are about 120,000 low-income multifamily households in these climate zones that are PG&E customers. If, as in the Sacramento MSA (see Figure 14), about 75% of households have central AC, and if 28% of those households have equipment that is 20 years old or older, then approximately 25,200 households in these climate zones are cooled by central AC equipment that is 20 years old or older. Applying the ratio of 3 households per system, that suggests about 8,400 systems that are at or beyond their effective useful lives. SCE has provided AC tune-ups and replacement primarily in climate zones 14 and 15, in which they have approximately 28,000 low income multifamily customers. Applying the proportion of central AC equipment from Figure 14 for the Riverside MSA, 74%, and the region-wide of equipment that is 20 years old or older, we estimate 5,800 multifamily households and 2,000 units that are cooled by central AC equipment that is 20 years old or older. SCG and SDG&E did not replace central AC equipment.

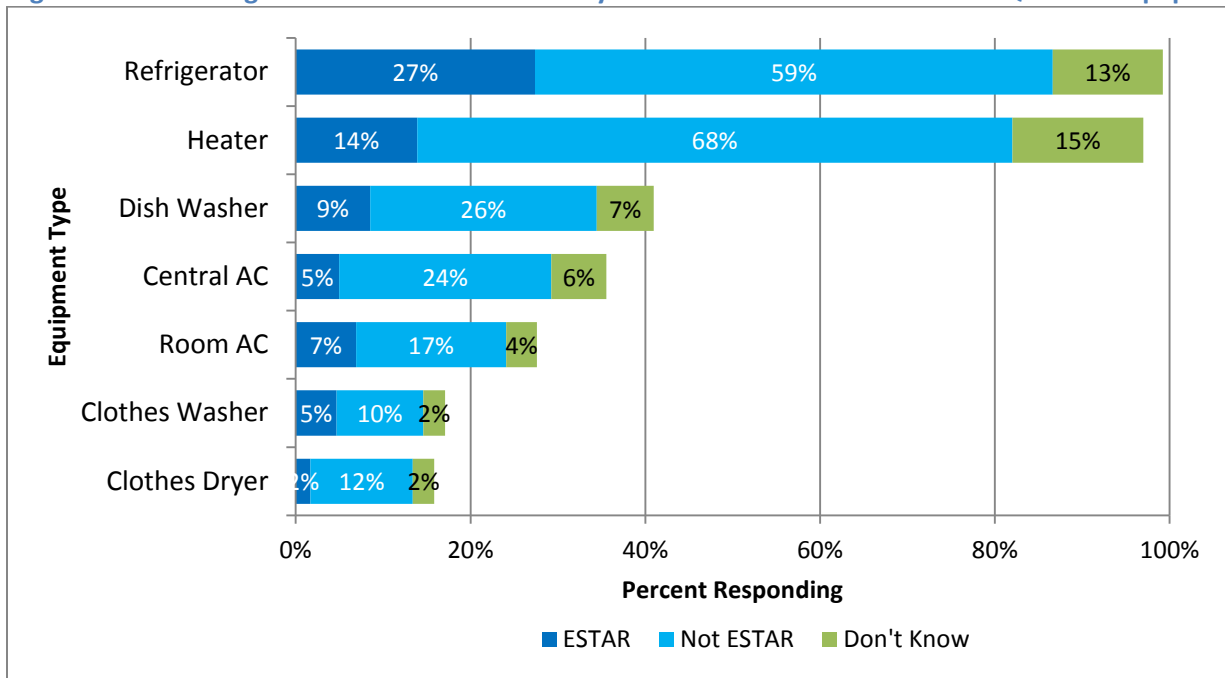
In PY 2012, only SCE replaced central AC systems or compressors in multifamily households through the ESA program, replacing either the condenser or the package at 110 sites and heat pumps at 34 sites, for

an average unit cost of \$2,761. Thus, very roughly, it would cost \$23.2 million to replace all PG&E low-income multifamily units 20 years old or older, and \$5.5 million to replace all SCE units.

Appliances

The AHS captures the percentage of ENERGY STAR rated appliances compared to regular efficiency appliances. Figure 18 shows both the saturation of major measures and the proportion of each that low-income multifamily households report are ENERGY STAR qualified. In this figure, the total length of each bar represents the saturation of the equipment in low-income multifamily households. Each bar is divided into the proportion of households that has Energy Star qualified equipment, the proportion that does not have this equipment, and the proportion that does not know. Twenty-eight percent (27%) of low-income multifamily households *that have a refrigerator* report they have an ENERGY STAR qualified unit. Ninety-nine percent of households have a refrigerator. The percentage of ENERGY STAR equipment is similar for clothes washers (among households that have a clothes washer, 27% are ENERGY STAR), room AC (among households that have room AC, 25% are ENERGY STAR), and dishwashers (21% are ENERGY STAR in the households that have dishwashers).

Figure 18. Percentage of Low-Income Multifamily Households with ENERGY STAR Qualified Equipment



Source: U.S. Census Bureau American Housing Survey 2011

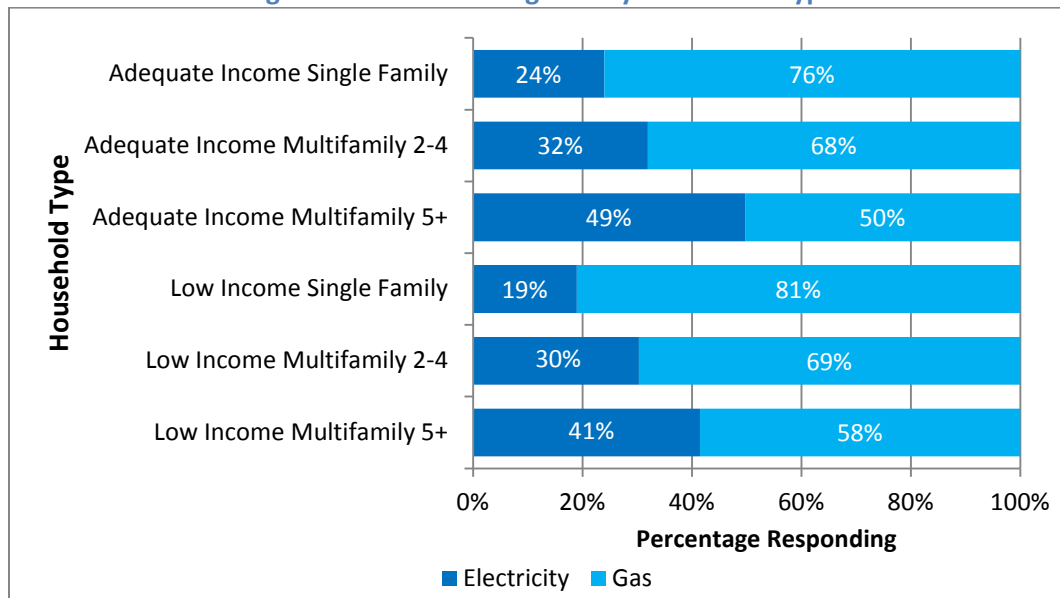
The 2009 RECS data indicate that for the Western Census Region, among low-income multifamily households, about 27% of refrigerators 10 years old or older, with 8% that are 15 years old or older. This compares to 24% of refrigerators 10 years old or older among multifamily households with adequate income, with 8% that are 15 years old or older. Applying these percentages to the number of low-income multifamily households, we estimate that roughly 94,000 low-income multifamily households have refrigerators 15 years old or older. Based on ESA program measure costs for PY 2012 it costs

between \$574 and \$790 to replace a refrigerator through the program. Using the average price of \$694, it would cost \$65 million to replace all refrigerators that are 15 years old or older. In PY 2012, PG&E replaced 2,046 refrigerators in multifamily households through the ESA program; SCE replaced 1,889 and SCG&E replaced 340.

Fuel Use

In California's eight MSAs, multifamily households are more likely than single-family households to use electricity as the main cooking fuel. However, low-income multifamily households with five or more units are more likely to use gas for the main cooking fuel (58%) than are adequate-income multifamily households with five or more units (50%). Figure 19 provides a comparison of the main cooking fuel used by the different household types.

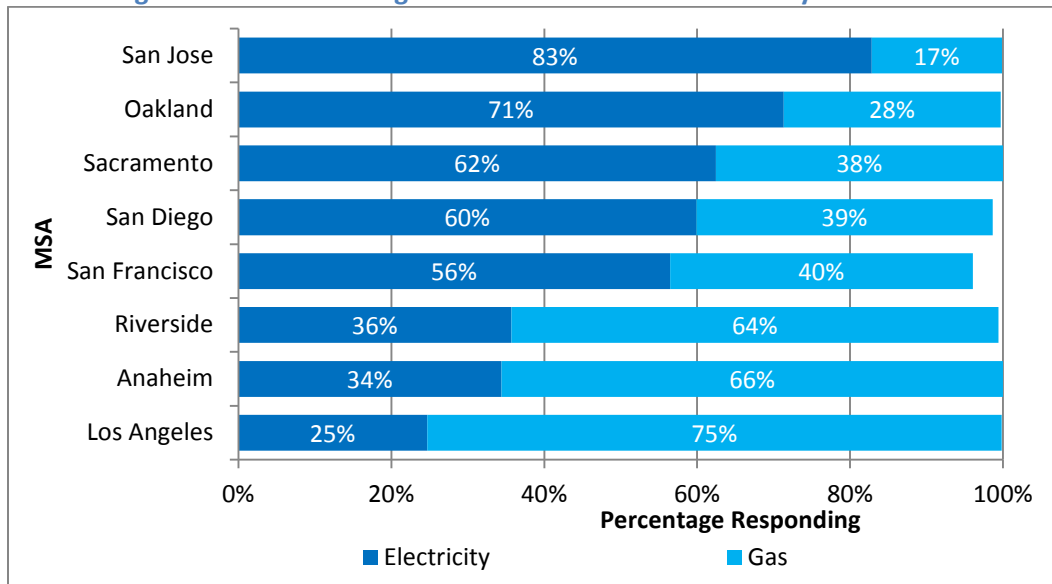
Figure 19. Main Cooking Fuel by Household Type



Source: U.S. Census Bureau American Housing Survey 2011

Figure 20 shows the main cooking fuel for low-income multifamily households, organized by MSA.

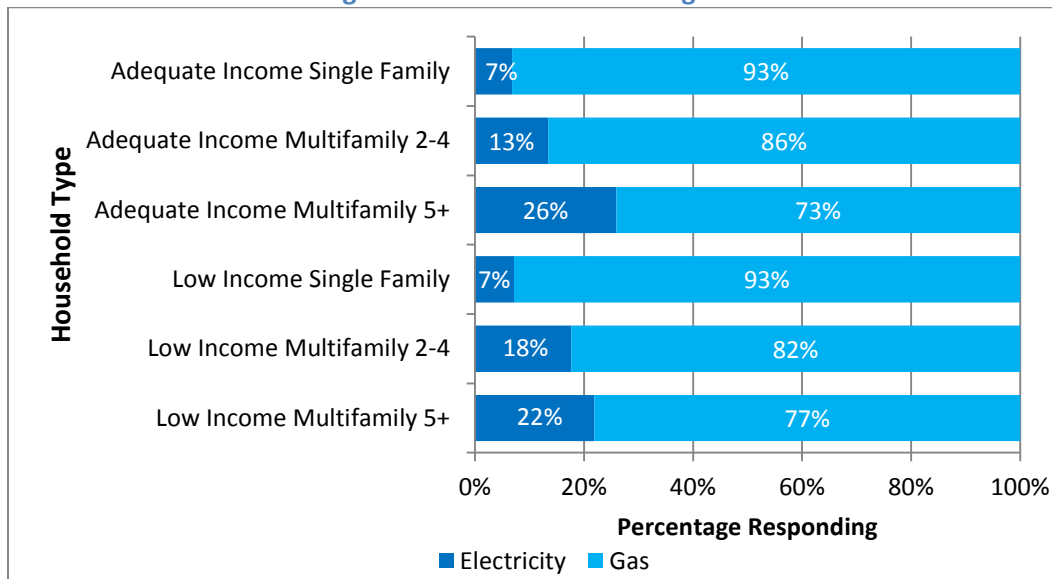
Figure 20. Main Cooking Fuel for Low-Income Multifamily Households



Source: U.S. Census Bureau American Housing Survey 2011

Figure 21 provides a comparison of the main water heating fuel, organized by household type. The survey does not indicate whether the water heating system among multifamily residences is a centralized or an in-unit system. All households within multifamily buildings are more likely to heat water with electricity than are single-family households. The AHS data do not provide data on whether water heating systems are for single or multiple units. The 2009 RECS data for the western census region indicate that 50% of low-income multifamily households share water heating equipment with other “apartments, condos, households, businesses, or farm buildings.”

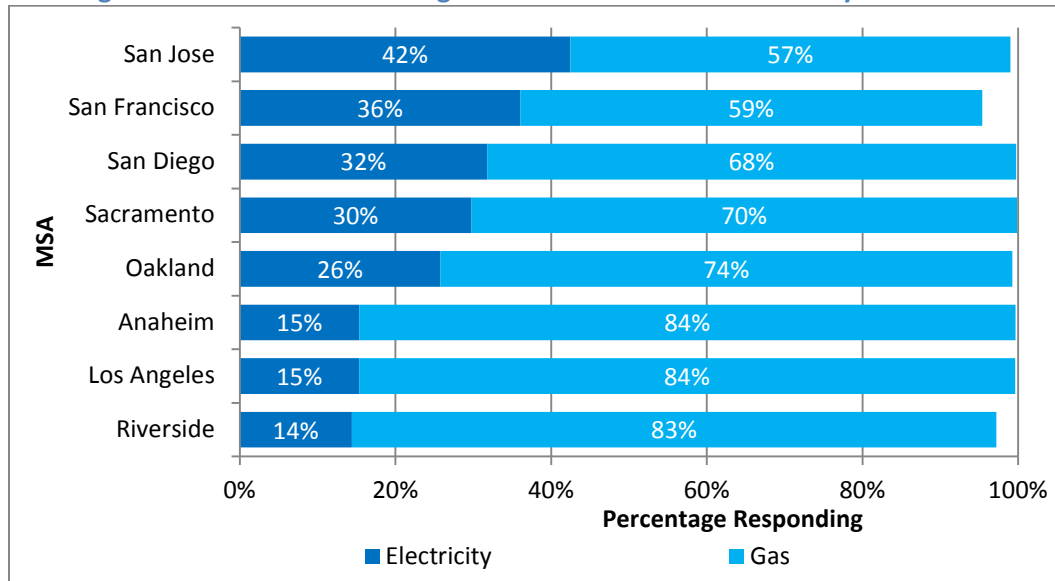
Figure 21. Main Water Heating Fuel



Source: U.S. Census Bureau American Housing Survey 2011

The main water heating fuels for low-income multifamily households, organized by MSA, are shown in Figure 22. Again, between the various areas, there is a large difference in the proportion of households that heat with electricity (the highest is San Jose and the lowest is Riverside).

Figure 22. Main Water Heating Fuel for Low-Income Multifamily Households

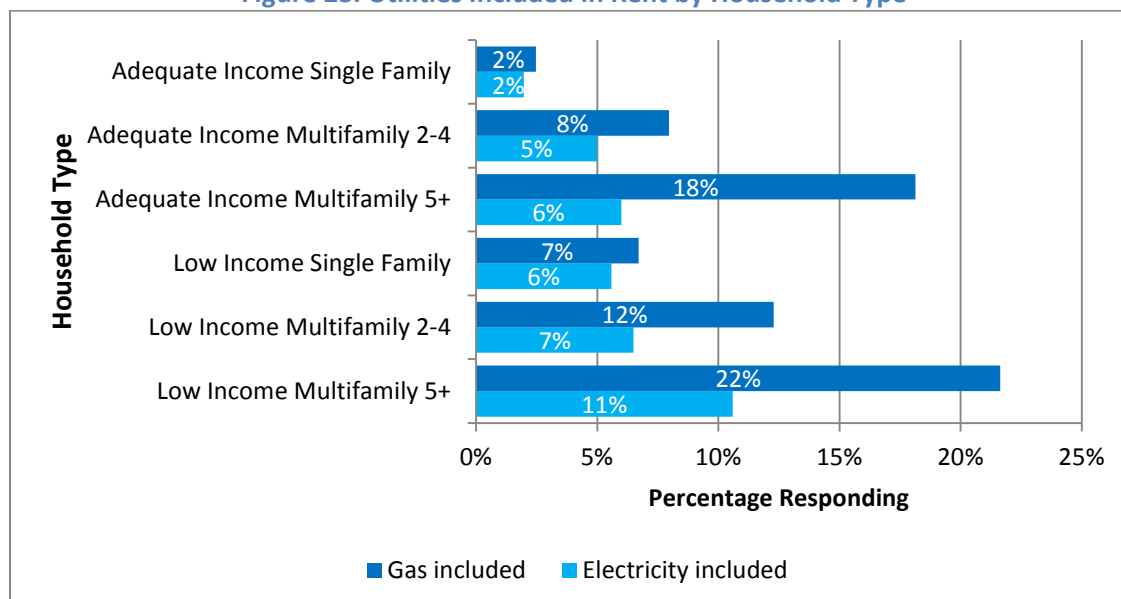


Source: U.S. Census Bureau American Housing Survey 2011

Utilities

Figure 23 shows the percentage of units, organized by household type, for which the utility costs are included in the rent. Although still a small percentage of the total, the low-income multifamily household is the most likely to have utility costs included.

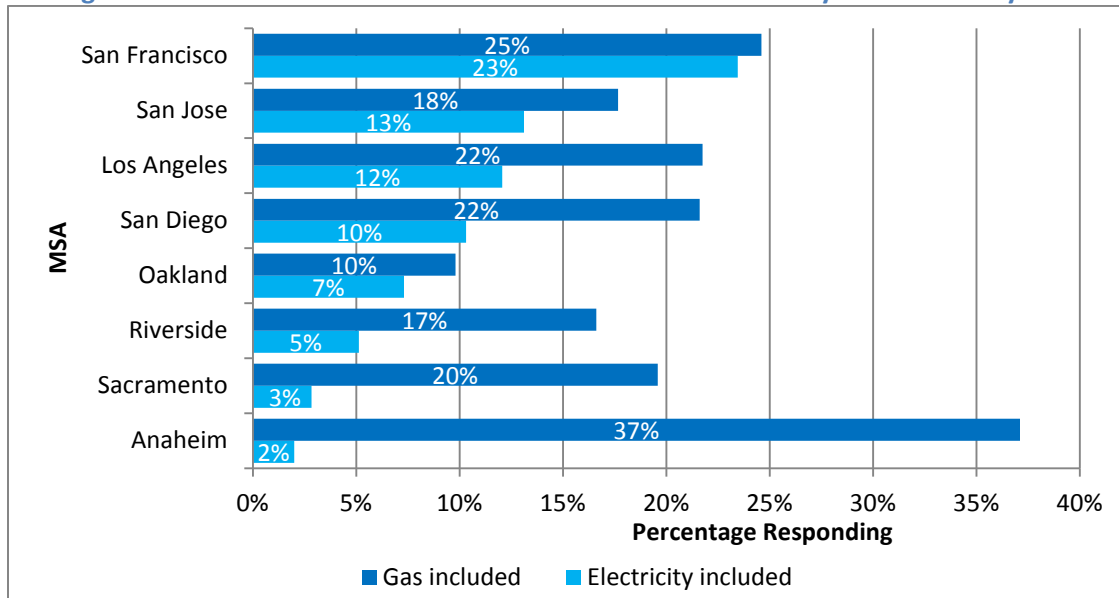
Figure 23. Utilities Included in Rent by Household Type



Source: U.S. Census Bureau American Housing Survey 2011

Figure 24 shows the percentage of units for which utility costs are included in the rent. Again, there are very significant differences from the highest to the lowest percentage MSA. For instance, roughly a quarter of low-income multifamily households in San Francisco have either gas or electricity or both included in their rent.

Figure 24. Utilities Included in Rent for Low-Income Multifamily Households by MSA

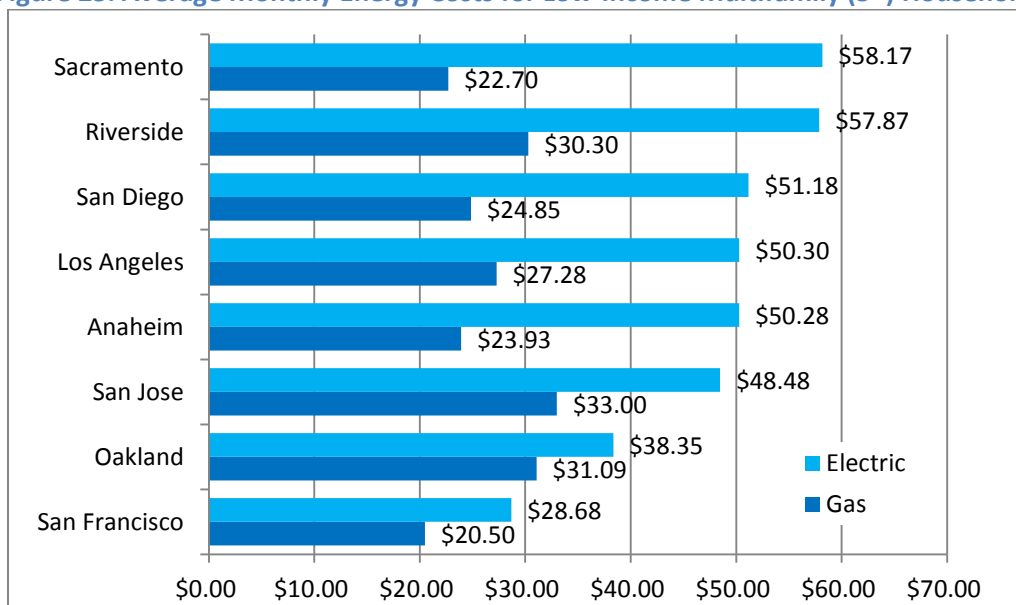


Source: U.S. Census Bureau American Housing Survey 2011

Figure 25 shows the 2011 average monthly energy cost of utilities for low- and adequate-income multifamily households, where the cost of utilities are not included in the rent. Utility costs are respondent reported values.²⁰ Note that these reported energy costs would reflect the CARE rate for respondents who receive that rate. The data does not indicate whether or not a respondent is on the CARE rate.

²⁰ The AHS Codebook indicates, “Respondents are asked to state their average monthly costs based on the last 12 months. If the respondent does not know the exact cost, the interviewer accepts an estimate, probing as necessary to obtain the estimate.” U.S. Department of Housing & Urban Development, Office of Policy Development & Research. March 2013. “Codebook for the American Housing Survey, Public Use File: 1997-2011” P. 634.

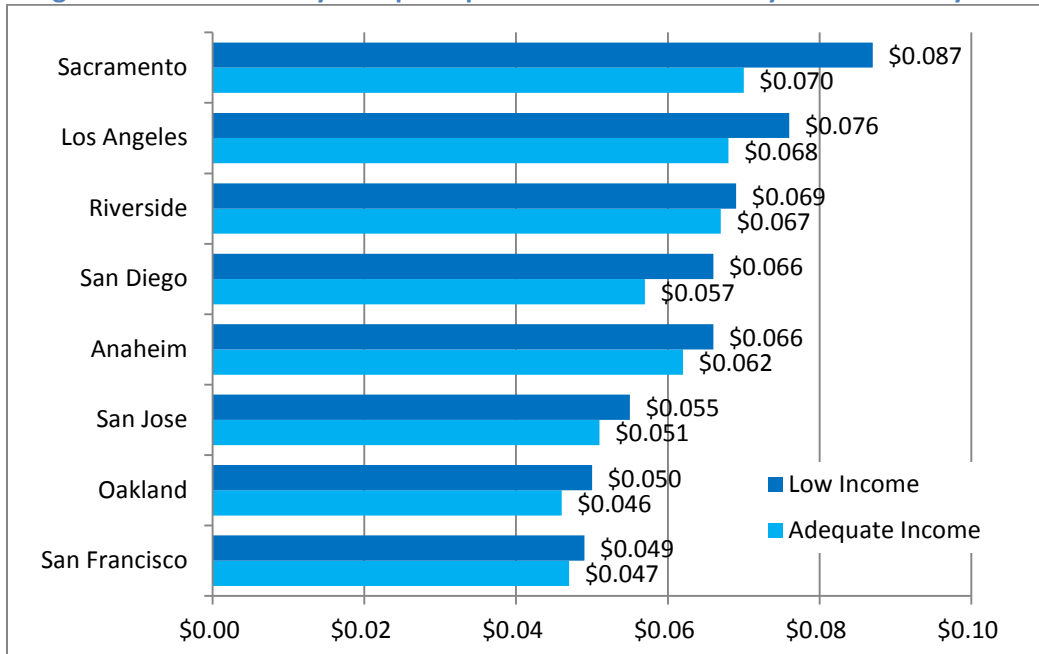
Figure 25. Average Monthly Energy Costs for Low-Income Multifamily (5+) Households



Source: U.S. Census Bureau American Housing Survey 2011

Although low-income households pay a lower total cost than adequate income households across nearly all MSAs, their cost per square foot of living space is higher. For instance, in Los Angeles, low-income multifamily households pay \$50.30 per month for electricity, on average compared to \$58.46 for adequate income multifamily households. But low-income multifamily households pay more for electricity per square foot: \$0.076 compared to \$0.068. Figure 26 shows a comparison of electricity costs per square foot of living space, by income level and MSA.

Figure 26. Electric Utility Cost per Square Foot for Multifamily Households by MSA



Source: U.S. Census Bureau American Housing Survey 2011

Based on estimates from the AHS survey, electric and gas utility costs consume 4% of household income, on average, among low-income multifamily households.²¹ Among multifamily households with adequate income, electric and gas utility costs consume 1% of household income.

ESA Program and MFEER Penetration into the Low-Income Multifamily Sector

SUMMARY OF KEY FINDINGS

The combination of census data and ESA Program participation data allows us to provide a high-level assessment of the the penetration of the program relative to the number of low-income multifamily households in a particular area. In this context, “penetration” refers to the rate of impact on the target sector (that is, the number of ESA Program participants per unit of geography).

We note that the actual goals of the program take into consideration characteristics that we have not been able to assess for this research. Among these are the number of households that do not meet a minimal criterion for receiving measures, or the number of households that are either resistant to participation or are not able to participate because, for instance, they cannot be present during an audit. Thus, the denominator for full participation from the program standpoint is a subset of total

²¹ These are median values. Included in this average are households that pay directly for either gas or electricity or both and that have positive household income.

households whereas what we present are the number of households that meet only the two criteria of income and building type.²²

Table 14 shows the number of program participants among low-income multifamily households during the program years 2007 to 2012, grouped into two periods and the average annual participation rate over the entire period. Going back six years of program participation by low-income multifamily households, spanning both LIEE and ESA Programs and including the years 2007 to 2012, we see that PG&E had 81,555 participants. Thus, approximately 21% of the total number of low-income multifamily households participated during this six-year period. SCE had 70,836 participants in the LIEEP and ESA Programs for a population we have estimated to be 335,484 in 2011, thus also reaching about 21% of all low-income multifamily households. SDG&E, with 48,381 participants, provided services to approximately 41% of total low-income multifamily households within their service territory. SCG had 80,289 participants over six years, providing services to approximately 12% of the total number of low-income multifamily households. Note that for each utility, the second half of the period saw a dramatic increase in participation.

Table 15. Rate of LIEE and ESA Program Participation among Low-Income Multifamily Households PY 2007 to PY 2012

Utility	Estimated Low-Income Multifamily Households	Number of Participating Households PY 2007 to PY 2009 (LIEE)	Number of Participating Households PY 2010 to PY 2012 (ESA)	Average Annual Participation PY 2007 to PY 2012
PG&E	388,825	22,678	58,877	13,593
SCE	335,484	5,061	65,775	11,806
SCG	657,305	15,779	64,510	13,382
SDG&E	116,904	15,711	32,670	8,064

REGRESSION MODEL OF ESA PROGRAM MULTIFAMILY PENETRATION

To better understand the penetration of the ESA Program into the low-income multifamily sector, Cadmus conducted a regression analysis of census tract data. The team wanted to understand any factors affecting the rate of program penetration. If program delivery is uniform across the state, we would expect a simple—and, ideally—linear relationship between the number of eligible multifamily households and the number of participating multifamily households. Significant parameter values on additional predictor variables related to socio-demographics would indicate that these factors either increase or decrease the rate of program penetration.

²² For a discussion of the adjustments to program eligible households, see for instance PG&E May 16, 2011, “Testimony in Support of Application for the 2012, 2013, and 2014 Energy Savings Assistance Program and the California Alternative Rates for Energy Program.”

We predicted ESA Program participation in each census tract based on:

- The number of low-income multifamily households
- Median income
- Number of multifamily households
- Total black or African American population
- Total Hispanic population
- Total “other” population
- Total LEP population

A complete discussion of this modeling effort is presented in Appendix E. Estimation of ESA Program and MFEER Penetration into the Low-Income Multifamily Sector. Here, we summarize our findings.

As expected, the ESA Program has a higher rate of program penetration where there are more low-income multifamily households. The increase in ESA Program participation does not keep up with increases in low-income multifamily households, however, and high concentrations of low-income multifamily households tend to be served at a lower rate of penetration than lower concentrations. In other words, ESA Program participation goes up with a rise in the number of LIMF households, but the percentage of low-income multifamily households served tends to go down.

With respect to income, ESA Program participation goes down as the median income of a census tract goes up. In fact, a doubling of income yields about a quartering of ESA Program participants, all else being equal comparing one census tract to another. Again, this relationship is in the expected direction and shows the keen sensitivity of ESA Program penetration to income. Because the effect of income exists even controlling for the number of low-income multifamily households, it suggests that where these households exist among more-affluent households, they are less likely to participate in the program. In other words, if two census tracts had the same number of low-income multifamily households but in one tract the median income was higher, we would expect the rate of participation to be lower.

Our model found no strong evidence that racial or ethnic identity is associated with increased ESA Program participation, though for some utilities a weak relationship exists. We did identify a relationship suggesting that areas with higher numbers of limited English proficiency households have higher participation rates in the ESA Program.

Thus, our regression model does not identify any strong factors related to the uniformity of participation in the ESA program other than what is expected, the number of low-income multifamily households, with the one exception of the relative economic affluence of the area where the households are located. Where low-income multifamily households are situated among more affluent households, their rate of participation is lower.

Measures Installed in Multifamily Housing through the ESA Program and MFEER

SUMMARY OF KEY FINDINGS

In this section, Cadmus reports on the number of measures installed in low-income multifamily households through the ESA Program, by utility and climate zone. One goal of our research was to identify missed opportunities for measure installation. Note that conducting a complete evaluation of missed opportunities would require a review of inspection data from participating households—and possibly site visits. Our approach is more aggregate and data-driven: we have counted the number of households receiving different categories of measures. We cannot say whether the average household received too much or too little of each measure, but we can say whether measures were delivered.

METHODOLOGY

To analyze the mix of measure across utilities and climate zones, Cadmus created a consolidated list of distinct measure names from each utility's participation data. We then mapped the names to these five categories that encompass all energy-saving measures:

- Appliances
- Envelope and air sealing
- Domestic hot water
- HVAC
- Lighting

All participants received an assessment and energy education.

We joined the measure category names to the measure-level participation data and then we linked them to the previously geocoded²³ participant records, thus, associating the participants with their climate zones.²⁴

ESA PROGRAM MEASURES FOR MULTIFAMILY HOUSING

For the years from 2009 through 2011, Table 16 shows the number of ESA Program participants living in multifamily housing and the percentage of participants receiving measures within five measure categories.

²³ Geocoding converts a street addresses to latitude and longitude coordinate points. Two separate geocoders were used. The first pass used the ESRI StreetMap North America road data. A second pass used the ArcGIS Online geocoder for addresses that were geocoded to a ZCTA centroid or could not be geocoded during the first pass.

²⁴ In the case of PG&E, because the measure-level data were provided separately, these were joined to the original participants, by address. Of the 59,259 original participant records, 125 could not be linked to the measure-level data.

- At PG&E and SDG&E, more than 70% of MF participants received measures in the categories of envelope and air sealing and domestic hot water.
- SCG did not distribute lighting measures because it is a gas only utility, but more than 90% of MF participants received envelope and air sealing and domestic hot water measures.
- Of SCE MF participants, 18% received appliances (specifically, refrigerators)
- PG&E distributed microwave ovens to 1% of MF participants and refrigerators to 13% of MF participants.²⁵
- At SDG&E, for example, 3% of participants received microwaves and 6% received refrigerators.
- Approximately 22% of SCE’s program MF participants received energy saving measures.

Table 16. Percentage of Participating Multifamily Households Receiving ESA Program Measures

Utility	Participants	Appliance	Envelope and Air Sealing	Domestic Hot Water	HVAC	Lighting
PG&E	58,877	14%	82%	84%	1%	14%
SCE	65,775	18%	2%	0%	1%	1%
SCG	64,510	0.1%	92%	98%	3%	0%
SDG&E	32,670	14%	75%	73%	10%	2%

At PG&E and SDG&E, significant numbers of multifamily participants received HVAC measures. As indicated in Table 17, the majority of HVAC measures installed through PG&E’s ESA Program were cooling measures. At SDG&E, about 11% of participants received heating equipment repair or replacement.

Table 17. Percentage of ESA Multifamily Program Participants Receiving HVAC Measures

Utility	HVAC Detail	Percentage Receiving Measures
PG&E	CAC repair/replacement	7%
PG&E	Air Infiltration	<0.5%
PG&E	Furnace repair/replacement	<0.5%
SCE	CAC repair/replacement	1%
SCE	Evaporative cooler	<0.5%
SCE	Heat pump	<0.5%
SCE	RAC	<0.5%
SCE	Thermostat	<0.5%
SCG	FAU Stand Pilot/Change Out	<0.5%
SCG	Furnace Clean & Tune	1%

²⁵ For PG&E, microwave ovens were offered through a limited pilot in in 2009-2010, and were not offered in 2011. Microwaves are back in the program starting 2013 as a regular PG&E ESA program measure.

Utility	HVAC Detail	Percentage Receiving Measures
SCG	Furnace Repair/Replace	<0.5%
SDG&E	FAU Stand Pilot/Change Out	<0.5%
SDG&E	Furnace Clean & Tune	9%
SDG&E	Furnace Repair/Replace	11%
SDG&E	Central A/C Tune-up	<0.5%
SDG&E	Room A/C Replacement	2%

In a review of HVAC measures by weather zone, we noted the following.

- Although only a small percentage of SCE participants received HVAC equipment overall, sizeable percentages received cooling measures in climate zones 14 and 15. These are desert areas, most of which experience well over 2,000 cooling degree days. Some areas experiencing as much as 6,500 cooling degree days.
- PG&E's efforts were focused on cooling measures in climate zones 11, 12, 13, and 16, which are the only PG&E CZs for which AC is authorized.
- SDG&E's HVAC measures were primarily related to furnace repair and tune-up and were spread relatively evenly across the two primary climate zones within its utility territory.

ESA PROGRAM MEASURE COSTS

Table 17 shows the number of multifamily households for each utility participating in the ESA program during program year 2012, as well as the total costs for energy saving measures and the cost per participating household.²⁶

Table 18. ESA Program PY 2012 Participating Multifamily Households and Measure Costs

Utility	Multifamily Households	Measure Cost	Cost per Household
PG&E	19,723	\$8,283,942	\$420
SCE	13,839	\$2,158,019	\$156
SCG	17,897	\$3,925,482	\$219
SDG&E	10,009	\$2,878,598	\$288

Table 18 shows the minimum and maximum cost per unit that utilities spent to install measures through the ESA program. Where only one utility offered a measure the minimum and maximum values are equal. The maximum value for envelope and air sealing measures, \$8,014, comes from SCE and is the

²⁶ These include the installed cost of measures but not costs for outreach and assessment or in-home education. They also do not include administration costs.

cost for treating a whole building, whereas the other utilities provided a household value close to the minimum reported value of \$133.

Table 19. Summary of ESA Program Unit Measure Costs for All Utilities

Measure	Minimum Cost Per Unit	Maximum Cost Per Unit
Heating Systems		
Furnaces	\$1,037	\$1,621
Forced Air Unit Standing Pilot Change Out	\$284	\$329
Furnace Clean and Tune	\$59	\$68
Cooling Measures		
A/C Replacement - Room	\$720	\$1,017
A/C Replacement - Central	\$3,199	\$3,199
A/C Tune-up - Central	\$216	\$216
Heat Pump	\$3,294	\$3,294
Infiltration & Space Conditioning		
Envelope and Air Sealing Measures	\$133	\$8,014
Duct Sealing	\$194	\$359
Attic Insulation	\$749	\$786
Water Heating Measures		
Water Heater Conservation Measures	\$46	\$83
Water Heater Replacement - Gas	\$892	\$1,243
Thermostatic Shower Valve	\$7	\$20
Lighting Measures		
CFLs	\$5	\$7
Interior Hard wired CFL fixtures	\$72	\$79
Exterior Hard wired CFL fixtures		
Torchiere	\$50	\$101
LED Night Lights	\$133	\$133
Appliances		
Refrigerators -Primary	\$574	\$790
Microwave	\$80	\$90
Thermostatic Shower Valve	\$20	\$62
LED Night Lights	\$3	\$3
Occupancy Sensor	\$52	\$52
High Efficiency Clothes Washer	\$629	\$750

Measures Installed Through the MFEER Program

Based on matching street addresses, about 6% of MFEER street addresses match ESA Program addresses. MFEER may benefit low-income households that are not ESA Program participants; however, from the data we have reviewed, it is difficult to discern the portion of benefit accruing to tenants. Also, given the differences in the program design and target markets (e.g., for MFEER the building is targeted

and the contractors are given incentives for specific measure installations whereas for the ESA Program, the low-income customer is targeted, and the unit is treated for “all” feasible measures). In addition, the programs are driven by different overall goals; for example, the MFEER program pursues kWh goals, whereas the ESA Program pursues a “homes treated” goal. Not, surprisingly, such programmatic goals will drive marketing and outreach strategies for the two programs.

Across all MFEER participating properties, the measures installed tended to be homogeneous for a given utility.

- In SCE’s territory, 98% of measures installed through MFEER were lighting, and approximately 45% of these were interior CFL fixtures. The remaining measures were either exterior CFL fixtures or T-8 fixtures, and we would expect savings benefits from these measures to go to property owners. At the same time, in some cases, the tenants may benefit from non-savings benefits such as safety if common areas are well-lit.
- At SCG, 95% of MFEER measures were shell measures, which would benefit tenants insofar as they pay for the cost of heating and cooling their units. Similarly, tenants may benefit from comfort related benefits resulting from the MFEER program.
- At SDG&E, 72% of measures were lighting and 25% were water heating. Again, the property owners and tenants may receive slightly different benefits from the MFEER program with the property owners more likely to benefit from the kWh savings associated with MFEER.
- PG&E had the most diverse distribution of measure installations: 69% were for lighting, 16% were appliances, and 10% were hot water.

The Number of Buildings Housing Low-Income Multifamily Households

Our data do not provide clear evidence of the number of buildings within which low-income multifamily households reside. Census data is organized around individuals and households, not buildings. Results provide information about the number of units in the buildings within which respondents reside but no information about the percentage of units in each building that are inhabited by low-income households. We can provide a rough estimate of the number of buildings that house low-income households if we assume an average proportion of households within each building that qualify as low-income.

From the 3-year ACS data we know that the distribution of households by building size is:

- 27% of households in buildings of 5 to 9 units
- 24% of households in buildings of 15 to 19 units
- 22% of households in buildings of 20 to 49 units
- 27% of households in buildings of 50 or more units

If we assume the midpoint of each size category is the average building size, we can divide the number of households living in each category by the midpoint to estimate the number of buildings.²⁷ For instance, of the 388,825 low-income multifamily households living in PG&E's territory, about 27% live in buildings with an average of 7 units. If all low-income families lived only with other low-income families, the following equation would provide an estimate of the total number of buildings.

$$(\text{Low-Income Multifamily Population} * \text{Percent in Size Category}) \div \text{Midpoint of Size Category}$$

Since that is not the case, the number of buildings housing *any* low-income multifamily households must be larger than the equation would imply. If we knew the average mixing ratio of low-income and adequate income households in multifamily buildings we could inflate to population accordingly. We do not have a good source of data on this ratio, however.

Table 19 shows an estimate of the number of buildings that house low-income multifamily households assuming a mixing ratio of 2/3, meaning that on average in buildings where low-income multifamily households reside, two-thirds of all households in the building are low-income. This estimate suggests there are approximately 38,196 buildings housing low-income multifamily households in PG&E's territory, 32,956 in SCE's territory, 11,484 in SDG&E's territory, and 64,570 in SCG's territory. The lower the mixing ratio, the more spread are low-income multifamily households across the multifamily buildings and thus the larger the number of buildings housing them. Thus, if the mixing ratio is ½ rather than 2/3, there are 50,928 buildings in PG&E's territory.

In this table we also estimate the number of market rate and rent assisted buildings. To arrive at this value we applied the statewide proportion of those two groups, broken out by building size, to the number of buildings in each size category for each utility.

²⁷ For the uppermost category we have estimated a midpoint of 74 units. This is based on a regression analysis conducted for the MFEER program evaluation.

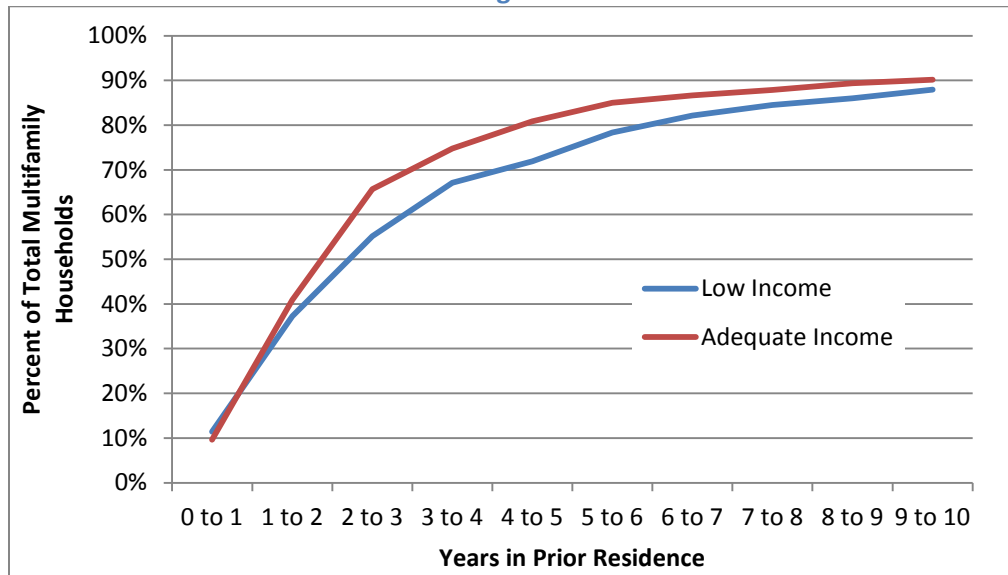
Table 20. Estimate of the Number of Low-Income Multifamily Buildings by Utility

Utility	Building Size	Percent of Multifamily Households	Low-Income Multifamily Households	Low-Income Multifamily Households and Neighbors	Buildings Housing Low-Income Multifamily Households	Low-Income Multifamily Rent Assisted Buildings	Low-Income Multifamily Market Rate Buildings
PG&E	5 to 9 Units	27%	106,810	160,215	22,888	4,903	17,985
	10 to 19 Units	24%	91,568	137,352	9,473	1,383	8,090
	20 to 49 Units	22%	85,114	127,671	3,701	686	3,015
	50 or More Units	27%	105,333	157,999	2,135	689	1,446
	Total	100%	388,825		38,196	7,660	30,537
SCE	5 to 9 Units	27%	92,157	138,236	19,748	4,230	5,138
	10 to 19 Units	24%	79,006	118,510	8,173	1,193	6,980
	20 to 49 Units	22%	73,437	110,156	3,193	592	2,601
	50 or More Units	27%	90,883	136,324	1,842	594	1,248
	Total	100%	335,484		32,956	6,609	15,967
SDG&E	5 to 9 Units	27%	32,114	48,170	6,881	1,474	5,407
	10 to 19 Units	24%	27,531	41,296	2,848	416	2,432
	20 to 49 Units	22%	25,590	38,385	1,113	206	907
	50 or More Units	27%	31,669	47,504	642	207	435
	Total	100%	116,904		11,484	2,303	9,181
SCG	5 to 9 Units	27%	180,562	270,843	38,692	8,288	30,404
	10 to 19 Units	24%	154,795	232,193	16,013	2,338	13,675
	20 to 49 Units	22%	143,884	215,826	6,256	1,160	5,096
	50 or More Units	27%	178,064	267,096	3,609	1,164	2,445
	Total	100%	657,305		64,570	12,949	51,621

Housing Unit Mobility Among Low-Income Multifamily Households

The AHS provides information about the rate at which households move from one housing unit to another. The survey collects information about the year the respondent moved into the current housing unit, and importantly, about the year the respondent had moved into the previous housing unit. The difference in years, plus one, is the maximum time a survey respondent could have spent living in the previous housing unit.²⁸ Figure 16 shows the cumulative distribution of households by the number of years living at the previous address. To help control for faulty memories, we limited our analysis to households that had moved into the current residence within the past five years. Both low income and adequate income sectors are represented. We note that low-income households remained in their previous unit slightly longer, on average. Nevertheless, within seven years, 82% of low-income multifamily households had moved from their prior residence into the current one.

Figure 27. Cumulative Distribution of Multifamily (5+) Households by the Number of Years Living at the Previous Address



Source: American Housing Survey

²⁸ For instance, if a respondent moved into the current unit in 2011 and into the previous unit in 2009, the difference in years is two; but, it is possible the respondent moved into the unit in January 2009 and moved out in December 2011. So, 3 years is the maximum time the respondent could have lived in the unit. For our purposes, this estimate will be precise enough. This analysis represents a simplification of housing unit mobility because households do not all remain intact as they move from one unit to another.

SECTION 4. SURVEYS AND INTERVIEWS

Surveys with Owners and Operators of Multifamily Buildings

OBJECTIVE

The survey with owners and operators of multifamily buildings with low-income tenants was conducted by phone and included building owners in all four IOU territories. Surveys were designed to collect information about the building characteristics including equipment, awareness of IOU energy efficiency programs, and decision making related to purchase and installation of energy efficient equipment. Respondents were asked about their perception of energy efficiency upgrades needed at their property, but, the survey was not intended to take the place of a comprehensive building audit.

METHODOLOGY

Sampling Plan

During the first public workshop held at the onset of this study, we discussed the characteristics of low-income multifamily housing to determine which were most important for the survey stratification. The research team, Study Team, and workshop attendees hypothesized there might be a difference in decision making practices within properties where tenants or owners received some rent assistance, such as Section 8 housing or other housing vouchers, and, properties that are “market rate” where there are no subsidies. In addition, we discussed potential differences in decision making and housing characteristics between housing units of different sizes.

Therefore the sampling plan for our survey of owners and operators of low-income multifamily properties, we used a two-dimensional design, two strata defined by market rate versus assisted housing and three strata defined by the size of the property management company operating a particular property. Table 20 shows an overview of the sampling plan and the number of surveys completed. The sampling plan for these surveys was designed to represent the population. Strata weights are described in the next sections.

Table 21. Overview of the Sampling Plan and Responses Achieved

Sector	Size	Planned Completes	Completed Interviews
Assisted	5 to 25 Units	50	2
	26 to 249 Units	50	14
	250 or More Units	50	35
Market	5 to 25 Units	50	36
	26 to 249 Units	50	26
	250 or More Units	50	11
Total		300	124 (73 market rate) (51 assisted housing)

Sector Strata

The *sector* strata differentiate between market rate housing and assisted housing. To target our survey to properties known to serve the limited income residential market, a list of properties that have received housing assistance provides certain access to appropriate respondents. Moreover, housing that has participated in assistance programs may be systematically different than housing that has not. We expect, however, that a sizeable portion of the multifamily housing market serving low-income households has participated in any assistance programs. To capture this sub-sector, a more general sample frame is needed. That was provided by a market rate stratum, i.e. reflecting buildings whose tenants pay the going rate and are not subsidized. Our goal was to complete 150 surveys in each stratum, for a total of 300 completed surveys.

Our sampling frame for the assisted housing stratum was a database built from lists of assisted living properties. We randomly sampled from the unique addresses in the database. Since some of the component lists contain household contact information, rather than property owner or manager contacts, we matched addresses with account information provided by the utilities, matching residential accounts with common area accounts for the same address. These common area accounts—for hall lighting, laundry facilities, etc.—provide contact information for the property owners and managers. For the market rate stratum, we drew entirely upon utility account information for common area accounts.

Size Strata

Decision-making about multifamily properties is closely related to the size of the companies that own and operate the properties. This was in evidence, for instance in results from the survey of multifamily property owners and managers conducted for the MFEER program process evaluation.²⁹ As expected, we found that larger companies were more difficult to collect information from in our survey. Yet larger companies manage far more properties than smaller ones. Thus, it was critical that our sample capture a cross section of company sizes.

As we contacted property owners and managers to screen for the survey, we asked them how many properties are managed by their company. Within each of the sub-sector strata, our plan was to complete surveys for each of three size strata until we reached a quota of 50, for a total of 150 completes across the three size strata. We defined the size strata to capture the smallest 45% of companies, the middle 45% of companies relative to size, and the largest 10% of companies. Based on research conducted for the MFEER process evaluation, these three categories represented companies managing no more than 25 units, more than 25 but less than 250 units, and 250 units or more.

²⁹ Eric Rambo and Linda Dethman. April 15, 2013. “2010-2012 PG&E and SCE Multifamily Energy Efficiency Rebate Program (MFEER) Process Evaluation and Market Characterization Study.” CALMAC # PGE301.01. Pp. 23-26.

Generalizing to the Population of Low-Income Multifamily Properties

To generalize to the entire population of properties, we used post-weighting of the results to account for the sample design. Weighting the results based on population proportions allows the combined estimate to accurately reflect the relative prevalence of the two sub-sectors. The sector weights are as shown in Table 21.

Table 22. Survey Weights

Sector	Sector Weight	Size	Design Weight by Size Strata	Combined Weight
Assisted	0.12	5 to 25 Units	0.45	0.054
		26 to 249 Units	0.45	0.054
		250 or More Units	0.10	0.012
Market	0.88	5 to 25 Units	0.45	0.396
		26 to 249 Units	0.45	0.396
		250 or More Units	0.10	0.088

The weight applied to the data is a multiplier for each response that renders the overall distribution of responses across the strata equal to the distribution in Table 21. For instance, in the assisted sector for buildings of 5 to 25 units we completed 2 surveys, which is 1.6% of the total number of completes (124). In the population, however, this group makes up 5.4%. So, the weight for each response in this category is $1.6/5.4 = 3.3$.

Methodology to Prepare Call Lists

Cadmus completed surveys with property owners and managers of affordable housing and market rate housing. These lists were provided or gathered from multiple sources.

Affordable Housing Sources

Cadmus utilized public sources to sample property owners and managers for the survey. These sources included participants in the US Department of Housing and Urban Development's (HUD) Section 8 rental subsidy program. We included property owners and managers in the Low Income Housing Tax Credit (LIHTC) program administered by the California Tax Credit Allocation Committee (CTCAC). These lists came from two sources; HUD and CTCAC. We included a list from the US Department of Agriculture for participants in the California Rural Development program. We received some sample records from CHPC with top key decision makers and included these. We merged the lists and determined there was overlap between them. Records were examined and many were removed to develop a list of properties.

Market Rate Sources

Cadmus utilized IOU customer data to compile a sample of property owners and managers for the survey. In order to identify building managers or owners, Cadmus used contact information from master or common-area meter accounts in buildings with at least one CARE recipient. In order to identify this intersection, Cadmus required both individual tenant records, with an identifier of CARE status, as well as common and master-meter account records.

The customer data provided to Cadmus varied by IOU. A brief description of each source is outlined below.

- SCG provided a dataset with both individual-unit and master or common-area meters. The dataset included a CARE flag for individual customers.
- PG&E did not provide a full customer dataset but did provide a list of their customers (addresses only) on the CARE rate. Cadmus used data from a 2011 MFEER study as a source for master and common-area meters.
- SCE provided individual customer records, including CARE rate flags. Cadmus used the 2011 study as a source for these.
- SDG&E provided data on master metered properties including whether or not these meters were on a CARE rate. They were not able to provide data on common area meters of multifamily buildings.

To most accurately match individual-unit addresses with building addresses, Cadmus ran every address record through a Graphical Information System (GIS), which returned a “matched address” for each record. This, in effect, stripped unit numbers and formatting differences from the address records, making them as consistent as possible. Using these “matched” addresses, Cadmus identified common-area or master-meter accounts in buildings with at least one CARE participant, and used these records as the dataset from which to sample. Identifying buildings with at least one CARE participant was intended to reduce the total number of records to those more likely to lead to low-income multifamily buildings.

The last steps involved in generating the market-rate sample involved filtering the remaining records to include only properties in the targeted census tracts (that is, census tracts identified as likely to have a large number of low-income households in multifamily buildings), removing contacts that were included in the subsidized housing (affordable housing) sample, and removing duplicate contacts from the remaining set. The de-duplication of records was achieved by standardizing the format of the contact phone numbers and randomly selecting one record from each group of distinct phone numbers. Finally, duplicate contact names were removed, first by exact matching and then by a review with human eyes.

The compilation of records from each IOU and the attrition of records as the sample frame was developed are shown in Table 22. We started with about 88,000 records. After removing as discussed above, about 5,300 market rate records were included in the final sample frame used in the full launch of survey data collection (Table 24).

Table 23. Market Rate Sample

Dataset	Count
Initial Dataset	
SCG common or master meters in buildings with a CARE recipient	3,701
PGE common meters in buildings with a CARE recipient	55,477
SCE common meters in buildings with a CARE recipient	28,243
SDGE CARE-flagged master meters	643
Total	88,064
Filters	
Filtering for missing or bad phone numbers	74,155
Filtering out affordable housing properties	71,805
Identify properties within targeted census tracts	8,891
Identify distinct (unique) phone numbers	5,562
Identify unique customer names	5,377
Sample Frame	5,377

Survey Administration Process

The survey process was difficult and experienced several roadblocks. During the pre-test we found that many of the properties were owned or managed by companies already contacted. Following the pre-test we removed properties with the same contact phone numbers and randomly selected one record from each group of distinct phone numbers. This accounted for over half of our original sample frame leaving fewer sample records. Table 23 and Table 24 provide more detail about the outcome of the records included in the sample frame. The sample frame includes both the market rate and affordable housing samples. During the pre-test phase, 34% of the 14,079 records were attempted. Some of the records dialed in the pre-test were found to be duplicates and were removed from the sample frame before the full launch of the study. The total records dialed on Table 24 represents the number of records dialed with the revised sample frame of 5,377 records.

Table 24. Sample Frame Attrition – Pre-Test

Pre-Test	Sample Frame	Number of Non-Final Records	Number of Records Finalized
Initial Number of Records	14,079		
Number of Records Attempted	4,821		
No Answer, Answering Machine, Phone Busy, Callback		3,362	
Non-Working Phones, Not Multifamily Property			635
Refusal and Terminate			537
Ineligible			246
Language Barrier			0
Complete in Pre-Test			41
Not Attempted		9,258	
Duplicates Removed			7,494

Table 25. Sample Frame Attrition – Full Launch

Full Launch	Sample Frame	Number of Non-Final Records	Number of Records Finalized
Sample Frame	5,377		
Removed duplicates manually	134		
Records Sent to Survey Subcontractor	5,243		
Number of Records Attempted	4,782		
No Answer, Answering Machine, Phone Busy, Callback		3,085	
Not Attempted		461	
Non-working Phones, Not Multifamily Property			968
Refusal and Terminate			224
Ineligible			333
Language Barrier			89
Complete in Full Launch			83
Total Number of Completed Surveys			124

Two issues were pervasive throughout the survey’s fielding period. The first was the number of outdated records. We found that some phone numbers did not belong to multifamily housing properties or were non-working numbers. This accounted for one-quarter of the remaining records attempted. The second issue was the difficulty reaching respondents. We found half of our calls did not result in reaching the intended property manager or owner because they were not available when the call was made. Together, these made it difficult to reach our intended survey goal.

The number of records that were ineligible contributed to a lower number of completed surveys. Some were ineligible to participate because they did not know or did not have low income tenants living on the property or any other properties in California. Some properties were ineligible for the research because their property did not have a single building with 5 or more units. All types of ineligible properties accounted for about 9% of the sample frame.

Over 10% of the calls ended when the respondent refused the survey. This was due to many reasons but one was that some property owners and managers were uncomfortable discussing the income level of their tenants. Table 25 shows the percentage of calls for each outcome.

Table 26. Final Survey Call Outcomes

	Percent of Total Sample Frame (N=14,079)	Percent of Attempted Sample Records (n=6,241 ¹)
Duplicates Removed From Sample Frame	54%	N/A
No Answer, Answering Machine, Phone Busy, Callback	23%	51%
Non-Working Phones, Not Multifamily Property	11%	24%

Refusal and Terminate	5%	12%
Ineligible	4%	9%
Language Barrier	1%	1%
Complete	1%	2%
1. This number includes all records attempted. Some of the non-final records attempted in the pre-test phase were removed from the sample frame in the full launch of survey data collection because they were duplicates.		

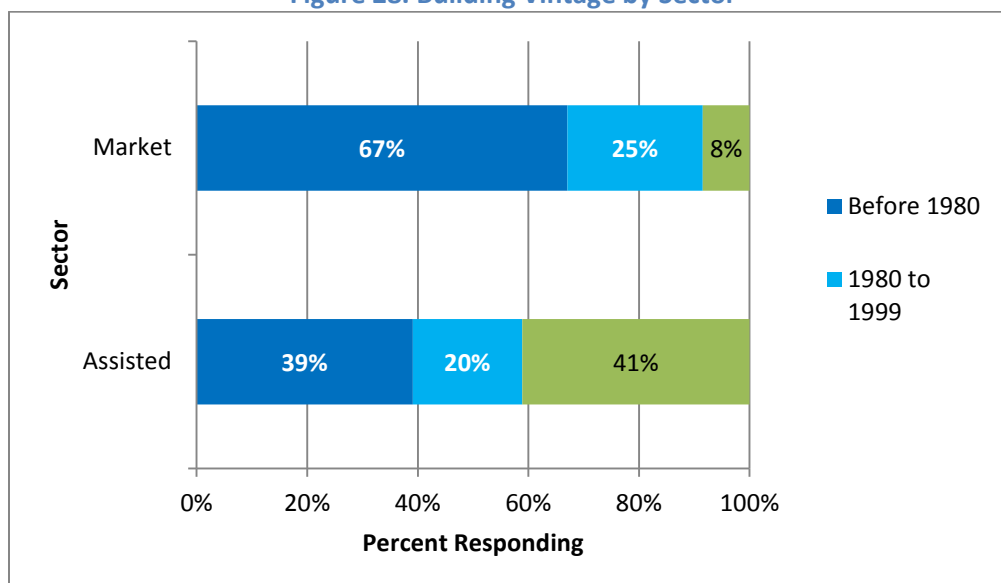
We modified the survey several times over the course of the project in an effort to improve the cooperation rates, survey eligibility rates, and reduce the average survey length. Because of these modifications, some questions we not asked of every respondent.

SUMMARY OF KEY FINDINGS

Building Characteristics

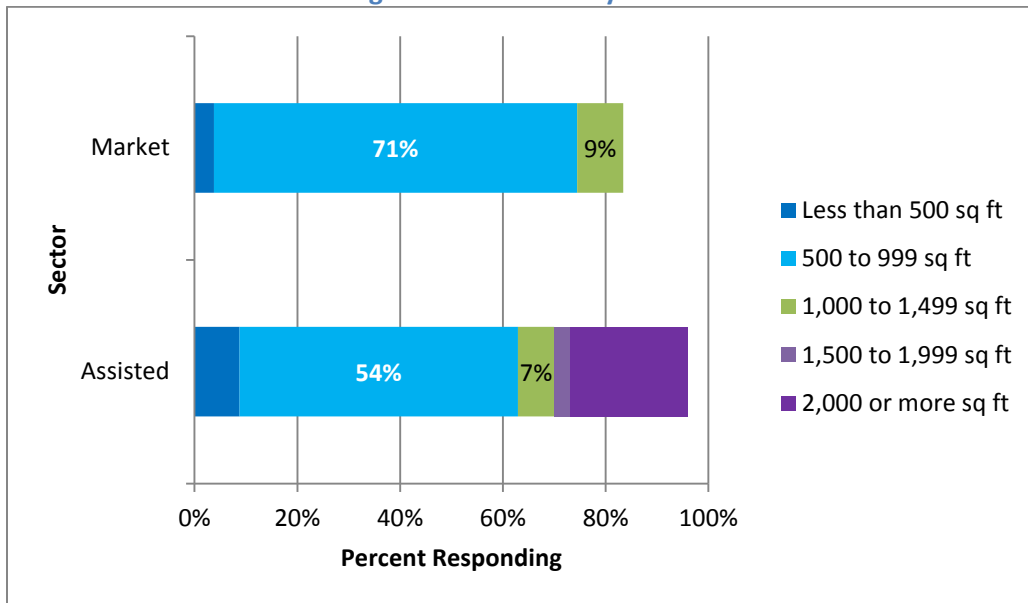
Although the AHS data provide a generally richer set of data for characterizing low-income multifamily buildings, especially because of the relatively large sample of assisted properties, there are some important points of information to be gleaned. As shown in Figure 28, our survey data suggest that buildings in the assisted sector are of more recent vintage, on average than market rate buildings. Fully two-thirds of the market rate respondents said their building was built before 1980, whereas only 39% of buildings in the assisted sector sample were built before 1980.

Figure 28. Building Vintage by Sector



The survey findings also indicate that the average size of units in the assisted sector is larger than in the market rate sector. As indicated in Figure 29, fully 23% of respondents from the assisted sector said the average size of their units is 2,000 square feet or more. No one from the market rate sector reported average unit size as large as 2,000 square feet.

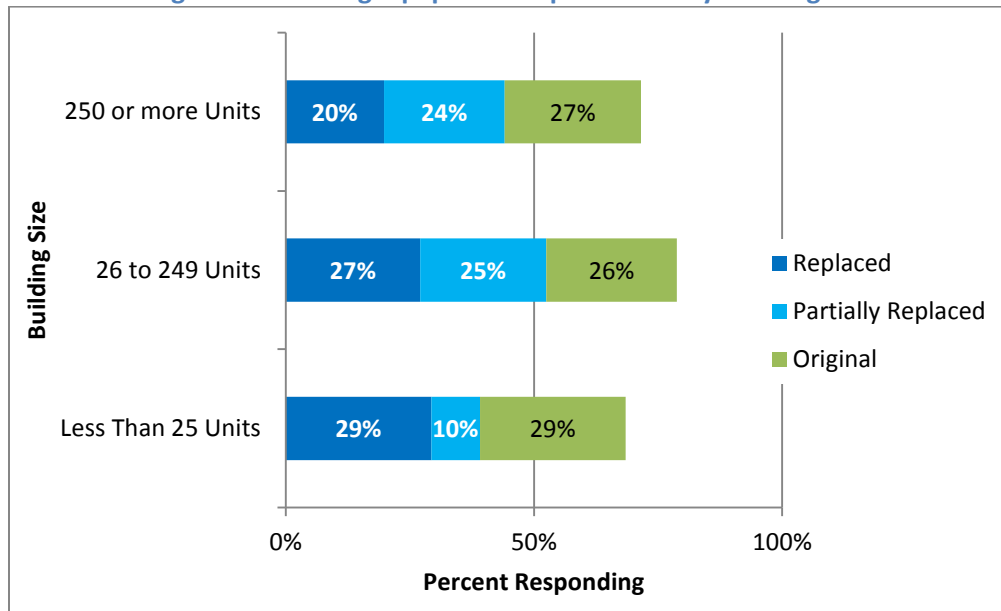
Figure 29. Unit Size by Sector



Equipment Replacement

While the AHS data provide precise information about the type of heating and cooling equipment installed in buildings housing low-income multifamily households, they do not indicate whether the equipment has been replaced. Survey respondents were asked whether the heating equipment in their building had been replaced or was original to the building. Figure 30 shows the responses. A large percentage of respondents were unable to answer the question. Generally speaking, the responses do not vary greatly by building size, except that small buildings are less likely to partially replace equipment.

Figure 30. Heating Equipment Replacement by Building Size



The survey also asked about cooling equipment; results are quite consistent with findings of the much larger AHS, with 36% of respondents saying their building has central AC, 23% saying their building's units have room AC, and 34% saying the units have no AC. Replacement of original AC equipment is closely related to building vintage, with 47% of respondents managing buildings built in 2000 or later saying central AC equipment is original and only 8% of respondents managing buildings built before 1980 saying the AC equipment is original.

Common Areas

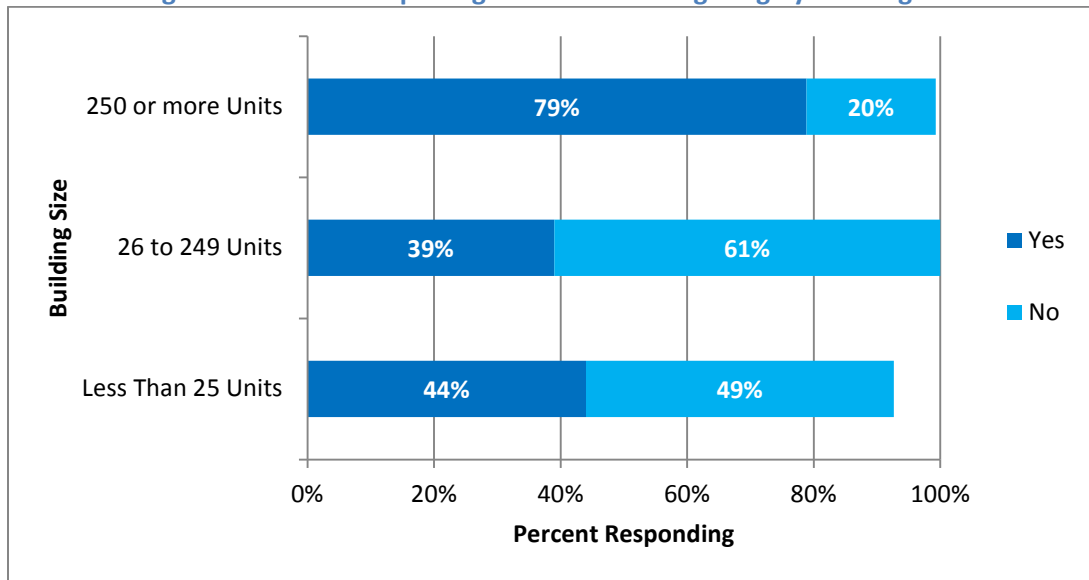
The survey provides information about common areas in low-income multifamily buildings that is unavailable from the AHS. The majority of buildings have common areas, regardless of size; however, larger buildings are more likely to have a common area. Among respondents managing buildings with 25 or fewer units, 58% said the building had a common area. Among respondents managing larger buildings the percentages were larger: 72% for buildings 26 to 249 units and 80% for buildings 250 units or larger. Respondents managing buildings built after 2000, however, were more likely to say their building did not have a common area than respondents managing buildings of an older vintage (39% compared to 11%).

Forty-eight percent of respondents with common areas in their building said the common areas are not heated; 54% said the common areas are not cooled.

Building Upgrades

Another area where the AHS offers relatively little insight is in providing specific information about property upgrades. The survey asked a series of questions about equipment replacement “in the past couple of years” for common area lighting and lighting in units, heating and AC equipment, clothes washers in common areas, and appliances in units. Respondents managing larger buildings were more likely to say they had replaced equipment. For instance, Figure 31 shows the number of respondents who said they had replaced common area lighting, by building size.

Figure 31. Percent Replacing Common Area Lighting by Building Size

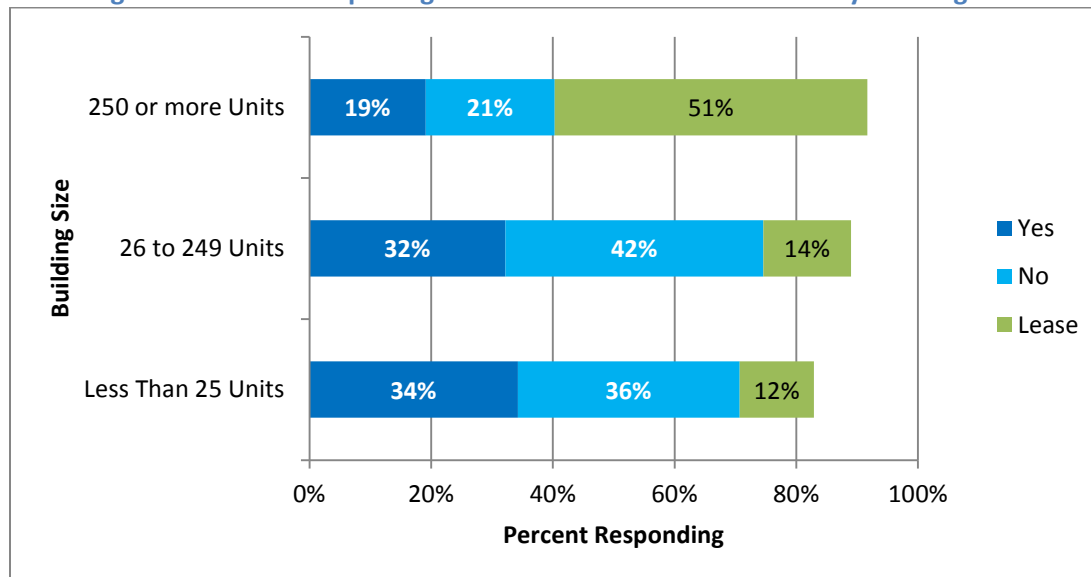


Exactly 50% of respondents said they had replaced equipment for the purposes of upgrading it, without the equipment being broken. There is no indication, however, that managers of large buildings were more likely to install *high efficiency* equipment. To the contrary, fifty percent of small building managers—25 units or smaller – said they had installed high efficiency lighting in common areas, compared to about 35% of larger building managers.

Within tenant units, the percentage of respondents saying they had replaced lighting equipment in the past couple of years was nearly identical to the percentage saying they had replace outdoor and common area lighting: 80% of those managing buildings of 250 units or more, 42% of those managing buildings between 25 and 249 units, and 45% of those managing buildings of fewer than 25 units. Fifty-five percent of respondents said they had replaced equipment to upgrade it; 54% said they had replaced lighting with high-efficiency equipment. Once again, however, our data show that managers of the larger buildings—above 25 units--were less likely to have replaced lighting equipment with high-efficiency units than were managers of buildings 25 units and smaller: 46% compared with 65%.

For clothes washers located in common areas, the managers of the largest buildings report they are most likely to lease equipment, rather than purchase it. That practice is less common for smaller buildings, as shown in Figure 32.

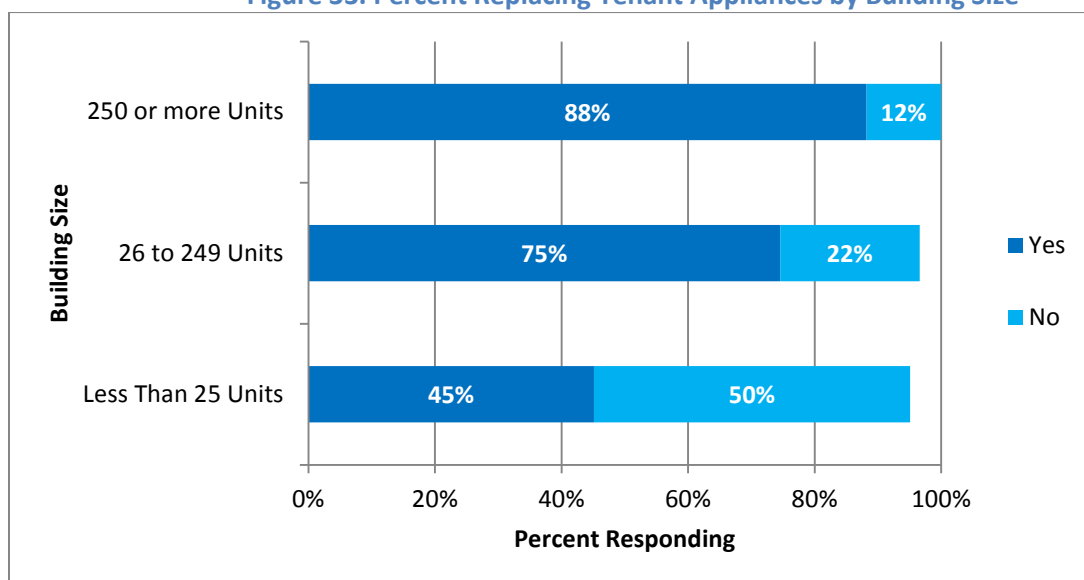
Figure 32. Percent Replacing Common Area Clothes Washers by Building Size



About one-third of respondents said they had installed high efficiency equipment, with no significant difference by size.

Figure 33 shows the percentage of respondents saying the appliances in tenant apartments had been replaced with the past couple of years. Seventy-two percent of respondents said equipment had been replaced because it was broken or had failed. Only 11% said the equipment had been part of an upgrade. We see no difference by size in the percentage saying the new equipment was high efficiency, with about 35% overall making this assertion. Seventeen percent of respondents did not know the efficiency of the installed equipment.

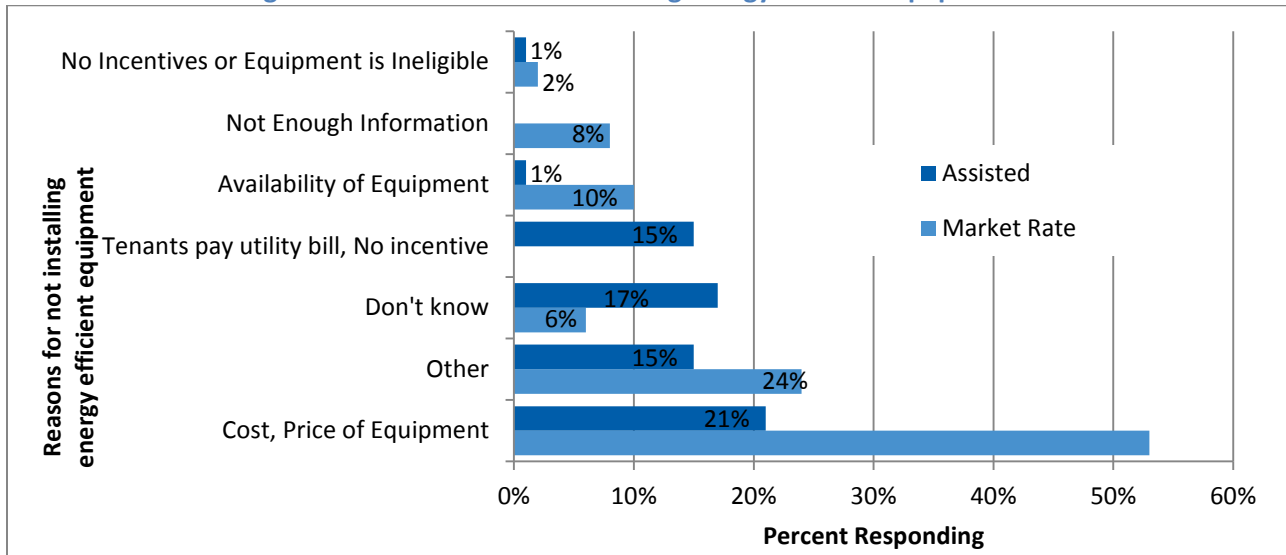
Figure 33. Percent Replacing Tenant Appliances by Building Size



We asked respondents if tenants owned any of the equipment within their units. We did not ask what percentage of tenants own each type of equipment, so we do not attempt to develop overall percentages from this data. Nevertheless, the responses are indicative that some low-income households do own major appliances. 29% of respondents said tenants own refrigerators, 14% of respondents said tenants own clothes washers, and 10% of respondents said tenants own room air conditioners.

Respondents were asked why they did not install energy efficient equipment and reported it was largely because of the price (53% of managers and owners of market rate and 21% of rent-assisted buildings). Those in the “other” category stated that energy efficiency equipment is not as durable, they follow state policies, it is “just basic stuff,” and there is no benefit from installing energy efficient equipment in the apartments. The next largest response for the rent-assisted group, 17% said they didn’t know and 15% said the tenants pay the bills and there was not incentive for them to do so.

Figure 34. Reasons for Not Installing Energy Efficient Equipment



Decision Making

Survey respondents were asked who makes the decisions about improvements or purchasing new heating and cooling equipment for the multifamily properties. This question was answered by 96 respondents (a weighted base) including 32 representing rent assisted and 64 representing market rate apartments. The majority of all respondents, 73%, stated the owner or manager made decisions. Of those representing rent assisted properties, 51% stated the owner or manager made decisions, followed by 27% reporting directors made property decisions. Of those representing market rate housing, 74% stated the owner or manager made decisions, followed by 14% reporting property managers made decisions.

Table 27. Survey Responses: Decision Maker

Decision Maker	Weighted Base ¹	Rent Assistance ¹	Market Rate ¹
Owner/manager	73%	51%	74%
Director	10%	27%	9%
Property manager	14%	12%	14%
Facilities manager	4%	10%	3%

1. These percentages were rounded.

When asked if this decision making process changed when making major decisions for new buildings versus older buildings, 13% did not know. However, of those who had both new buildings and older buildings and who could answer, the majority, 83%, stated the process did not change. Another 10% stated it depends, but major decisions may need to be directed to the board. Several commented that they try to make older buildings more energy efficient, put in more efficient equipment, look at upgrading the building versus getting rid of the building, or tend to make major improvements in older buildings.

Respondents were asked if they made decisions one building at a time or for the whole portfolio at the same time. The majority of all respondents, 75%, reported decisions were made one building at a time. This differed between the rent assisted respondents (33%) and market rate respondents (77%). More rent assisted properties, 46%, reported decisions are made for the whole portfolio. Only 21% of rent assisted properties said that decisions are made for the whole portfolio.

Table 28. Are Decisions Made One Building at a Time or for the Portfolio?

Are decisions made one building at a time or for the whole portfolio?	Weighted Base	Rent Assistance	Market Rate
Each building	75%	33%	77%
The whole portfolio	14%	46%	12%
It depends	7%	21%	6%
Don't know	5%	0	5%

As a whole, property owners and managers tend to spend money on major improvements (like installing a heating or cooling system) when it breaks (70%) rather than planning for it (17%). However, separating the two respondent groups, 44% of rent assisted housing managers and 73% of market rate housing managers spend money when equipment breaks. Rent assisted housing owners and managers (23%) and market rate housing owners and managers (16%) plan ahead to spend money on major improvements.

When asked how far in advance owners and managers plan for something like a new heating or cooling system, 40% plan less than one year before the project begins, 26% said they plan between one and two

years in advance, 1% plan between two and three years in advance, and 5% plan more than five years in advance. Another 14% of respondents did not know how far in advance expenditures were planned.

Table 29. Planning for Upgrades

How far in advance do you plan for something like a new heating or cooling system?	Weighted Base	Rent Assistance	Market Rate
Less than 1 year before the project begins	40%	25%	43%
1 year to less than 2 years	26%	38%	24%
2 years to less than 3 years	1%	10%	-
3 to 4 years	-	2%	-
5 years or more	5%	3%	5%
Varies	7%	11%	7%
Don't know	14%	10%	15%
Refused	6%	-	7%

Owners and managers reported they would pay for replacing or upgrading old but operable equipment with savings (37%), credit card (18%), and reserve account (21%). Another 9% reported they never replace old but operable equipment. Respondents were also asked how they paid for equipment replacements like heating systems or water heaters when the system cannot be repaired. Owners and managers reported they would pay for replacing or upgrading inoperable equipment with savings (37%), reserve account (19%), and credit card (15%). These two scenarios result in very similar approaches to payment.

When equipment cannot be repaired, the two groups approached paying for equipment replacements differently. Rent assisted housing use a reserve account (20%), credit card (23%), and savings (12%). Market rate housing uses savings (40%), credit card (16%), and reserve accounts (21%).

The two groups also approach paying for upgrades of operable equipment differently. Rent assisted housing use a reserve account (46%), followed by credit card (23%). Market rate housing uses savings (39%), reserve accounts (13%), and credit card (17%).

Table 30. Paying for Upgrades to Operable Equipment and Replacements for Inoperable Equipment

How do you pay for the equipment replacements like heating systems or water heaters?	When it Cannot be Repaired	Upgrade Operable Equipment
Savings	37%	37%
Reserve account	19%	21%
Credit card	15%	18%
Never do this	-	9%
Cash	5%	5%
Don't know	9%	9%

Survey respondents were asked if they were aware of any financing options that may assist with the expenses to upgrade or replace equipment. The majority, 65%, said they were not aware of any. Others said they were aware of tax credits (12%), loans (12%), utility rebates (6%). The two groups had different levels of awareness: 41% of rent assisted housing owners and managers were not aware of financing options and 68% of market rate housing owners and managers were not aware of any options. Tax credits were mentioned by 36% of owners and managers of rent assisted housing, while this was mentioned by only 9% of market rate housing owners and managers. Utility on-bill financing was mentioned by 2% of all respondents. Other financing options mentioned by one person were Property Assessed Clean Energy program (PACE) and Power Purchase Agreement's (PPAs).

The most important factor in the decisions made when selecting equipment to upgrade or replace was cost (76% for the group as a whole; 93% of rent assisted housing and 75% of market rate housing). The second most important factor for the group as a whole was energy efficiency (32%), followed by availability of equipment (20%), then the size of the upgrade or improvement (14%). For the two groups separately, 53% of the owners and managers of rent assisted housing stated energy efficiency was a factor, 42% said the size of the upgrade or improvement was a factor, 24% said availability of equipment was a factor. Energy efficiency was a factor reported by 31% of market rate owners and managers, availability of equipment was mentioned by 19%, and size of the job was a factor for 13%.

Table 31. Factor Influencing Decisions to Select Equipment

When you replace or update old or broken equipment, what factors influence your decision to select the equipment you install? ¹	Weighted Base	Rent Assistance	Market Rate
Cost	76%	93%	75%
Energy efficiency	32%	53%	31%
Availability of equipment	20%	24%	19%
Size of upgrades/improvements	14%	42%	13%
Various: quality, tax credits, customer or contractor, reliability, matching old equipment, payback, prior experience, etc.	23%	6%	24%

1. Respondents could provide more than one response.

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We also asked survey respondents if specific factors made it difficult to make energy efficiency upgrades. The factors included lack of capital, lack of access to financing, lack of attractive financing terms, and coordinating funding with opportunities to make upgrades or improvements. About half the respondents reported that the factors did not make it difficult to make energy efficiency upgrades. The factor causing the most difficulty was the lack of capital (21% of all respondents; 48% of managers and owners of rent assisted properties). About one-quarter of respondents also stated they did not know or refused to answer.

One quarter of the managers and owners of rent assisted properties stated each of the other factors made it difficult to make energy efficiency upgrades. Among the managers and owners of market rate properties, 12% to 17% of respondents stated each factor made it difficult to make energy efficiency upgrades.

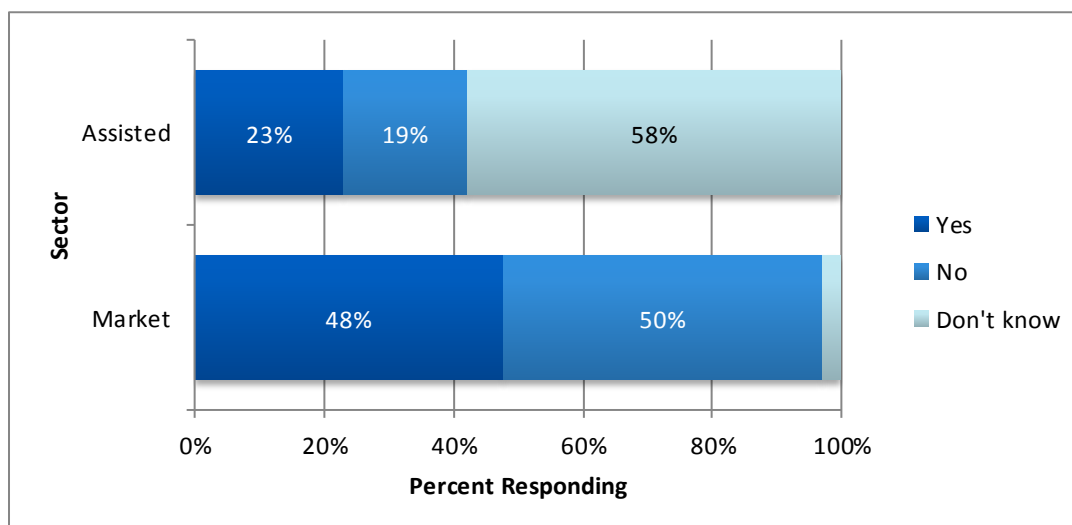
Table 32. Factors making it Difficult to Make Energy Efficiency Upgrades

Factors	Lack of capital			Lack of access to financing			Lack of attractive financing terms			Coordinating funding with opportunities to make upgrades or improvements		
	Base	Rent Assist	Market Rate	Base	Rent Assist	Market Rate	Base	Rent Assist	Market Rate	Base	Rent Assist	Market Rate
No	53%	46%	54%	59%	56%	59%	59%	55%	59%	54%	54%	54%
Yes	21%	48%	17%	12%	24%	12%	12%	25%	12%	17%	26%	17%
Don't know	12%	3%	14%	12%	10%	12%	12%	10%	12%	12%	10%	12%
Refused	13%	3%	15%	17%	10%	17%	17%	10%	17%	17%	10%	17%

The majority of costs for improvements to the building and apartment units are paid by the property owner (81%). Otherwise, depending on the specific measure, replacement costs may be paid by the tenant.

About half the survey respondents reported their company had taken advantage of utility rebates. Programs and rebates mentioned included the ESA program, MASH, weatherization, lighting, showerheads, ceiling fans, energy audits, refrigerators, weatherstripping, and water efficiency measures. Breaking out the responses by sector, about half (48%) of respondents managing market rate properties responded they have taken advantage of rebates, and 23% of rent assisted properties said they had. Another 58% of rent assisted properties said they did not know if utility rebates were utilized by their company.

Figure 35. Respondents Participation in Utility Rebate Programs



Decision Making Key Findings

Overall, the majority (73%) of property managers and owners are the decision makers when it comes to building upgrades or replacing operable or inoperable equipment. When it comes to decisions about how to pay for upgrades to operable equipment or replacing inoperable equipment, the source of funds is similar, with 37% paying from savings, 19%-21% paying from reserves, and 15%-18% paying with credit cards. Only 5% of property managers and owners report using cash. The primary factor influencing decisions to make upgrades or repairs is cost (76%), with energy efficiency lagging, but ranking second (32%). When it comes to factors that make it difficult to make energy efficiency upgrades, lack of access to capital is the primary factor for both groups individually and for respondents as a whole (21%). The majority, 65%, said they were not aware of any financing options that may assist with the expenses to upgrade or replace equipment.

But the approaches taken by owners and managers of rent assisted housing and market rate housing are different when making decisions one building at a time versus at a portfolio level, and in planning timelines. Market rate housing managers tend to make decisions one building at a time (77%) while rent assisted housing managers tend to approach these decisions at the portfolio level (46%). Market rate housing managers tend to make decisions within one year of the expenditure for equipment upgrade or

replacement (43%) while rent assisted housing tend make these decisions one to two years before the project (38%).

The two groups also tend to use different funding sources to pay for equipment upgrades. When rent assisted managers pay for upgrades when equipment cannot be repaired they use credit cards (23%), and then reserve accounts (20%), and savings 12%. When Market rate housing managers replace equipment that cannot be repaired they use savings first (43%), reserve accounts (21%), and then credit cards (16%).

Market rate managers use savings first for making upgrades for operable equipment (39%), and then credit cards (17%), and then reserve accounts (13%). Rent assisted housing managers used reserve accounts first (46%) and then credit card (23%).

Both groups said that the top two factors influencing decision making about replacing equipment was cost and energy efficiency but energy efficiency was mentioned much less by market rate housing managers (31%) than by rent assisted housing managers (53%). Rent assisted housing managers mentioned size of upgrades as a top factor (42%) but this was mentioned less by market rate housing managers (13%).

Market rate housing managers were less aware of financing options than rent assisted housing managers. Sixty-eight percent of market rate housing managers were not aware of financing options while 41% of rent assisted housing managers were not aware.

Table 32 provides details about decision making themes for both groups of housing managers.

Table 33. Decision Making Profile

Decision Making Themes	Rent Assistance Housing	Market-Rate Housing
Decision Maker	51% of decision makers are owners or managers and 27% are directors.	74% of decision makers are owners or managers and 9% are directors.
Decisions made one building at a time or for the portfolio	46% reported that decisions are made for the whole portfolio while 33% said decisions are made one building at a time.	12% reported that decisions are made for the whole portfolio while 77% reported that decisions are made one building at a time.
Planning for Upgrades	44% spend money when equipment breaks and 23% plan ahead.	73% spend money when equipment breaks and 16% plan ahead.
Planning Timeline	25% plan less than one year before the project begins while 38% said they plan between one and two years in advance.	43% plan less than one year before the project begins while 24% said they plan between one and two years in advance.
Payment for upgrades when equipment cannot be repaired	23% pay for upgrades with a credit card, 20% pay using a reserve account, and only 12% use savings.	16% pay for upgrades with a credit card, 21% use a reserve account, and 43% use savings to pay for upgrades.
Payment for upgrading operable equipment	46% use a reserve account to pay for operable equipment upgrades and 23% use a credit card.	39% use savings to pay for upgrades, 17% use credit cards, and 13% use reserve accounts.

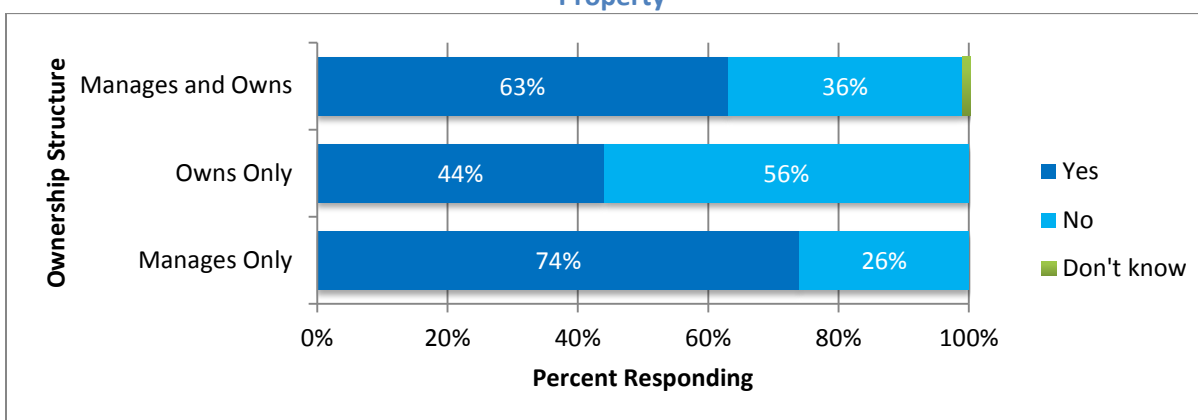
Decision Making Themes	Rent Assistance Housing	Market-Rate Housing
Awareness of financing options	41% were not aware of financing options. 36% were aware of tax credits.	68% were not aware of financing options. Only 9% were aware of tax credits.
Factors influencing decisions to replace or upgrade equipment ¹	Top factors were cost (93% of responses), energy efficiency (53%) and size of upgrades (42%).	Top factors were cost (75% of responses) and energy efficiency (31%).
Lack of capital	48% said this factor made it difficult to make upgrades.	Only 17% said this factor made it difficult to make upgrades.

2. Respondents could provide more than one response.

Program Awareness and Participation

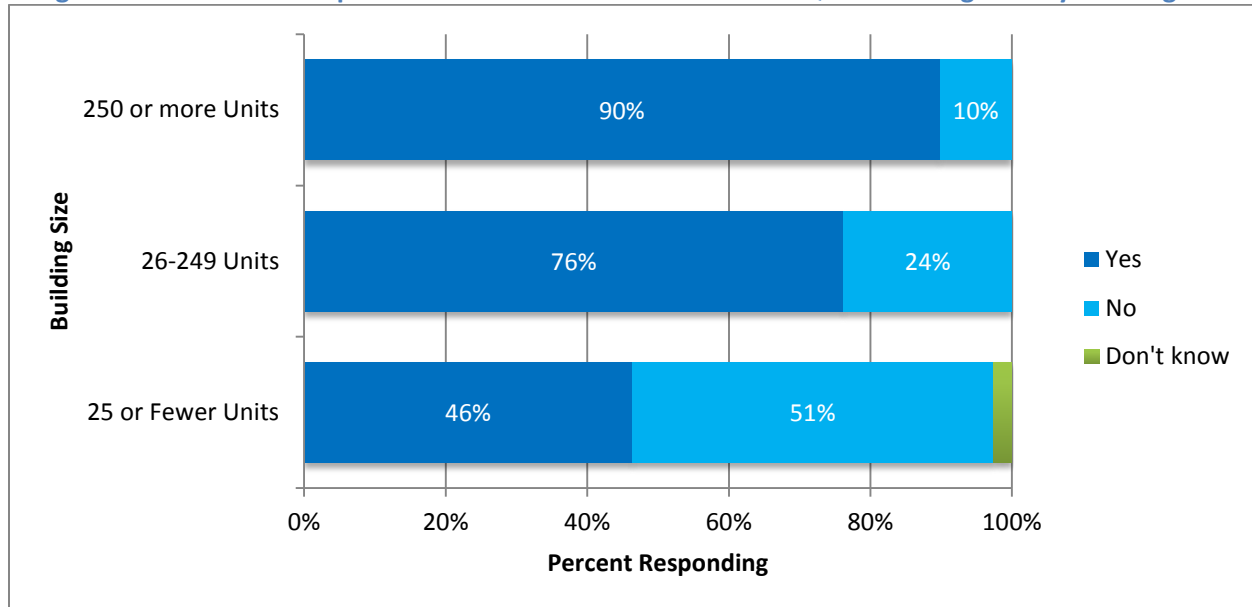
About 65% of survey respondents said they had heard of programs offered by utilities that provide income qualified households with free equipment and service related to energy efficiency. The percentage was higher among respondents who manage the property than among respondents who own the property but do not manage it, as indicated in Figure 36, with only 44% aware of income-qualified programs. .

Figure 36. Percent of Respondents Who Have Heard of Income Qualified Programs by Relationship to Property



Respondents in the market rate sector were more likely to have heard of utility-sponsored income-qualified programs, with two-thirds having heard of them; only 40% of respondents from the rent assisted sector had heard of such programs. Managers of larger buildings are more likely to have heard of utility-sponsored income-qualified programs, as shown in Figure 37.

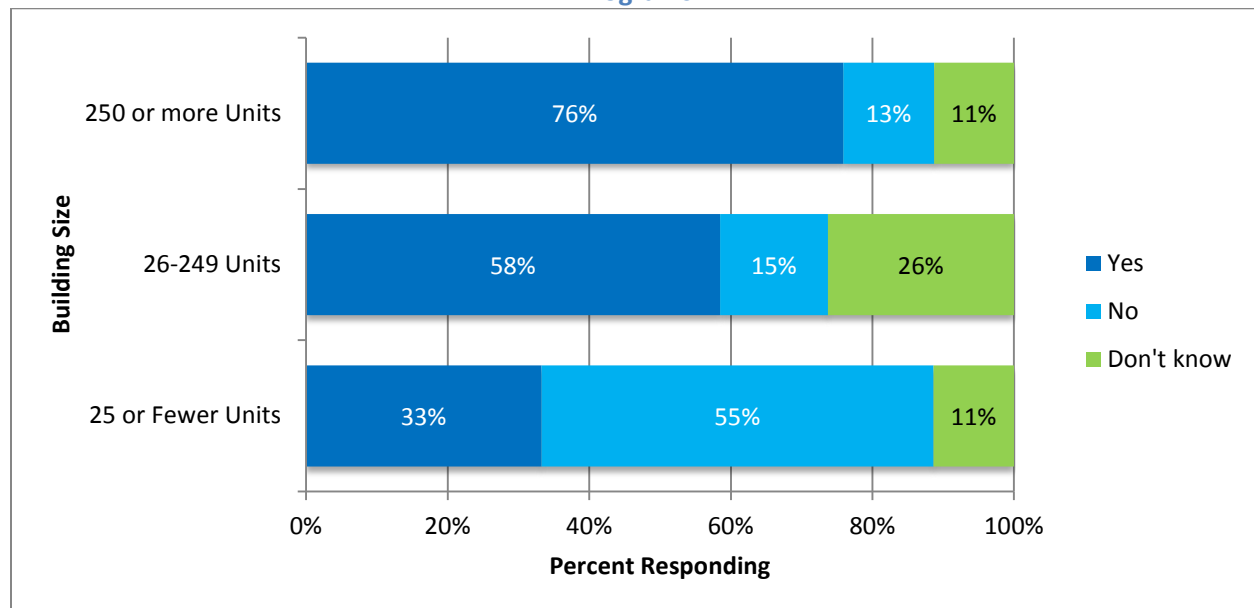
Figure 37. Percent of Respondents Who Have Heard of Income Qualified Programs by Building Size



Overall, about 50% of respondents who were aware utility-sponsored income-qualified energy efficiency programs said that some of their tenants had taken advantage of them. Eighteen percent of respondents said they did not know whether tenants had participated; however, 54% of respondents who only own the building but do not manage it, said they do not know whether tenants have participated.

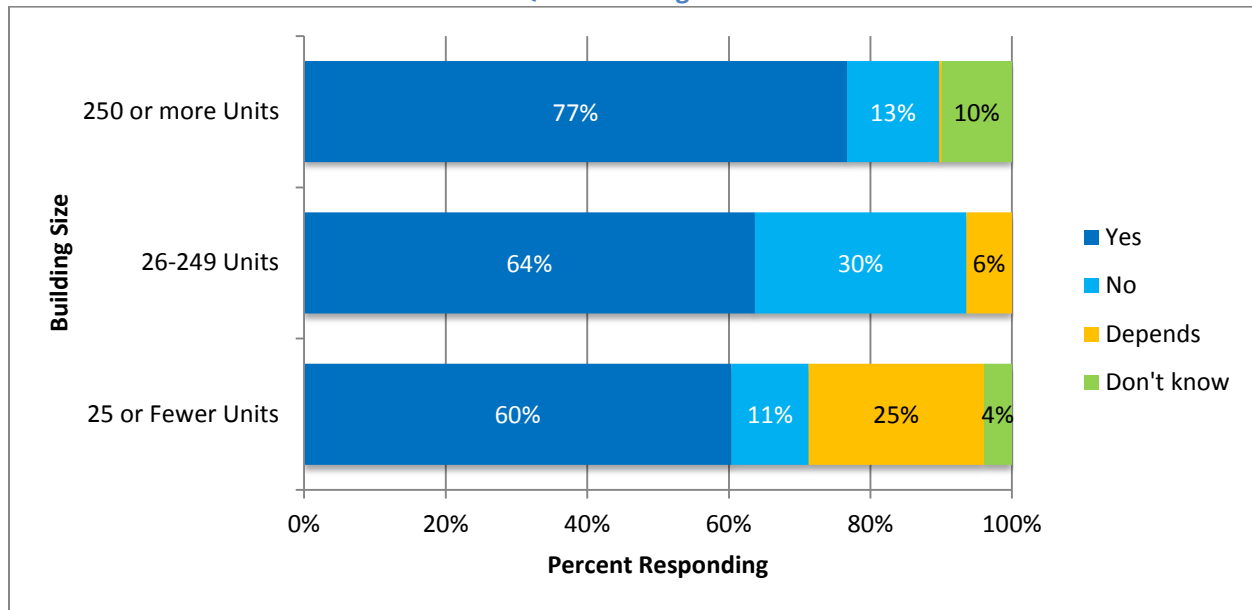
Among respondents who own or manage market rate buildings, 58% of respondents said some of their tenants had participated in income-qualified programs. Among respondents who manage rent-assisted properties, only 7% said their tenants had participated. Owners and Managers of Larger buildings were more likely to report their tenants have participated in income-qualified programs.

Figure 38. Percent of Aware Respondents Saying Tenants Have Participated in Income-Qualified Programs



Sixty-four percent of respondents said they would be supportive of tenant participation in utility-sponsored income-qualified programs even though it would mean owners and managers would have to fill out paperwork and allow contractors not hired by their company to have access to the property; another 20% of respondents said they would not be supportive of participation under those circumstances; and 13% of respondents said they support would depend upon specific circumstances related to paperwork or building access. These percentages did not differ significantly between the market rate and rent assisted sectors; however, as shown in Figure 39, owners and managers of larger buildings were more likely to say they would be supportive of the program.

Figure 39. Percent of Respondents saying they would Support Tenant Participation in Income-Qualified Programs



Interviews with Stakeholders and Advocacy Groups: Market Rate and Assisted Housing Owners and Managers

OBJECTIVES

Between June and September 2013, the Cadmus team conducted 14 interviews with low-income stakeholders and advocacy groups working with affordable and market-rate multifamily housing, and multifamily building owners and managers. Interviews focused on collecting information about the respondents' constituency and financing considerations for multifamily building improvements. We asked for suggestions for data sources or others to contact for interviews and surveys, and recommendations for research topics to inform the study. These interviews were high level qualitative interviews which were not designed to be statistically representative of the population.

METHODOLOGY

Interviews included representatives from both the affordable- and market-rate housing sectors to strive for a balance of viewpoints. It is important to note that these qualitative interviews were not designed to represent a statistically accurate sample of the California multifamily market. They represent a diversity of views and highlight the similarities and differences between the various stakeholder and advocacy groups. The respondents' views cannot be classified as belonging solely to affordable- or market-rate housing groups.

Stakeholders were chosen through a process of reviewing:

- Formal documents designated as “comments” posted to the Commission Decision (D.) 12-08-044 on the Commission website (see Appendix A. Commission Decision 12-08-044).
- Roster of attendees from the Multifamily Segment Study public workshop on March 5, 2013
- Suggestions provided by attendees of the Multifamily Segment Study public workshops on March 5 and September 25, 2013
- Multifamily Executives Magazine’s 2013 Top 50 Owners List
- Multifamily housing associations lists
- A.1111-05-017 Service List³⁰

We began by interviewing stakeholders who posted comments to the Decision (D.12-08-044) and/or attended the public workshop in March because they were familiar with the ESA Program, the Decision, and the Low-Income Multifamily Segment Study. These stakeholders proactively offered to participate in interviews, provide data, and suggest others for interviews.

Scheduling interviews with representatives of market-rate housing proved more challenging than with those representing affordable housing. This was due, in part, to difficulties locating the correct person within an organization to interview. As a result, the interviews do not represent the entire California multifamily market but rather a subsegment consisting primarily of affordable housing. Table 33 summarizes our efforts to conduct interviews.

Table 34. Interview Sample

Contact Source List	Sample Frame	Potential Respondents Attempted	Completed Interviews
Commenters to D.12-08-044	21	12	12
MF Study workshop attendees	12	8	8
MF Executives Magazine	9	9	3
MF housing associations	7	7	2

The Service List was used primarily as a resource for contact information. Using the multifamily executives magazine list, we targeted those with significant California properties. We targeted market rate properties represented in the multifamily housing associations list. We made repeated attempts to contact representatives from both lists by phone and email.

Respondents’ constituents reside in or manage affordable housing, market rate housing, or both. Most respondents were able to speak about both affordable- and market-rate multifamily building issues because they serve both groups. All respondents serve clients or manage multifamily properties with five or more units. Respondents reported that they worked with small (25 or fewer units), medium 26-

³⁰ CPUC, Filed October 26, 2012, contact list for posting information regarding scheduled hearings

249 units), or large (250 or more units) multifamily properties. The majority represent medium-size properties.

Stakeholder groups interviewed are listed in Table 34 (in alphabetical order).

Table 35. Stakeholder and Advocacy Groups Interviewed

Stakeholder	Rent Categories ¹
Bridge Housing	Affordable housing; some market rate
California Association of Housing Authorities	Affordable housing
California Housing Partnership Corporation	Affordable housing
Division of Ratepayer Advocates, CPUC	Both
Essex Property Trust	Market rate
Mercy Housing	Affordable housing
National Asian American Coalition	Affordable housing
National Consumer Law Center	Both
National Housing Trust	Affordable housing; some market rate
Riverstone Residential Group	Both
San Diego County Apartment Association	Both
StopWaste	Both
The East Los Angeles Community Union (TELACU)	Affordable housing
US Department of Housing and Urban Development	Affordable housing

1. Rent categories specified by interviewee.

Because the Cadmus team conducted guided interviews with these stakeholders rather than surveys, we do not report frequencies for responses for each topic. Instead, our efforts identified themes that could affect the ESA Program. This chapter provides a synthesis of stakeholder experiences and perceptions, and responses may not reflect the ESA Program as implemented from the IOU’s perspective.

We designed the interviews to obtain insights into stakeholder perceptions about these key topics:

1. Financing and investment structures
2. ESA Program enrollment
3. Implementing energy-efficiency retrofits in multifamily buildings
4. Suggestions of others who should be interviewed or surveyed (specifically, we sought to obtain contact lists of multifamily building owners and managers)
5. Organizations for or other resources regarding the owners of low-income condominiums and apartments
6. Suggestions for additional research

Each of these topics is discussed in the following sections.

During our interviews, some stakeholders posed questions that may be useful for future research efforts, although the issues raised are outside of the scope of this study. These questions and related suggestions are included in this report.

SUMMARY OF KEY FINDINGS

Financing and Investment Structures

Respondents provided background about and insights into the financing and investment structures as they discussed their considerations related to energy-efficiency upgrades in multifamily buildings. Five respondents spoke of how the timing of upgrades with respect to building maintenance and larger-scale property rehabilitation can affect the decisions of building owners and managers.

One respondent explained how the key to identifying opportunities to make energy-efficiency upgrades is to have an understanding of two primary financial events.

- **Asset management events for ongoing operations and maintenance activities.** Equipment replacement is typically an asset management activity, as it does not occur on a large scale within one building at the same time. Equipment upgrades are usually made a few units at a time, such as when a specific piece of equipment fails or when a unit turns over.
- **Recapitalization events, involving a restructuring of the property debt.** During these events, the entire property may be rehabilitated. Thus, in addition to non-energy-efficiency capital improvements, building owners could make whole-building energy-efficiency upgrades at this time. (For example, all room air conditioners or refrigerators or central HVAC equipment could be upgraded.)

Since the recapitalization events tend to occur on a 15- to 20-year cycle, one respondent said it provides an opportunity to layer in funding resources for energy-efficiency upgrades. Two respondents offered examples of collaborating successfully with IOUs to synchronize their recapitalization events with the utilities' energy-efficiency programs. This collaboration improved their resource averaging (reduced per-unit cost of resources used throughout their project) and resulted in cost-effective energy savings. These respondents would like to see the ESA Program foster this level of collaboration.

Respondents representing affordable housing mentioned the importance of long-term planning for financing building upgrades. One stakeholder projects as far ahead as 40 years to allow for adequate cash reserves.

Financing Considerations

All respondents reported that multifamily property owners and managers use a layered approach to financing large retrofits and energy-efficiency improvements. The financing methods typically depend on these factors: (a) whether a property rents units at the market rate or at an affordable-housing rate, and (b) where the building is within its investment and life cycle.

Specifically, respondents reported that the financing methods routinely used are these:

- For subsidized multifamily housing, the building owners and managers tend to use HUD funds, grants, rebates, tax credits (for new buildings or solar upgrades), and cash reserve accounts.
- For market-rate multifamily housing, the building owners and managers depend primarily on cash accounts and use a combination of bank loans, real estate investment trusts, and joint-venture partnerships.
- For small multifamily market-rate housing, the property owners may also use traditional bank loans (rather than loans from a savings and loan bank, a credit union, or a mutual savings bank).

Four respondents said that financing for affordable multifamily housing is particularly complicated and it can be difficult to figure out the many layers of funding and associated requirements. As listed in Table 35, the stakeholders described some of the financing differences between affordable-housing and market-rate housing for multifamily buildings.

Table 36. Affordable and Market-Rate Financing Considerations as Described by Respondents

Finance Themes	Affordable Housing	Market-Rate Housing
Funding Combination	Uses HUD funds, grants, rebates (and tax credits for new construction or solar upgrades). May use cash reserves and/or short-term financing.	Uses a combination of bank loans, real estate investment trusts, and joint venture partners. (Note that small multifamily building owners tend to use traditional bank loans.)
Cash flow	Affordable-housing rents often do not provide sufficient cash flow to finance improvements.	Market-rate rents may provide sufficient capital for financing building improvements.
Restrictions	More restrictions regarding improvements that can be made with specific funding sources. Also, there tend to be regulatory requirements as to which improvements can be made and how they are made.	More flexibility making decisions about which improvements to make; also, the decisions are subject to investor/funder approval.
Project reserve funds	May fund improvements with project reserves. However, these reserves may be subject to approval by lenders and investors.	May fund improvements with project reserves. Improvements may be subject to approval by lenders and investors.
Leasing options	Leasing equipment is very complex because there are multiple layers of regulation and funding. Also the leasing process may be too time-consuming to utilize for adding energy-efficient equipment.	Leasing is an option for adding energy-efficient equipment.
Available financing resources	Programs and grants are available for affordable-housing improvements.	Few resources and programs are available for market-rate housing improvements.

Many properties have multiple investors, each requiring a separate approval process. As noted in the table above, most property owners and managers must obtain approval from investors before making

upgrades that will increase debt to the property. Also, the investor approval process tends to be affected by the type of improvement under consideration. Specifically:

- Replacing equipment at the end of its useful life is covered by the operations and maintenance budget.
- Upgrading equipment to a more energy-efficient model across the entire property (regardless of whether the equipment to be replaced has reached the end of its useful life) can require funding beyond the resources provided by the cash flow or project reserves in multifamily housing. In these instances, other means of financing may be needed to complete the project.

Respondents explained that to avoid creating subordinated debt on a property, other financing approaches—such as on-bill loans and leasing—are sometimes used.

Use of Tax Credits

Two respondents said that tax credits work well for new construction, but such credits can be very difficult to obtain when a building is in operation. One respondent said that the investors who fund the property's construction often plan to exit the partnership after 10 or 15 years and use their capital for other investments.

Concerns and Barriers about Financing and Investment in Energy Efficiency

The key messages from respondents regarding barriers to financing energy-efficiency improvements were the following:

Coordination with the IOUs

More coordination with the IOUs is needed for the scaling and timing of major multifamily building upgrades that receive funding through the ESA Program or another IOU-sponsored program.

During recapitalization, there tends to be a limited window of time appropriate for adding energy-efficiency improvements.

Project Costs and Payback

Although respondents did not define cost-effectiveness, they said that the savings must be cost-effective so the investment in energy efficiency is worthwhile. Five respondents stated that a long payback period on energy savings is a barrier for building owners. Two respondents stated energy savings were not as immediate or as high as expected. One respondent said the amounts available for financing (through utility programs) need to be substantial enough for owners to spend the time and resources to make energy-efficiency improvements.

- When property owners and managers must pursue multiple programs to get a small amount of work done, the effort (in terms of staff resources and coordination) may be cost-prohibitive. Thus, some managers choose not to participate.

- When the cost-per-building of a major rehabilitation project is substantial, then it is worth the time and expense for owners to get permission from the multiple investors supporting that property.
- Long-term payback on energy savings (more than five years) makes it difficult to justify the investment in energy-efficiency upgrades.

One respondent said rents paid in multifamily affordable-housing do not provide an adequate source of funding for energy-efficiency upgrades.

One respondent said there is a need for more flexible financing options available to multifamily building owners during recapitalization periods if they are to take on energy efficiency upgrade projects.

One respondent pointed out that energy-efficiency and aesthetics are the top two considerations when replacing equipment, partly because that is what tenants want, even though it may not directly benefit the building owner in terms of cost or energy savings.

Financing Awareness and Options

Several respondents told us multifamily building owners are not aware of all the financing options available to them.

One respondent pointed out that some programs do not work well with mixed-use properties. That is, financing is problematic when a building contains both market rate and affordable units.

According to one respondent, there are limited options for market-rate multifamily building owners to finance energy-efficiency improvements. Two respondents said that energy-efficiency is not required for financing upgrades in market-rate properties. That is, there is a lack of drivers for energy-efficiency built into the requirements to obtain funding for market-rate building retrofit projects.

According to one respondent, unsecured financing (not tied to equity in the building) may be a possible approach, but few unsecured financing options available to multifamily owners. Also, since this approach is rarely used, there is a lack of adequate data on the risks associated with unsecured financing.

Regulatory Issues

Respondents stated that some barriers to investing in affordable multifamily housing are a result of current regulatory agreements for each funding source that make it difficult for multifamily owners to take on additional debt (create subordinated debt). The key barriers of this type brought up by respondents are these:

- It is difficult for multifamily affordable-housing buildings to add supplemental loans because of complex nature of the requirements for the existing funding package for each property.
- To obtain funds for building improvements on multifamily affordable housing, the improvements must increase the building's energy efficiency as a result of the entire project.

One respondent said that meeting the tax credit and state regulatory requirements combined with the complex process to fund upgrades is the largest obstacle.

Strategies to Address Financing and Investment in Energy Efficiency

Not surprisingly, most respondents recognized that the multifamily property owners tend to prefer financing solutions that do not require a large outlay of funds and do not create subordinated debt.

Options such as tax liens and on-bill financing (OBF) mechanisms were brought up by five respondents as promising solutions to funding multifamily energy-efficiency retrofits. With these options, the debt remains with the property, or transferred with ownership of the building. Owners may choose to pass the debt to tenants. Also, OBF levels the costs of an improvement over a long time and embeds the costs in building operations, but without creating subordinated debt.

These respondents said they were eager to see the results of large retrofit projects funded through OBF, although they did not specify a particular project funded with OBF.

The financial strategies recommended most frequently by respondents for making energy-efficiency upgrades are listed in Table 36.

Table 37. Financial Strategies Recommended by Respondents

Financial Strategy	Description
On-Bill Financing	The owners pay for the improvements over time through utility bills, and they do not need to increase debt secured by the property. The OBF stays with the property, becoming part of the operations cost. - For master-metered accounts, the costs may be passed on to tenants or transferred to new owners. - For individually metered accounts, the cost can be included on the tenant’s utility bill as an “on-bill refinance cost for energy-efficiency,” which can also be passed on from tenant to tenant.
Power Purchase Agreements (PPA) and solar leases	PPAs provide the financing for solar projects by creating a contractual relationship between the owner of the property that generates electricity with the installed solar equipment and the power company that purchases that power. A solar lease is an agreement between the solar consumer and the developer who owns the solar equipment. In this arrangement, the consumer pays the developer for the electricity generated by the equipment, and the consumer’s electricity costs are typically lower than conventional utility rates. Stakeholders cited the California Solar Initiative (CSI) and federal investment tax credits as possible models of successful financing options used by these programs.
Packaging energy-efficiency loans for purchase by secondary markets	A recently launched example of this strategy in California is the Warehouse of Energy Efficiency Loans (WHEEL), an entity that purchases energy-efficiency loans from loan originators (state and local), pools them, and sells them into secondary markets. WHEEL creates the scaling needed for repackaging energy-efficiency loans, which frees state and local resources for more energy-efficiency loans.
Tax Liens	The cost of energy-efficiency upgrades becomes part of the tax bill and remains with the property, even if the ownership changes. Property Assessed Clean Energy (PACE) programs are an example of this strategy, as they enable local jurisdictions to finance energy-efficiency upgrades through a property assessment (for qualifying properties). PACE programs are considered lower-risk financing strategies because the repayment of the loan is prioritized ahead of the mortgage on the property.

ESA PROGRAM ENROLLMENT³¹

Respondents described their experiences with and knowledge of program-enrollment issues that create barriers to ESA Program participation. The key strategies respondents recommended for improving enrollment were these:

- Allowing HUD’s income-qualified tenants (categorical eligibility) to be pre-qualified for the ESA Program to expedite the enrollment; and
- Simplifying the program processes (eligibility, application, and participation) to make it easier for tenants and building owners to understand and navigate (including having a single point of contact to address participant questions).

Concerns about ESA Program Enrollment

Nearly all of those interviewed mentioned barriers to enrolling in the ESA Program—barriers for tenants and for building owners seeking improvements to their buildings for the benefit of their tenants. The most significant perceived barriers were the lack of integration of multifamily energy-efficiency programs (sponsored by IOUs and others) and the absence of contact people to help owners and managers leverage these programs to make whole-building retrofits. Two respondents reported that multifamily building owners, primarily in market rate buildings, do not necessarily know whether a tenant is low-income. One respondent explained that a third party contractor verifies tenant income-eligibility; therefore the owner does not need to know which tenants are low-income.

Seven respondents reported that program participation is time-consuming for building owners and managers because of the effort involved in navigating the requirements of the various programs available (in terms of fuel source and measure, the oversight, administration, and management).

The key process concerns identified by respondents were:

- No single point of contact to help property owners and managers determine the appropriate program for each phase of their whole-building rehabilitation projects.
- Inadequate integration between the ESA Program, Energy Upgrade California, and other programs to help property owners and managers address whole properties and achieve maximum energy savings. For example, performance incentives are needed to make the whole-building energy-efficiency retrofit project cost-effective for the owner. However, as one respondent stated, when the programs are not integrated, the first program utilized addresses the “low-hanging fruit,” which then makes the whole-building upgrade project difficult to

³¹ Cadmus and Research into Action recognize the importance of stakeholder comments, which revealed that the perceptions of the interviewees do not always reflect the intent of the IOU’s program designers. We also note that the respondents may not be aware of or understand the reasons for differences in the IOU’s programs or why the programs operate as they do.

complete. It was perceived that the remaining upgrades alone would not meet the energy savings goals or qualify for the performance incentives.

- The current ESA Program enrollment process results in the missed opportunity (for income-restricted housing) of making energy-efficiency upgrades while a unit is unoccupied. The main benefits of working on unoccupied units are: reduced administrative burdens; a lower cost for the logistics and the scheduling of upgrades; and, faster completion of the work.
- Low-income households that qualify for affordable housing probably participate in other low-income programs. If they do, they already have been rigorously screened and provided with the documentation to qualify.³² However, streamlining the ESA Program enrollment process with a categorical eligibility option would be difficult because of the different income qualification guidelines.
- To repeat the tenant qualification process using different income guidelines is perceived as time-consuming and disruptive (to tenants). Due to fair housing laws, multifamily building owners, primarily in market rate buildings, do not necessarily know whether a tenant is qualified low-income.

Strategies to Address ESA Program Enrollment

Interview respondents recommended these high-level strategies to improve ESA Program participation by their multifamily building tenants and to address what they perceived as barriers.

- Respondents noted that if the income requirements of HUD’s affordable housing guidelines and the ESA Program were compatible, then the enrollment process would be less time- and resource-intensive, as the ESA Program could have a categorical eligibility process in place. Thus, for example, HUD’s income-qualified tenants would be pre-qualified for the ESA Program.
- To income-qualify a whole building, the property owners and managers currently verify that 80% of the units must house people who meet the income guidelines. Units could be upgraded when they are unoccupied, which would save both time and resources for the program, property owners, and managers. Income-qualified tenants could then move into units that are already upgraded, eliminating the challenges associated with upgrading occupied units.
- Strategically integrating the ESA Program with other programs—such as Energy Upgrade California³³—would allow multifamily building owners and managers to address the needs for upgrades to the property as a whole, rather making small upgrades at potentially different times. Overlapping programs with different functions can work well together through better collaboration and coordination between multifamily building owners and utilities.

³² Author’s note: These low-income programs have varying eligibility requirements that do not necessarily align with the ESA Program requirements (see Section 6).

³³ Energy Upgrade California was designed to coordinate with the ESA Program; multifamily building owners are required to authorize the ESA Program to serve their income-qualified tenants.

- By having a single point of contact for multifamily buildings that was knowledgeable about other energy-efficiency programs available in the area and possess expertise in funding resources, the ESA Program could significantly reduce or eliminate barriers to participation for this low income customer segment.

IMPLEMENTING ENERGY-EFFICIENCY RETROFITS IN MULTIFAMILY BUILDINGS

Currently, to address all aspects of a whole-building retrofit by funder and fuel source, the property owners and managers must become involved in multiple programs. Because these interview respondents did not perceive that the ESA Program addressed multifamily buildings as a whole, they mentioned the missed opportunities for energy savings. They also mentioned a desire for more coordination across multiple programs. Three respondents said that the lack of a whole-building approach makes it difficult to address multifamily building energy-efficiency from either the *“owner and manager-controlled, common area energy usage perspective”* or from the *“tenant-controlled energy usage perspective.”*

Three respondents mentioned that it is difficult to discern how tenants benefit from energy-efficiency improvements to multifamily buildings rather than landlords and owners.

The respondents said that incentives are split between the tenants who could make their own energy-efficient upgrades under the ESA Program, and, the property owners and managers who make energy-efficient upgrades to common areas, typically funded through programs sponsored by utilities and others.

Respondents also said that property managers usually keep replacement units on hand in case there is a problem with the equipment. Thus, the program should allow for some backup units to replace equipment that fails or is damaged. Respondents perceive that Energy Upgrade California as a potentially successful example of implementing a whole-building approach.³⁴

Concerns and Barriers to Implementing Energy-Efficiency Retrofits

One barrier to implementing energy-efficiency retrofits in an entire multifamily property or portfolio, reported by five respondents was the lack of a whole-building approach appropriate for various types of large multifamily buildings. For example, the audit and recommended upgrades for 100 duplex units could be very different from the audit and recommended upgrades for 100 high-rise units, meaning that a customized approach to building audits and upgrades would be appropriate.

Respondents said that incentives are split between property owners and managers on the one hand, and apartment dwellers on the other. That is, property owners and managers make energy-efficiency

³⁴ Author’s note: no independent evaluation of the Energy Upgrade California program had been conducted as of September 2013.

upgrades in the common areas (using funding provided by utility and other programs), and tenants receive upgrades to individual apartments (through the ESA Program).

Several respondents also noted the ESA Program measures do not include central domestic hot water systems and heating/cooling systems, which is a missed opportunity for energy savings. However, one stakeholder's perspective was that the central heating and hot water upgrades were the "low-hanging fruit" already addressed by other programs, so multifamily building owners needed support for making upgrades beyond the common areas.

Three respondents expressed concerns about working with approved ESA Program contractors. Building owners have their own vendor qualification and quality control processes. When there is a problem with the work—or if the equipment is not installed correctly—multifamily building owners want a quick response and an assurance that the contractor will be accountable. They prefer to work with contractors with whom they have a long-standing business relationship. One respondent stated that they assumed all ESA Program contractors are vetted by the utility, and thus had no concern about their qualifications.

Strategies to Address Implementation of Energy Efficiency Retrofits

Two primary strategies emerged in discussions with this limited pool of respondents that they thought would help both affordable and market-rate multifamily building owners and managers implement energy-efficient retrofits for the benefit of their low income qualified tenants. These were: (1) changing the ESA Program design to foster a whole-building approach, and (2) increasing coordination between IOUs and property owners and managers.

Using a Whole-Building Approach

Respondents said that having a whole-building approach would allow multifamily building property owners and managers to combine opportunities to make energy-efficiency upgrades during major retrofits. Specific strategies suggested by respondents were:

- Enable utility program staff and multifamily building owners or managers to collaborate so that the retrofit program opportunities could be aligned with the timing of capital plans and financing efforts. For example, during planned recapitalization, all refrigerators in a building could be replaced with energy-efficient models.
- Add upgrades of central heating and hot water systems as eligible measures within the ESA Program. Two respondents said these are cost-effective opportunities for saving energy in multifamily buildings.
- Provide multifamily building owners with support to coordinate with IOUs when there are programs that have overlapping functions so that the common areas and the individual units can be treated (but not necessarily through the same program.)

Having Better Coordination among Stakeholder Groups

Respondents said that to work effectively with property owners and managers for major retrofits, utility ESA Program staff members need to understand how energy-efficiency upgrades impact daily operations and maintenance across affordable - and market-rate multifamily building portfolios.

Five respondents suggested optimized timing and coordination between multifamily building capital plans, financing opportunities, and the ESA Program would improve the program’s relevance to owners and reduce costs. These respondents said that if IOUs designed their programs with the flexibility to synchronize with multifamily investment schedules, it would enable property owners and managers to scale their improvement efforts across an entire portfolio (whether affordable- or market-rate). For example, one jurisdiction’s Housing Authority collaborated with its local utility to replace 900 HVAC systems within a single affordable-housing portfolio.

Respondents mentioned the following factors as having an effect on coordinating retrofits:

- If energy efficiency is addressed across an entire housing portfolio, then asset management (unit turnover/maintenance and operations management) could be planned and appropriately scaled.
- To restructure debt and make capital improvements, many multifamily building owners refinance properties at year 15.
- HUD requires five-year capital plans, at which time major building investments are identified.

SUGGESTIONS OF OTHERS TO INTERVIEW OR SURVEY

During these interviews, the Cadmus team sought to obtain contact lists of multifamily building owners and managers. Most of the data sources named by stakeholders were already in the lists that Cadmus had compiled. Thus, we used this stakeholder information to confirm that our datasets were comprehensive.

INFORMATION SOURCES ABOUT LOW-INCOME OWNERS OF CONDOMINIUMS AND APARTMENTS

None of the respondents recommended a specific source for information on low-income owners of condominiums and apartments. However, a few mentioned that there are advocacy groups that may know more about this population.

RESPONDENTS SUGGESTIONS FOR ADDITIONAL RESEARCH

When the Cadmus team asked stakeholders about research topics of interest, we found that many of their suggestions were already addressed by this study. The topics stakeholders suggested that are not addressed by this study are summarized here.

- **Data on master metered multifamily buildings.** The type of metering presents issues in terms of program implementation, data collection, and analysis of energy-savings. Currently, there is no existing data source for whole-building energy use (common meters and tenant meters

together) in multifamily buildings. To help implement a whole-building approach with energy-efficiency upgrades, respondents recommended that we identify a data source or a method for determining which buildings are master-metered and which are individually metered. One respondent noted that the classification of master-metered multifamily buildings may limit eligibility for utility programs. For instance, in some states these buildings do not qualify for residential utility programs because they are considered commercial accounts. Another stakeholder wanted to know if tenants could be asked to report the benefits to their households of energy-efficiency upgrades, particularly in a master-metered building.

- **Affordable multifamily housing and utility regulatory policies impact multifamily housing financing.** Regulatory policies can have unintended effects on the financing of multifamily building improvements. One stakeholder said more research is needed about regulatory policies and how they potentially create barriers to securing multifamily housing financing. Additionally, this stakeholder wanted to know: (1) how many states have a low-income adder (that is, what is the prevalence of this type of policy), and (2) what the non-energy benefits of energy-efficiency improvements are for tenants.
- **Energy-efficiency upgrades as part of large rehabilitation projects.** Because energy-efficiency upgrades are usually only one element of a larger building rehabilitation project, some respondents wanted to know how other multifamily building owners and managers made large-scale energy-efficiency improvements within larger capital improvements. One respondent would like to know the overall size of projects that incorporate energy-efficiency upgrades.
- **Process for including utilities in rent.** One respondent suggested these questions for further research:
 - How do property owners fold utilities into the rent?
 - What process do property owners and managers use to decide which utilities to include in the rent?
 - Would the decision-making process and the implementation process for including utilities in the rent change, and if so why?

SUMMARY OF FINDINGS FROM INTERVIEWS

The intent of the ESA Program administrators is to serve multifamily low-income tenants by helping the multifamily building owner participate in the programs on behalf of the tenants. Thus, through the program, tenants are provided with lower energy bills and improved health, comfort, and safety. When owners are viewed as a conduit to serving their tenants, then removing barriers to participation by building owners enhances program effectiveness.

In interviews conducted for this study, building owners, managers, and advocacy groups expressed the desire to provide tenants with benefits offered by energy efficiency programs. However, respondents said concerns such as timing of upgrades, cost-effective measures, and limiting administrative time must also remain a priority when considering participation in energy-efficiency programs.

The overarching solution mentioned most often, and that seems to touch most all of the concerns brought up by interview respondents, is the creation of a single point of contact for multifamily building owners, managers, and tenants. This customer liaison would be knowledgeable about all programs—utility programs energy-efficiency programs and non-utility programs serving low-income populations—available to multifamily building owners and tenants. The contact would help building owners determine the right programs for their property, how to use the programs together, and the optimal timing and sequence for implementing the programs. This person would also guide them through the application process, which would cut down on costly administrative time spent sorting out the various program requirements.

Another significant factor mentioned by multifamily property owners that affects participation is financing the property upgrades. Related to the issue of funding is timing major energy efficiency improvements with property recapitalization, which occurs in 15- to 20-year cycles. Interview respondents did not provide a single specific solution, but suggested that a more flexible program could allow for layering of energy-efficiency retrofits along with other planned building rehabilitation projects. Again, this could be mitigated with assistance from a program liaison with expertise in finance options.

Consideration for cost-effective savings was another concern that pervaded many of the interviews, either directly or indirectly. Interview respondents mentioned that in order to invest in energy-efficiency upgrades, costs to the property owners must be weighed against benefits—to both the owner and the tenants—in order to justify their implementation. This concern is related to receiving funding approval from investors, timing of upgrades with building financing cycles, the level and length of time for savings paybacks on measures, and administrative time invested in program applications and requirements.

The desire for the program to allow treatment of the whole building was brought up repeatedly by respondents as a solution to maximize savings at lowest cost, whether through a single program or overlapping several programs (such as the ESA Program for units and the MFEER program or EUC program for common areas). That is by integrating or overlapping the ESA Program with other programs, multifamily building owners could upgrade the property as a whole rather than making small upgrades (or repairs and replacements) at different times.

Author's Note

It appears that the stakeholders' perceptions of the ESA Program do not always reflect their knowledge of the program's design and objectives. Respondents' comments indicate they may not be aware of or understand the reasons for differences in the IOU's programs or why the programs operate as they do.

However, consideration should be given to the limited scope and duration of the interviews. Because many of the questions concerned financing and investment structures, any perceived emphasis on funding may be disproportionate to the actual extent of the stakeholder concerns.

We acknowledge that this synthesis of stakeholder experiences and perceptions may not provide an accurate picture of their overall understanding of the program and program rules as implemented by

the IOUs. Please refer to Section 6 for an overview of the ESA Program and other multifamily programs in California.

SECTION 5. COMPARISON PROGRAMS ACROSS THE COUNTRY

This chapter presents findings from Research Into Action’s review of multifamily programs operating outside of California. The review sought to identify strategies that other programs have found to successfully reach the low-income multifamily market and included two primary tasks. The research team’s first task was to catalog relevant multifamily programs operating throughout the United States. The team then selected a cohort for further investigation and more in-depth analysis.

Program Catalog Findings

The research team reviewed publically available information sources (including American Council for an Energy-Efficient Economy (ACEEE) reports, program filings, monthly and annual program reports, evaluation reports, and information on program websites) to identify 44 programs outside of California that focus on low-income households, multifamily households, or both. Upon further review, the team excluded seven of these programs after determining they were: duplicative, only tangentially relevant to multifamily properties, or focused only on new construction.³⁵ This left the research team with 37 programs pertinent to the research objectives.³⁶

As this study is focused on identifying program approaches to reach the low-income multifamily sector specifically, the research team specifically sought to understand how each multifamily program approached low-income populations; that is, did the program:

- Focus exclusively on the low-income sector?
- Serve a broader population, but have offerings specific to the low-income sector?
- Differentiate between the low-income sector and other sectors served?

PROGRAM ADMINISTRATION AND FUNDING

While utilities administer the majority of programs identified (25 of 37), public benefit organizations and nonprofit groups more often administer the programs focusing on the low-income sector, as shown in Table 37. Utilities, however, administered all the low-income multifamily programs launched in 2013, potentially indicating a growing national interest among utility program administrators in reaching this segment. Utilities administer more than three-quarters of multifamily programs that do not differentiate between low-income buildings and other buildings.

³⁵ As this study seeks to identify opportunities for ESA to better serve the multifamily sector, and ESA serves low-income ratepayers in their existing homes, the research team’s review excluded programs focused on new construction.

³⁶ Multifamily buildings or residents are eligible to participate in many programs that do not specifically target the multifamily sector; appliance recycling programs are a common example. As this review sought to identify effective approaches to the multifamily sector specifically, the research team’s review only included programs directly targeting multifamily buildings or residents.

Table 38. Program Administrator Type

Administrator Type	Low-Income-Focused Programs		Non-Low-Income-Focused Programs	Total
	Established	New		
Utility	3	5	17	25
Non-utility Public Benefit Organization	4	0	2	6
Government	1	0	3	4
Nonprofit	2	0	0	2
Total	10	5	22	37

Consistent with the prevalence of utility program administrators, 84% (32 of 37) of the programs were identified as exclusively receiving ratepayer funds, and almost all receive some ratepayer funds, as shown in Table 38. Only one program, administered by the Connecticut Department of Economic and Community Development, appears to operate exclusively on taxpayer funds.

Table 39. Funding Sources

Funding Source	Low-Income-Focused Programs		Non-Low-Income-Focused Programs	Total
	Established	New		
Ratepayer funds exclusively	6	5	21	32
Taxpayer and ratepayer funds	4	0	0	4
Taxpayer funds	0	0	1	1
Total	10	5	22	37

ELIGIBILITY CRITERIA

The identified multifamily programs most often define multifamily buildings as containing five or more units, as shown in Table 39.

Table 40. Definition of Multifamily Buildings

Minimum Number of Units	Count of Programs	Proportion of Programs
2	1	3%
3	6	16%
4	4	11%
5	17	46%
Not listed	9	24%
Total	37	100%

The 15 programs identified that specifically target the low-income sector vary in their income qualification criteria, as shown in Table 40. Programs most often base their income qualification criteria on a percentage of tenants in a building earning less than a set proportion of the area median income or the federal poverty level. Other income qualification criteria include state-level requirements (such as the Minnesota Low-Income Rental Classification).

Table 41. Income Qualification Criteria

Income Qualification Criteria	Number of Programs
Percentage of area median income	5
Percentage of federal poverty level	2
Public and subsidized housing only	2
Other	2
Income qualification not required	3
Not listed	1

INCENTIVES

The majority of the cataloged multifamily programs identified offer prescriptive incentives³⁷, although direct installation of measures, such as faucet aerators, showerheads, water heater pipe wrap, and CFLs is also a common approach. Table 41 lists the number of programs offering incentives of each type (for example, prescriptive incentives, direct installation, custom incentives etc.). Nearly one-half of the programs identified (15 of 37) offer more than one type of incentives. Most often, these programs offer a combination of direct installation and measures with prescriptive incentives (8 of 15). For example, some programs offer direct installation of measures inside dwelling units, in conjunction with prescriptive rebates for common area lighting. Five programs also offer direct installation, prescriptive incentives, and custom incentives to subsidize different types of measures. Four programs do not directly provide incentives, with most of these focused on facilitating access to other incentive programs.

Table 42. Types of Incentives Offered*

Incentive Type	Low-Income Focused Programs (n=15)		Non-Low-Income Focused Programs (n=22)		Total (n=37)	
	Number	Percent	Number	Percent	Number	Percent
Prescriptive	7	47%	13	59%	20	54%
Direct install	7	47%	10	45%	17	46%
Custom	7	47%	5	23%	12	32%
CFLs provided to building owner	0	0%	2	9%	2	5%
Program does not directly provide incentives	2	13%	2	9%	4	11%
Unclear	0	0%	2	9%	2	5%

*Programs may offer multiple types of incentives

³⁷ Prescriptive Incentives are those that offer a set dollar amount per measure. A customer purchases the measure and receives a pre-set dollar amount from the utility designed to offset the incremental cost of the measure.

As suggested in Table 41, programs focused on low-income multifamily buildings are more likely to offer custom incentives³⁸ and less likely to offer prescriptive incentives than programs not focusing on the low-income market.

In-Depth Comparison Program Findings

None of the programs identified in the catalog excluded multifamily buildings serving low-income tenants. However, many programs did not include specific strategies or services to overcome the unique challenges of serving low-income multifamily buildings. The programs most relevant to this research—those with promising, comprehensive, multifamily segment strategies relevant to the ESA Program—provide offerings specific to both the low-income and multifamily sectors. Fifteen of the 37 programs reviewed focused exclusively on the low-income multifamily market or had unique program offerings for low-income buildings or their tenants, as shown in Table 42.

Table 43. Multifamily Program Approaches to Low-Income Sector

Approach to Low-Income Sector	Number of Programs
Exclusive focus	12
Specific program offerings	3
Do not differentiate	22

Of the 15 programs with activities that specifically targeted the low-income multifamily sector, five launched in 2013 and reported few (if any) results that the research team could examine to evaluate the effectiveness of their approach. Five additional programs were excluded because they had small budgets, served populations with very few multifamily households, or because the program’s status was unclear. The remaining programs appeared to be the most successful and best documented of the ten programs specifically targeting the low-income multifamily sector. All five of these programs target building owners and managers, rather than individual low-income tenants, and all support efficiency measures in common areas and central building systems, in addition to tenant dwelling units.

The research team then conducted an in-depth review of these five programs, expecting that they would yield the greatest insight into program approaches relevant to the ESA Program. The five programs chosen for comparison were selected because they served areas with large multifamily populations relative to the United States as a whole and because they represented a range of program approaches. Table 43 lists the five programs selected for in-depth review.

³⁸ Custom incentives are determined by a calculation of energy savings that result from installed measures. The participant does not receive a set dollar amount for installing a specific measure. Instead the participant receives an incentive based on the amount of energy savings or some other calculated method.

Table 44. Comparison Programs Selected for In-Depth Review

Program Administrator	Program Name	Area Served
CNT Energy	Energy Savers Multifamily Program	Chicago metropolitan area
Energy Outreach Colorado (EOC)	Low-Income Multifamily Weatherization Program	Colorado
Massachusetts Gas and Electric IOUs	LEAN ¹ Multifamily Program	Massachusetts
NYSERDA ²	Multifamily Performance Program (MPP)	New York State
Public Service Electric and Gas Company (PSE&G)	Residential Multifamily Housing Program	North-central New Jersey

1. Low-income Energy Affordability Network.

2. New York State Energy Research and Development Authority.

In order to understand each comparison program, the research team conducted a more detailed literature review and in-depth interviews with specific program managers. Drawing on the literature review and interviews, the research team prepared summaries describing each program’s approach, and submitted these to the interviewed program managers, who reviewed them for accuracy.

This section provides a brief summary of each in-depth comparison program’s approach to the low-income multifamily market, followed by a more in-depth comparison of program design, delivery, and accomplishments across the five programs.

COMPARISON PROGRAM BACKGROUND

CNT Energy—Energy Savers Multifamily Program

The Energy Savers Multifamily Program seeks to provide Chicago area multifamily building owners with a “one-stop shop” to support energy-efficiency upgrades. The program analyzes a building’s utility bills, and conducts an energy assessment³⁹ to identify potential energy-efficiency improvements. Program staffs are available to support building owners during the installation process, including developing bid proposals, reviewing bids, and monitoring work. The program does not offer incentives to buildings for completing retrofits. However, program staff shepherd owners through the participation process including assisting building owners in obtaining incentives from utility programs and other sources, and recommending financing options. Program staff emphasized that, in their role as the main contact for the building owner, they do not simply refer participants to incentive and financing programs. Instead, the staff assists with all technical and administrative work associated with participating in these programs, including filling out application forms and coordinating any necessary inspections.

The program partners with the nonprofit Community Investment Corporation (CIC), an organization providing mortgage financing to multifamily building owners to support neighborhood revitalization.

³⁹ This assessment includes a building analysis and a thorough inspection of the building to identify the most cost-effective investments for the building. The assessment takes about 2 hours to complete and includes a review of hot water heating equipment, basements, HVAC equipment, and about 10% of all units in the building.

With the support of a loan loss reserve fund that the City of Chicago provided using funding from the U.S. Department of Energy's Better Buildings Neighborhood Program, CIC offers loans at a 3% interest rate that participating building owners can use to pay for their energy upgrade projects. CIC does not receive utility ratepayer funding.

The Energy Savers Multifamily Program was created to preserve the availability of affordable rental housing, but the program does not require buildings to meet income qualifications to receive support. According to program staff, income-qualified buildings may access a wider range of incentive and financing programs such as the Illinois Department of Commerce and Economic Opportunity's low-income housing trust fund, LIHEAP, and the HUD Green Refinance Plus program.

Energy Outreach Colorado—Low-Income Multifamily Weatherization Program

The nonprofit Energy Outreach Colorado uses funding from federal weatherization programs, utility incentives, and other sources to address the efficiency needs of multifamily buildings, serving low-income residents, including measures in tenant units, common areas, and central systems, through its Low-Income Multifamily Weatherization Program. Ten percent of each funding source is reserved for staff and administrative costs.

Buildings must meet income qualification requirements to participate. The program uses a central application and assessment process for all participating building owners, regardless of the funding sources their projects use. This assessment is done via a site visit by EOC staff, with the goal of determining whether sufficient energy-efficiency retrofit opportunities exist to justify a Department of Energy approved full-scale audit. These full-scale audits meet the demands of utilities and provide building modeling. EOC staff work with building owners to interpret the audit findings and develop a scope of work. EOC acts as a general contractor and manages the retrofit installation process. Installation contractors contract with both EOC and the building owners.

As the program's funding sources use varying incentive structures, the incentives the EOC offers may vary, based on the extent that a particular building draws on each funding source. EOC staff reported the program's incentives typically cover approximately one-half of the cost of an efficiency retrofit. EOC's Low-Income Multifamily Weatherization Program typically treats a smaller number of buildings on an annual basis than the other comparison programs.

Massachusetts Utility Program Administrators—Low Income Energy Affordability Network (LEAN) Multifamily Program

The Massachusetts efficiency program administrators—the state's gas and electric investor-owned utilities—contract with two lead agencies, Action for Boston Community Development (ABCD) and Action, Inc., to administer the LEAN multifamily program.

The program acts as a single point of contact for multifamily building owners interested in energy upgrades, leveraging existing utility energy-efficiency offerings, focused on lighting and appliances, in addition to program-provided weatherization services and support for central system upgrades.

Program staff assists building owners in benchmarking their energy use, conducting assessments,⁴⁰ and developing a scope of work. The program also selects contractors to conduct installation work, although building owners can use their own contractors as long as those contractors agree to the program's pricing. The program subsidizes the full cost of efficiency retrofits that meet cost-effectiveness requirements.⁴¹ Buildings must meet income-qualification requirements to participate in the LEAN Multifamily Program.

NYSERDA—Multifamily Performance Program

NYSERDA's Multifamily Performance Program (MPP) offers incentives to building owners, based on the number of units in a building, to achieve a minimum 15% reduction in energy use. Buildings achieving a 20% or greater reduction in energy use receive bonus incentives, based on measured energy savings. All multifamily buildings may participate in the MPP, but the program offers higher incentives to buildings serving low-income tenants.

Participating consulting engineers, which NYSERDA refers to as "Partners," deliver the MPP. Partners recruit participants, who contract directly with the Partner to complete their project. Partners work with building owners to benchmark a building's energy performance, conduct the building audit, and identify cost-effective efficiency opportunities. Partners also work with building owners to develop a scope of work for the upgrade project and to identify financing sources the building owner can use to pay for the project. The Partner creates an Energy Reduction Plan, articulating the scope of work and the financing sources. Partners support building owners through the installation process, ensuring correct installation of measures. Finally, Partners determine that all measures are installed and functional to the intent of the Energy Reduction Plan and Partners schedule a time with the MPP Program to complete their site inspection. In addition the Partner completes a post retrofit utility bill analysis one year after project completion. If the Partner determines that the building achieved energy savings of at least 20%, the building owner receives an additional performance incentive.

Public Service Electric and Gas (PSE&G)—Residential Multifamily Housing Program

Like NYSERDA's MPP, PSE&G's Residential Multifamily Housing Program draws on consulting engineers to guide participants through the retrofit process. However, while building owners contract with the MPP's Partners directly, the consulting engineers delivering the Residential Multifamily Housing Program work under contract to PSE&G. Despite this distinction, the two programs use similar participation processes. In PSE&G's program, the program's consulting engineers conduct audits,⁴²

⁴⁰ In some cases the assessments will be comprehensive audits that examine the building envelope, mechanical systems and motors, ventilation, lighting, etc. Where opportunities exist to combine cost effective energy-efficiency work with building renovations, the assessments will likely be more limited in scope.

⁴¹ Measures must have a TRC value for gas greater than 1.8 and for electric greater than 2.1. Additional details on cost-effectiveness can be seen in Measures Installed section of report.

⁴² The depth of the audit is determined by the consulting engineers. A walk through is done initially that determines if a deeper audit is necessary.

identify retrofit opportunities, work with building owners to develop a scope of work and select installation contractors, and monitor the quality of the installation work. The scope of work is based on the financial constraints of the owner and what projects within the buildings will save the most energy.

The Residential Multifamily Housing Program bases its incentives on the simple payback of the efficiency measures identified. Any measure with a simple payback of 15 years or less is eligible. Incentives are set by reducing the simple payback of all measures by seven years (with a cap to keep simple payback to at least two years). The program offers on-bill repayment at zero percent interest for the balance of the retrofit costs.

PSE&G designed the Residential Multifamily Housing Program in partnership with the New Jersey Housing and Mortgage Finance Agency (NJHMFA). A state agency, NJHMFA focuses on increasing the availability of affordable housing, and offers programs for single-family homebuyers as well as owners of affordable multifamily housing. NJHMFA has played a role in identifying and recruiting buildings to participate in the Residential Multifamily Housing Program; in the program's first funding cycle (2009 and 2010) all participants were low-income properties identified by NJHMFA. Although the Residential Multifamily Housing Program was designed to meet the needs of the low-income multifamily buildings NJHMFA serves, the program later opened participation to all multifamily buildings.

PROGRAM CONTEXT

Regulatory Context

All five programs selected for in-depth reviews formed or were substantially redesigned within the last five years,⁴³ suggesting that multifamily low-income programs are evolving across the country. Three of the programs formed in response to legislation establishing energy-efficiency resource standards. The administrators of two of these programs—EOC in Colorado and ABCD and Action, Inc., in Massachusetts—advocated for inclusion of low-income programs in energy-efficiency offerings designed to meet new resource standards prior to receiving funding to implement their programs.

While the comparison programs typically benefitted from increased funding for energy efficiency resulting from establishment of energy-efficiency resource standards within their jurisdictions, the regulatory context in which they operate also posed challenges for some comparison programs.

For example, one primary challenge LEAN Multifamily Program staff reported resulted from the structure of Massachusetts' energy-efficiency funding mechanism. Massachusetts' ratepayer funding for electric-efficiency measures is tracked separately from ratepayer funding for gas-efficiency measures. Consequently, the LEAN Multifamily Program cannot transfer funds between its budgets for electric efficiency and gas efficiency. Staff stated the program received sufficient funding to provide the cost-

⁴³ NYSERDA's MPP existed prior to 2010. However, significant changes in the program design resulted because the program was required to have each measure installed meet the TRC. (The previous program required projects to meet the TRC at the project level.) These changes resulted in the program's suspension from June 2009 to October 2010.

effective electric-efficiency measures identified in all of the participating buildings, but not sufficient to install all of the gas-efficiency measures identified as cost effective. This discrepancy can mean that the program is able to address electrical efficiency opportunities, but must wait to address gas-efficiency measures until funding becomes available in the gas-efficiency budget—potentially years later.

Program Administration

The organizations selected for an in-depth review reflect the prevalence of nonprofits and public benefit administrators in established low-income multifamily programs. Utilities administered only two of the five programs: the LEAN Multifamily Program in Massachusetts, and PSE&G’s Residential Multifamily Housing Program in New Jersey. Nonprofit organizations (EOC and CNT Energy) and a non-utility public benefit program (NYSERDA) implemented the remaining programs. Additionally, while the IOUs administered the program in Massachusetts, two non-profit groups led implementation.

The nonprofit organizations administering and implementing the comparison programs also implement a variety of efficiency programs in addition to the multifamily offerings, typically targeting low-income residential customers and nonresidential facilities owned by non-profit organizations. Table 44 summarizes these program offerings.

Table 45. Nonprofit Organization Efficiency Program Offerings In Addition to Multifamily

Program Location	Organization	Efficiency Program Offerings in Addition to Multifamily		
		Low-Income Single-Family	Small Multifamily (2-4 Units)	Facilities Owned By Nonprofits
Massachusetts	ABCD, Action, Inc.	✓	✓	
Chicago	CNT Energy		✓	✓
Colorado	Energy Outreach Colorado	✓		✓

The nonprofit organizations administering the comparison programs in Chicago, Colorado, and Massachusetts are not exclusively focused on delivering energy-efficiency programs. As community action agencies, the organizations implementing the LEAN Multifamily program in Massachusetts, ABCD, and Action, Inc., deliver other income-qualified programs such as Head Start. EOC administers utility bill assistance programs in addition to its efficiency work. CNT Energy administers dynamic energy pricing programs, and works with counties and municipalities to include energy efficiency as a consideration in urban planning.

Funding Sources

Many programs targeting the low-income multifamily sector draw on multiple funding sources. Two of the in-depth comparison programs—EOC’s program and NYSERDA’s program—provide examples of programs bringing together multiple funding sources to support a single program delivery model. In each case, the various funding sources seek slightly different goals and place differing restrictions on use of the funds. Table 45 summarizes each program’s funding source and its associated goals and restrictions. Data on the proportion of each program’s budget that each funding source provides were not available.

Table 46. Energy Outreach Colorado and NYSERDA Funding Sources

Funding Source	Funder Goals	Restrictions on Use of Funds
EOC		
Utilities	Energy and demand savings.	Program must achieve a TRC value >1, including a 25% adder for non-energy benefits.
Federal weatherization funds	Maintenance and improvement of affordable housing.	Each measure must meet a savings to investment ratio >1.
City of Denver	Maintenance of affordable housing, energy savings, carbon reduction, water savings.	None identified.
Private donations	Broad support of EOC mission.	Unrestricted, but typically used only for cost effective measures.
NYSERDA		
Energy-Efficiency Portfolio Standard (EEPS): ratepayer funding	Energy savings contributing to a statewide 15% reduction in energy use by 2015.	Measures must have a TRC of 1.0 or greater. Advanced measures (e.g. photovoltaic) are not eligible.
Regional Greenhouse Gas Initiative (RGGI): proceeds from CO ₂ allowance auctions	Reduce greenhouse gas emissions, energy savings.	Funds may only be used to support energy savings from heating fuels other than electricity or natural gas.
Green Jobs Green New York (GJGNY): RGGI Funding	Energy savings, carbon reduction, job creation.	Can provide no more than one-half the funding for loans to support energy-efficiency projects.

By leveraging multiple funding sources, NYSERDA and EOC can address a greater range of participants' efficiency needs than a single funding source would allow.

For example, NYSERDA uses RGGI funds to replace space heating and domestic hot water systems, install building shell upgrades, and support other retrofits not covered under EEPS. GJGNY funds allow NYSERDA to offer low-interest loans to multifamily building owners for energy-efficiency upgrades and to support the program-required multifamily audits.

EOC first screens participants' eligibility to receive federal weatherization funds, then considers the performance-based incentives the building could receive from its utilities. EOC uses available funding from the City of Denver and private donations to support installation of cost-effective measures not eligible for federal or utility incentives.

While the programs in Massachusetts and New Jersey do not receive significant funding support beyond ratepayer dollars, both programs maintain relationships with government organizations or other groups providing administrative support. In Massachusetts, LEAN program staff described frequently working with local governments and redevelopment authorities to include efficiency measures in multifamily building retrofits these groups contribute funds to. Staff also reported working with a contact at the state housing authority to spread awareness of the program and to prioritize projects within the housing authority's network. In New Jersey, PSE&G works with the NJHMFA, which has helped publicize the program and recruit participants among its network of multifamily buildings.

Characteristics of Markets Served

Each in-depth comparison program operates in a multifamily market with unique characteristics. This section presents data drawn from the U.S. Census Bureau’s American Community Survey (ACS) five-year estimates for 2007–2011 to compare the characteristics of the multifamily market across comparison program areas.⁴⁴

In terms of the absolute number of households living in multifamily buildings, the multifamily market as a whole, as well as the low income multifamily market, in New York State is much larger than the multifamily markets the other comparison programs serve, as shown in Table 46.⁴⁵

Table 47. Size of Multifamily Markets Served

State ¹	Households in Multifamily Buildings	Low Income Households In Multifamily Buildings	Proportion of Multifamily Households that are Low Income
New York	2,631,249	989,225	38%
New Jersey	715,101	241,997	34%
Illinois	1,070,265	394,817	37%
Massachusetts	582,601	235,079	40%
Colorado	458,254	174,533	38%

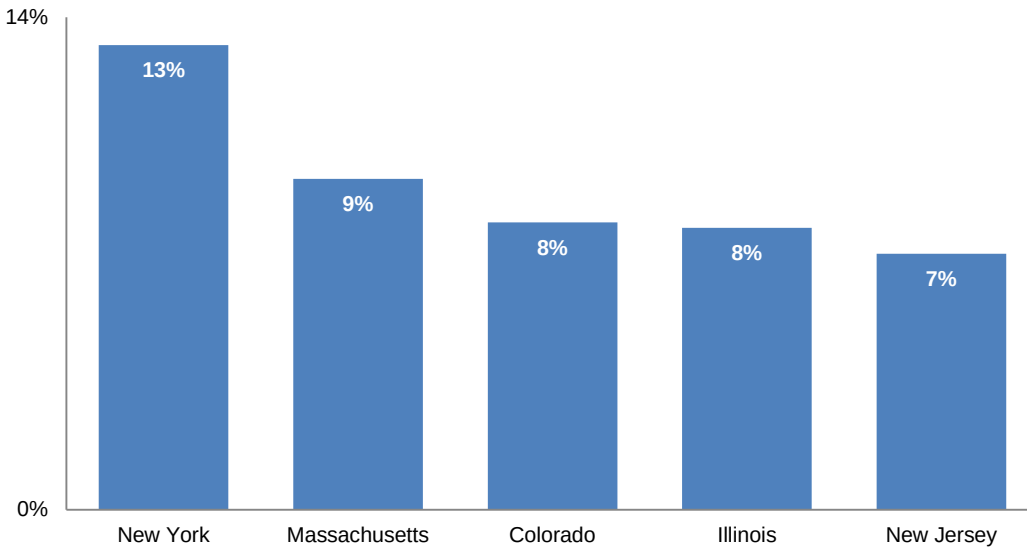
1. Due to limited evaluation resources to conduct a more granular analysis, the data presented in this table are at the state level, although some comparison programs (notably CNT in Illinois and PSE&G in New Jersey) do not serve their entire state.

Low income multifamily households also compose a larger proportion of New York State’s housing stock than in the other comparison program areas. Approximately 13% of the households in New York State are low income and live in multifamily buildings of five units or more. Massachusetts has the next highest concentration of low income multifamily housing, with 9% of all households qualifying as low income and living in multifamily buildings. Approximately 8% of all households in Colorado, Massachusetts, and New Jersey are low income multifamily, as shown in Figure 40.

⁴⁴ Figures listed for the PSE&G territory are estimates and include all of the counties PSE&G serves, although in some cases PSE&G territory does not encompass the entire county. PSE&G figures include the following counties: Bergen, Burlington, Camden, Essex, Gloucester, Hudson, Mercer, Middlesex, Monmouth, Morris, Passaic, Somerset, and Union.

⁴⁵ For the purpose of these comparisons, multifamily buildings are defined as those containing five units or more.

Figure 40. Low Income Multifamily as a Proportion of All Households



The rest of this section reviews additional characteristics of the multifamily markets the comparison programs serve. However, data focused specifically on the low income multifamily sector are not readily available, and, due to limited study resources, the research team was not able to examine these characteristics for low income multifamily buildings specifically in each comparison program area. As a result, the findings presented below reflect all multifamily buildings in the comparison program territories, including those serving both low income and non-low income tenants. The low income multifamily market may differ from the market as a whole in some of the characteristics listed below.

While CNT Energy’s program operates entirely within the metropolitan Chicago area, the other comparison programs serve a more varied territory. In each case, however, the service territory’s largest metropolitan areas contain the majority of multifamily housing, as shown in Table 47.

Table 48. Proportion of Total Multifamily Units in the Largest Metropolitan Areas

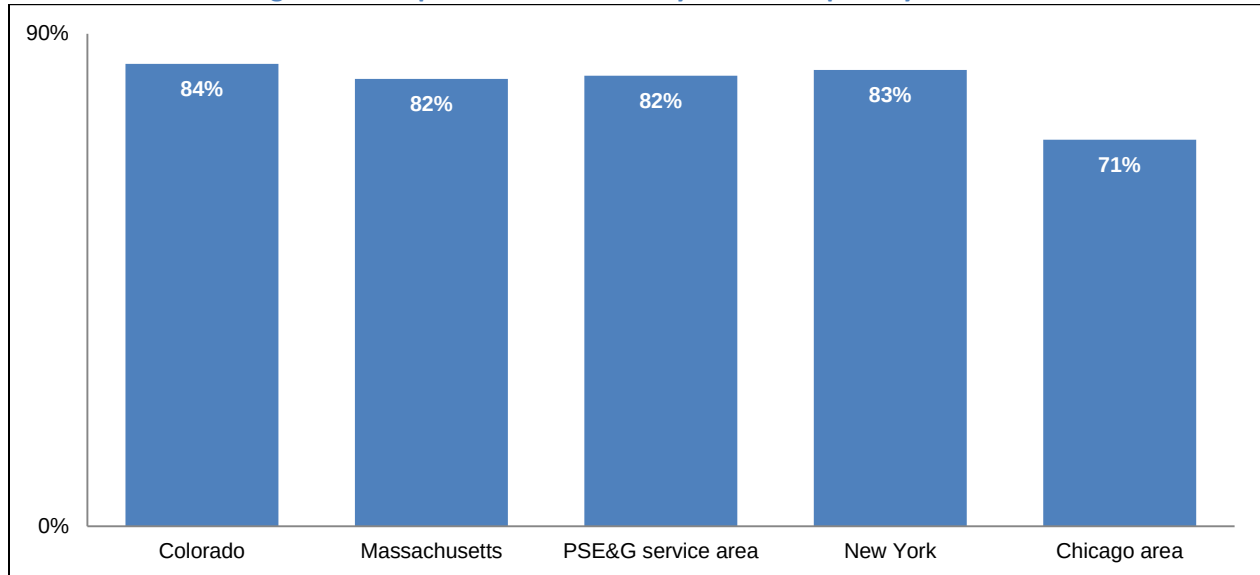
Program Area	Largest Metropolitan Area	Proportion of Multifamily Units
New York	New York City	87%
Massachusetts	Boston	73%
Colorado	Denver	67%
PSE&G service area	Newark ¹	61%

1. Newark is part of the New York City Metropolitan Statistical Area (MSA). The figures listed reflect only the portions of the New York City MSA in New Jersey.

Although NYSDERDA’s program serves the entire state of New York, of the comparison programs, it contains the greatest concentration of multifamily units within its territory’s largest metropolitan area. PSE&G’s service area has the lowest concentration of multifamily units in its largest metropolitan area—the portion of the New York City metropolitan area in New Jersey. However, PSE&G’s territory also includes portions of the Philadelphia metropolitan area, which Table 47 does not include.

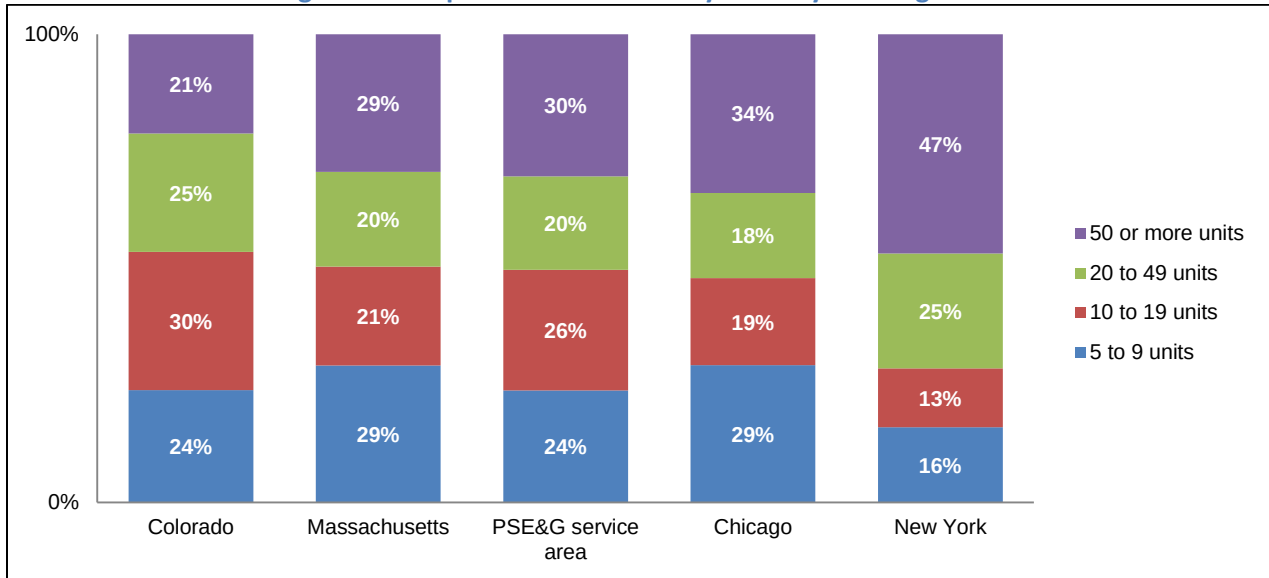
Renters occupy the majority of multifamily households in all comparison program areas, although the Chicago area has a higher proportion of owner-occupied multifamily units than the other comparison program areas, as shown in Figure 41. In all comparison program areas, a higher concentration of owner-occupied multifamily units occurs within metropolitan areas than in the service territory as a whole. Notably, however, these figures represent all multifamily households; the proportion of low-income multifamily residents who rent may not match that of the overall population.

Figure 41. Proportion of Multifamily Units Occupied by Renters



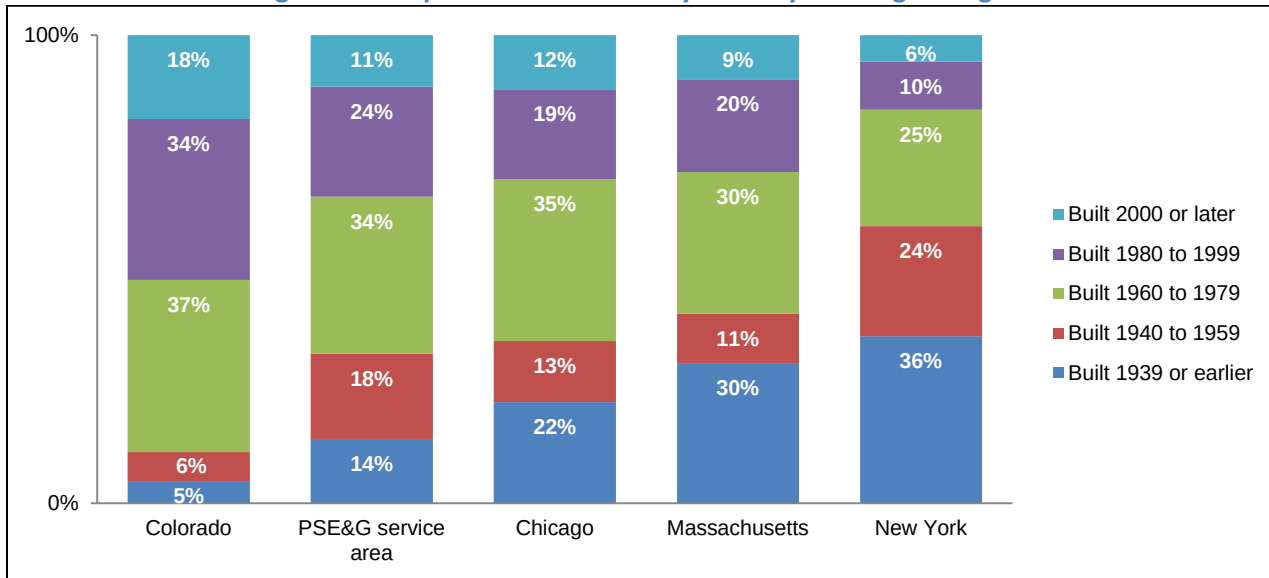
Large multifamily buildings are more prevalent in New York, Chicago, and New Jersey than in Colorado and Massachusetts, as shown in Figure 42. In New York, Chicago, and New Jersey a majority of multifamily units are located in buildings with 20 units or more, with 47% of the multifamily units in New York in buildings containing 50 units or more.

Figure 42. Proportion of Multifamily Units by Building Size



New York and Massachusetts exhibit a greater proportion of older multifamily buildings than the other comparison program areas, as shown in Figure 43. However, in all comparison program areas except New York, a plurality of multifamily units is located in buildings built between 1960 and 1979.

Figure 43. Proportion of Multifamily Units by Building Vintage



PROGRAM THEORY AND GOALS

All five of the programs receiving in-depth reviews seek to generate energy savings as their primary goal. Program staff also noted that by reducing operating costs for multifamily buildings serving low-income tenants, their programs help property owners continue to provide affordable and comfortable housing.

To generate energy savings, the designs of multifamily programs examined sought to achieve two broad objectives:

1. To overcome barriers to efficiency in the multifamily sector
2. To increase the market for efficiency in multifamily buildings

This section lists barriers the comparison programs seek to address, market support objectives they seek to achieve, and briefly describes program approaches for each. The following sections provide additional detail on program activities and offerings.

Overcoming Barriers

The comparison programs examined seek to address three common barriers to efficiency in multifamily buildings:

- **Split incentives:** In many buildings, tenants pay the bills for energy used in dwelling units, and would thus benefit from energy savings. However, building owners are responsible for the costs associated with maintaining, replacing, and upgrading energy-using equipment.
- **A lack of awareness of efficiency among building owners and managers:** Building owners and managers may not be aware of opportunities available to improve the efficiency of their buildings or the potential energy savings available from various retrofit options.
- **A lack of access to capital for building owners:** Multifamily buildings, particularly those serving low-income tenants, often have tight operating margins and complicated financing structures, which can make it difficult for building owners to bear the upfront cost of energy upgrades.

Specifics about each program's approach to each barrier are provided thematically below.

Split Incentives

The strength of the split incentive barrier varies between comparison programs. While program services can benefit tenants as well as owners, all of the comparison programs focus on reaching building owners, meaning that the metering and subsidy status of the building affects the viability of projects. The Colorado Energy Office wanted to focus statewide multifamily efficiency efforts on master metered buildings, leaving local weatherization agencies to deliver services to units in individually metered buildings. Since building owners pay all energy costs for these buildings, EOC has largely avoided the

split-incentive issue.⁴⁶ Among the other programs, reluctance on the part of building owners to invest in reducing tenant energy use is a more powerful barrier, addressed with an array of strategies:

- **Provide generous incentives.** The LEAN program in Massachusetts addresses split incentives by fully subsidizing retrofits, thus eliminating costs to the building owner.
- **Promote non-energy benefits.** CNT Energy promotes the non-energy benefits associated with energy-efficiency upgrades, such as reduced maintenance costs and lower tenant turnover. CNT Energy staff work to quantify these benefits.
- **Target public or subsidized buildings.** Contacts reported that split incentives are more easily overcome in public housing and multifamily buildings owned by nonprofit organizations. Staff from EOC and LEAN reported that all or almost all their participants are either publically subsidized buildings or nonprofits offering reduced rents to low-income people. For these types of buildings, efficiency retrofits align with non-profit organizations' missions to benefit the populations they serve. These organizations also often plan to own their properties longer than for-profit building owners.
- **Capture other tenant benefits.** Programs targeting the low-income multifamily sector often seek to ensure that any incentives provided to building owners to upgrade their buildings ultimately benefit the low-income tenants these programs seek to serve. To this end, EOC and the LEAN multifamily program require building owners to commit to not raising rents within a specified time period. In addition, EOC requires building owners to specify in their applications how they will use energy cost savings to benefit tenants. For example, building owners have pledged to provide increased case management in HUD-subsidized properties, to install playground equipment, and, in one case, to decrease rents.

Lack of Awareness of Efficiency among Multifamily Owners

Comparison program managers described efforts to educate multifamily building owners and managers about energy efficiency and their buildings' energy use through interactions during the retrofit process. EOC, the LEAN multifamily program in Massachusetts, and CNT Energy's program in Chicago use the energy assessment process to educate building owners and managers about their buildings' energy use and about opportunities to save energy in on-going operations and maintenance. Interviewees suggested that the education provided during the assessment process was informal as opposed to part of a curriculum. LEAN also encourages building owners and managers to participate in the post-installation inspection, ensuring they achieve a strong understanding of the efficiency improvements made through the program. During the inspection, owners and facility staff learn about the best ways to run their property efficiently. LEAN program staff reported two of the engineering firms the program works with have a great deal of experience working with facility managers, and have helped the program effectively communicate with these groups.

⁴⁶ EOC is starting to work with more individually metered buildings and has completed many "low-cost measures" in these types of buildings.

Building owner and manager participants in EOC's program must agree to participate in training on energy-efficiency opportunities, and EOC has contracted with other agencies to develop and administer more formal educational programs for these groups. EOC staff reported that, in at least one property, the program's education process motivated participants to make changes that generated substantial energy savings. EOC staff works with owners and property managers on a one-on-one basis to get them to understand how important behavior is to saving energy. EOC has held meetings with various project staff members, post installation, to share best practices with facility managers and provide them an opportunity to ask questions about ways to save energy. EOC also created a formal resident training program that facility staff delivers to residents.

Lack of Access to Capital

As described in greater detail below, to overcome barriers regarding access to capital, all comparison programs, except for CNT Energy's program in Chicago, provide incentives designed to cover a large proportion of retrofit costs. Managers of the LEAN Multifamily Program in Massachusetts, which was designed to cover all of the costs associated with participants' energy savings upgrades, stated these large incentives allowed the program to avoid the considerable effort required to work with building owners to develop financing packages for their projects.

In addition to incentives, three comparison programs (PSE&G, NYSERDA's MPP, and CNT Energy), offer building owners financing to cover the cost of efficiency retrofits.

- In New Jersey, PSE&G provides participants with opportunities to repay the balance of their upgrade costs in installments as a line-item on their utility bills. Offering on-bill repayment this way may allow building owners to access financing for retrofit projects without obtaining approval from their investors, as they typically must do before a building takes on additional debt.
- NYSERDA's MPP and CNT Energy's program in Chicago do not offer on-bill repayment, although both programs work with building owners to identify financing options, including (but not limited to) loans offered by the program or its partners.

Increasing the Market for Energy Efficiency

All five programs included activities expected to influence building owners and managers to make energy efficiency a regular consideration in their decision-making processes and develop a base of contractors and engineers capable of delivering energy-efficiency services to multifamily buildings.

Influencing Building Owners

Several comparison programs seek to incorporate energy efficiency into multifamily building owners' and managers' day-to-day business practices. Illustrating the need for such a shift in awareness of building energy use, EOC staff reported that building owners frequently continue to repair old, inefficient equipment rather than replace it and typically select the lowest-cost option without regard for efficiency when replacing equipment. Thus, the program seeks to work with building owners,

managers, and tenants to build their understanding of efficiency, and ensure they know of—and have bought into—the efficiency improvements installed through the program.

The LEAN multifamily program in Massachusetts encourages building owners and managers to take part in building audits to better their understanding of their building’s energy use and savings opportunities. The program also provides participants with analyses from energy benchmarking software,⁴⁷ which allows them to monitor their buildings’ energy use, in addition to helping the program prioritize applications and track savings.

To encourage program participants to remain engaged with their energy use and to continue to operate their buildings efficiently, CNT Energy sends past participants annual billing analysis reports that estimate the energy and cost savings resulting from their retrofits.

The structure of the incentives NYSERDA offers through the MPP may also encourage building owners to consider energy use in their decision making and take actions to reduce energy use. The performance incentives offered for buildings exceeding a 20% reduction in energy use draw upon an analysis of consumption data for 12 months following installation. Building owners that do not meet the performance targets anticipated in their Energy Reduction Plans receive incentives commensurate with their buildings’ actual energy performance.⁴⁸ Thus, building owners who do not prioritize operations and maintenance practices may receive a lower-than-expected incentive.

Developing a Base of Contractors and Engineers

Managers of two of the comparison programs—NYSERDA’s MPP and the LEAN multifamily program in Massachusetts—described efforts to build a base of contractors and engineers with specific expertise in specifying and installing efficiency measures in multifamily buildings.

NYSERDA offers training to the consulting engineers that deliver the MPP and verifies their credentials prior to approving them for participation. In training these Partners, NYSERDA provides technical information about installing efficient equipment in multifamily buildings and information about resources available to help finance comprehensive energy-saving projects. Through these efforts, NYSERDA seeks to build a group of professionals uniquely qualified to conduct multifamily energy-efficiency work. NYSERDA also hopes this group of professionals will apply their efficiency knowledge to their work outside the program, both in multifamily buildings and in other commercial facilities.

Program staff in Massachusetts reported their program has faced a shortage of contractors capable of completing weatherization work on the scale necessary to treat multifamily buildings. Staff noted that small contractors may not have the logistical and administrative capabilities to complete large,

⁴⁷ The LEAN Multifamily Program provides participants with WegoWise, a privately developed benchmarking software that is available to the general public.

⁴⁸ Owners of buildings that exceed their performance targets receive bonus incentives that reflect their predicted savings; they do not qualify for larger incentives.

multifamily weatherization jobs. As a result, the program works to expand the market. Building on the experience of ARRA-funded contractor training programs, the LEAN multifamily program encourages experienced weatherization contractors to expand into the multifamily market.

PROGRAM ACTIVITIES AND OFFERINGS

Eligibility Requirements

PSE&G's and CNT Energy's programs target low-income buildings, but do not require income qualification. NJHMFA only provides financing to buildings offering rents accessible to low-income households. As a result, all participants coming to PSE&G's Residential Multifamily Housing Program through its partnership with the NJHMFA serve low-income populations.

Similarly, many of CNT Energy's participants come to the program as referrals from Chicago's Community Investment Corporation (CIC)), which primarily works with buildings serving low-income populations. CIC is a not-for-profit mortgage lender that provides financing to buy and rehabilitate multifamily buildings in the Chicago area.

The three comparison programs requiring income verification each specify different income-eligibility criteria, as shown in Table 48. NYSERDA uses the most inclusive income-eligibility requirements, allowing tenants to earn a larger proportion of the state median income than the LEAN Multifamily Program in Massachusetts, and requiring a lower proportion of tenants meet the income requirements than the other two programs.

Table 49. Income Eligibility Requirements

Administrator	Program Name	Income Eligibility Requirement	Proportion of Tenants that Must Meet Eligibility Requirement
EOC	Low Income Multifamily Weatherization Program	200% of federal poverty level or less	67%
Massachusetts IOUs	LEAN Multifamily Program	60% of area median income or less	50%
NYSERDA	MPP	80% of state median income or less	25%

Verification

The three comparison programs requiring income verification accept participation in state or federal low-income housing programs as verification that a building meets their income requirements. As many of the buildings these programs serve receive subsidies from state or federal low-income programs, income verification typically does not pose a major challenge.

For example, EOC staff review HUD applications of public and assisted multifamily properties, and LEAN program staff review the income certifications that building owners receiving state or federal subsidies are required to conduct on an annual basis.

For the EOC, LEAN, and NYSERDA programs, buildings not receiving federal subsidies qualify to participate, but the process of verifying income eligibility becomes more involved. In such cases, EOC's program collects data on every tenant. In the process of collecting this information, the program asks tenants to sign a release providing access to their utility billing data, and acknowledging that retrofit work will take place in the building. The program also gathers information on tenants' chemical sensitivities that may be relevant in the process of installing upgrades.

The LEAN and NYSERDA programs leave responsibility for providing income verification data to the building owner. In NYSERDA's program, building owners can use the building's "rent roll" as a proxy for tenant income. Through this method, building owners calculate tenants' annual household income based on rent and occupancy, assuming housing costs make up 30% of household incomes. Building owners also can qualify by submitting signed income certification forms and supporting documentation for 25% of the units in a building.

None of the comparison programs have significant staff capability to conduct door-to-door income verification, a factor likely contributing to the prevalence of public and subsidized housing among these programs' participants. Contacts at EOC and LEAN reported that the large majority of the for-profit building owners that participate in their programs receive some type of subsidy to support affordable housing, and the buildings referred to PSE&G's program through the NJHMFA are largely subsidized. CNT Energy staff reported that many of the buildings that participate in their program are not subsidized, although the program does not require buildings owners to provide income verification documents. Data on the proportion of the affordable properties NYSERDA serves through its MPP that receive subsidies were not available.

Prioritization

Three of the five comparison programs (e.g., EOC, LEAN, and PSE&G) receive more applications from interested building owners than their budgets allow them to serve. As a result, these programs have developed criteria by which to prioritize projects.

LEAN requires applicants to use program-provided benchmarking software, called WegoWise. Applicants enter one year of energy-usage data as well as characteristics of their buildings into the benchmarking tool. The software provides a score, based on the energy intensity and energy-savings potential of the building, which the program uses to prioritize applications. Program staff stated, however, that they also may prioritize buildings with planned equipment replacement or renovations that would time nicely with an efficiency retrofit. For example, building owners may take advantage of previously planned renovations to complete efficiency upgrades they would be unlikely to complete as stand-alone projects, like boiler replacements or adding insulation. By not acting at the time of the renovation, the program may lose the opportunity to make these efficiency improvements.

EOC is the only comparison program that does not accept applications on an ongoing basis. Instead, EOC accepts applications during defined application periods, based on its funding availability. Similar to the LEAN program, EOC considers the energy-savings potential of applicants' buildings in prioritizing

projects, and seeks to ensure the buildings it treats are balanced between urban and rural areas and are geographically distributed throughout the state.

PSE&G distributes its program funding on a first-come, first-served basis.

Outreach

EOC's program in Colorado, the LEAN program in Massachusetts, and PSE&G's program in New Jersey reported reaching out to organizations already working with low-income multifamily properties to promote their services. Local community action agencies promote the LEAN program in Massachusetts. In Colorado, EOC initially conducted outreach through statewide affordable housing associations, and, more recently, has started reaching out to apartment manager associations to more effectively contact market-rate building owners. In New Jersey, PSE&G leveraged NJHMFA's relationships with multifamily building owners to generate leads. PSE&G's consulting engineers also bring leads to the program.

NYSERDA's program delivery model (described in greater detail below) draws upon the services of program Partners, engineering and construction firms that guide participants through the retrofit process. These Partners take the primary responsibility for promoting the program to building owners.

CNT Energy staff reported that, in addition to its standard outreach efforts (such as attending community events and speaking at trade shows), its partner lending agency, CIC, refers many participants to the program. Contractors and past participants also provide referrals. Additionally, the Chicago Housing Authority provides possible leads to CNT Energy.

Program Delivery Roles

All of the in-depth comparison programs act in five key areas to achieve efficiency retrofits in low-income multifamily buildings:

- Supporting building owners through the retrofit process
- Assessing energy-savings opportunities and developing a retrofit scope of work
- Assisting with financing
- Installing energy-efficiency measures
- Ensuring the quality of installations and verifying energy savings

The five comparison programs draw on distinct combinations of implementation staff, installers, and engineers to fulfill each role. While each program has multiple people working on a project, one similarity across all five programs is the single point of contact interface between the program and the participant. The following sections describe the approaches of each comparison program.

Participant Support

Conducting retrofit work in multifamily buildings is a complex undertaking that requires identifying efficiency opportunities and defining a scope of work for efficiency retrofits that requires specialized, technical knowledge. Consequently, all the comparison programs use established systems to help

participating building owners and managers identify retrofits and guide them through the retrofit process. The following sections describe greater detail on the comparison programs' approaches to each step in the participation process. However, all five comparison programs provide participant support at each stage, including the following:⁴⁹

- Using historical utility billing data to analyze the energy use of applicants' buildings. Some comparison programs, such as the LEAN multifamily program, help building owners enter their data into benchmarking software,⁵⁰ which the building owners can continue to use to monitor their energy use after the retrofit.
- Conducting assessments or audits to identify energy-savings opportunities and helping building owners to interpret the results. All the comparison programs provide assessments or audits to building owners at no cost. The comparison programs also work with building owners to develop a retrofit scope of work that meets both the participants' needs and program cost-effectiveness requirements.
- Identifying the incentive and financing options building owners can use to fund their retrofits. CNT Energy does not offer incentives directly, but program staff direct participants to incentives and financing options to cover retrofit costs. NYSERDA's MPP partners also advise participants on financing options, and include the building owner's plan for project financing in the Energy Reduction Plan, which details the project's scope of work. The LEAN Multifamily Program does not identify other financing options, as it provides incentives to cover the full cost of retrofits; and PSE&G's program fully finances retrofit costs through a combination of incentives and on-bill financing.
- Assisting building owners in selecting contractors. The comparison programs vary in their approach to measure installations: in some cases the program selects installation contractors, while in others the building owner selects an installation contractor, choosing from a program-qualified list for some programs, and without restriction for others. The programs through which building owners select installation contractors provide participants with support in developing bid request documents and reviewing bids.
- Verifying the quality of installed measures. All the comparison programs conduct inspections to verify the specified measures have been installed correctly.

In many cases, providing this level of support involves designating an individual to work with participating building owners and managers. The comparison programs broadly fall into two groups regarding the market actor designated to support participants: some draw on external consulting

⁴⁹ As noted previously, all of the comparison programs view the multifamily building owners and managers, rather than tenants, as their participants. As a result, the program services described in this section target multifamily building owners and managers.

⁵⁰ LEAN uses WegoWise, benchmarking software, which was privately developed and is available to the public, NYSERDA and EOC use tools developed specifically for their programs.

engineers, while others use internal program staff members. NYSERDA's MPP and PSE&G's program use consulting engineers to support participants throughout the retrofit process. These consulting engineers are professional engineers whose firms offer energy-efficiency consulting services in non-residential buildings, in addition to their multifamily program work. In both programs, these consulting engineers provide participants with support throughout the retrofit process. However, participants in the MPP contract with consulting engineers directly, while engineers supporting Residential Multifamily Housing Program participants work under contract to PSE&G.

Program staff members provide support to participants in EOC's, LEAN's, and CNT Energy's programs. EOC acts as a general contractor, managing the retrofit process for participants and subcontracting with installers to complete retrofit work. Staff at the organizations implementing the LEAN program guide participants through a complex participation process, bringing together distinct gas- and electric-efficiency offerings. CNT Energy uses its own staff to support participants throughout the process and to help them identify incentives and financing options for their retrofits. The EOC, LEAN and CNT Energy staff members that provide support to participants have construction and efficiency experience. EOC has an engineer on staff that supports the program, and EOC's project managers have construction and efficiency experience, including BPI training. LEAN staffs are BPI certified at a minimum and receive regular efficiency training to keep abreast of new technologies. CNT Energy largely provides technical training internally, but all the staff members engaged in supporting participants are BPI certified.

Assessment of Savings Opportunities

All the comparison programs provide participants with some level of building assessment or audit at no cost. Details about the differences between assessment and audit are described below.

While PSE&G's program originally provided all participants with an investment grade (ASHRAE Level III) audit, the program found, in some cases, a less extensive, ASHRAE Level II audit proved sufficient. Due to the lower costs of these audits, cost savings improve the cost-effectiveness of individual retrofit projects and allow the program to serve a greater number of participants.

NYSERDA's MPP also uses ASHRAE Level II audits. NYSERDA uses its ERP tool, which it developed in collaboration with Oak Ridge National Laboratory and the U.S. EPA, to benchmark participating buildings and to estimate measure cost-effectiveness. The tool draws upon a database of approximately 500 multifamily buildings across the country. EOC conducts comprehensive audits and building modeling using procedures approved by the U.S. DOE for programs using federal weatherization funds.

In Massachusetts, the LEAN program offers varying assessment levels, based on the measure types and participants' needs. Most participants receive two distinct assessments:

- The program leverages existing utility efficiency offerings to provide appliance and lighting upgrades, and implementers, under contract to the utilities, conduct assessments focused on these measures.

- In a separate assessment, LEAN program staffs assess weatherization opportunities, and determine whether conducting detailed assessments will be necessary to identify central system upgrade opportunities.

If staff determine that central HVAC system savings opportunities exist, the program works with HVAC equipment manufacturers' representatives to specify upgraded equipment. The manufacturers' representatives send engineers to the building to generate detailed replacement specifications. Staff noted that drawing on manufacturers' representatives this way allows the program to avoid hiring an engineer to conduct a detailed audit of the HVAC system, thus reducing costs and increasing the range of measures that can meet the cost-effectiveness requirements.

CNT Energy program staffs conduct an audit of participating buildings, including inspections and diagnostic testing of building envelopes, mechanical systems, and lighting. This audit includes common areas and reviews of a sample of dwelling units. Following the advice of a marketing consultant, CNT Energy simplified the content of its audit reports, removing technical details about building characteristics and building science to focus more strongly on the costs and savings potential of recommended improvements.

Measure Installation

Variations in the comparison programs' requirements around measure installation largely parallel the differences in each program's method for supporting participants through the upgrade process.

NYSERDA and PSE&G, with programs drawing on consulting engineers to support participants, leave responsibility for selecting installation contractors to the building owners. In these programs, the role of the installation contractor is limited to implementing a pre-defined scope of work. The consulting engineers provide building owners with documents specifying the work to be completed and remain available to review bids and advise the building owner in the contractor-selection process. The building owner can select any contractor with the appropriate license to complete the work.

In contrast, the LEAN program in Massachusetts and the EOC program in Colorado, which use program staff to guide participants through the retrofit process, typically select the contractors to install measures in their participants' buildings. As noted, EOC acts as a general contractor, and installation contractors enter into a contract with both EOC and the building owner. EOC typically selects installation contractors through a competitive bidding process.

The LEAN multifamily program also typically selects installation contractors to install measures for participants. The program works with a group of contractors, with whom it has negotiated a set price for labor and materials, although it may put installation work out to bid when very large projects allow the program to obtain prices lower than the negotiated prices. The LEAN program allows participants to select a contractor, if they choose to do so, but the contractor must agree to the program's pricing arrangements. As with specifying equipment, the LEAN multifamily program works with manufacturers' representatives to install central HVAC equipment. After developing the specifications, the

manufacturers' representatives put the installation work out to bid among contractors the manufacturer has qualified to install its equipment.

Similar to the LEAN and EOC's programs, internal staff members of CNT Energy's multifamily program in Chicago guide participants through the retrofit process. However, participants in CNT Energy's program take responsibility for selecting their own contractors but CNT Energy staff helps participants solicit bids from licensed contractors.⁵¹

QA/QC Inspection and Verification

With the exception of CNT Energy, which does not directly incentivize measures, the comparison programs conduct post-installation inspections on all projects. Typically, the individual responsible for conducting the original building assessment and providing participant support conducts these inspections. EOC and LEAN draw on program staff to conduct the inspections, and the LEAN program encourages building owners and their maintenance staff to participate in the inspection as an opportunity to build their understanding of the building's energy use and the measures installed. CNT Energy staffs help coordinate inspections required by organizations incentivizing their participants' retrofits.

NYSERDA and PSE&G draw upon consulting engineers to conduct inspections, although PSE&G staffs conduct some inspections. The relationships consulting engineers have built with participating building owners and managers provide one reason NYSERDA draws on the Partners for inspections.

PSE&G and NYSERDA conduct an inspection at the midpoint of the measure installation process as well as once work has been completed. Inspections verify the progress of installation work, and, following the inspection, each program provides a partial incentive payment to the participant.

Incentives

CNT Energy's program in Chicago and the LEAN program in Massachusetts differ from the other in-depth comparison programs through their incentive offerings.

The CNT Energy program primarily plays a support role, guiding participants through the retrofit process. It does not offer incentives for measure installation, although the program disperses limited grant funding to support projects that staffs determine are unlikely to move forward without additional capital.⁵² The LEAN multifamily program draws on a combination of direct installation, prescriptive measures, and performance-based incentives to fund the entire cost of retrofits, although building

⁵¹ CNT maintains a list of "preferred" contractors, who have experience completing retrofits in multifamily buildings.

⁵² These funds are expended on a discretionary case-by-case basis. It program staff think that a project will not proceed without the additional infusion of money, they will offer extra funds. Staff stated that this occurs most often for properties that are not eligible for loans.

owners may contribute funding to install measures that the program’s analysis has determined do not prove cost-effective, based on their energy savings.

All three of the remaining comparison programs offer performance-based incentives, although each structures its incentive offerings differently. All comparison programs offering incentives subsidize a relatively large portion of retrofit costs, with at least three of the four typically covering at least one-half of the retrofit cost. Nonetheless, only the LEAN Multifamily Program typically covers the full cost of retrofits to the building owner. Table 49 summarizes each comparison program’s incentive structure and the proportion of retrofit costs covered.

Table 50. Comparison Program Incentive Structure

Administrator	Program Name	Incentive Structure	Proportion Of Costs Typically Covered
CNT Energy	Energy Savers Multifamily Program	Program does not directly incentivize retrofits.	N/A
EOC	Low-Income Multifamily Program	Performance-based utility incentives; weatherization funds distributed based on a flat per-unit basis.	Approximately 50%
Massachusetts IOUs	LEAN Multifamily Program	Program covers full cost of measures.	100%
PSE&G	Residential Multifamily Housing Program	Qualified measures must have a simple payback of 15 years or less. Incentive levels are set to reduce the simple payback by up to 7 years, to not less than 2 years.	More than 50%
NYSERDA	MPP	Base per-unit incentive provided for savings of 15% above baseline; bonus incentives for buildings achieving savings of 20% or greater. Incentives are greater for low-income buildings and less for buildings not heated by utility-provided natural gas.	Unknown

Two comparison programs, in New York and New Jersey, provide participants with incentive payments in multiple installments over the course of the upgrade project. PSE&G staff explained the program pays these incentives to ensure property owners do not face barriers resulting from insufficient capital to cover installation costs that must be paid before a project can be fully completed.

In its role as a general contractor, EOC typically covers such costs for participants, as does the LEAN program, which fully subsidizes retrofits. Staff at both organizations noted their organizations’ large size allows them to absorb these costs until incentives become available—an asset important to the programs’ success.

Prior to installation, programs often require building owners to address any health or safety issues found during the building audit. For example, EOC requires owners to address lead or asbestos problems

prior to installation of efficiency measures, and LEAN identifies “obvious health and safety problems” during audits, and requires those issues must be addressed before efficiency measure can be installed. In Massachusetts, some funds are available to help owners pay for required health and safety improvements.

Measures Installed

All the comparison programs install measures throughout multifamily facilities. Consistent with the performance-based incentives the majority of in-depth comparison programs offer, most of the programs place few restrictions on the types of measures that participants are allowed to install. All the comparison programs, however, require retrofits to meet cost-effectiveness requirements, in most cases at the measure level, as detailed in Table 50. LEAN and PSE&G program staff reported that cost-effectiveness requirements largely prevented their programs from subsidizing window replacements.

Table 51. Cost Effectiveness Requirements

Administrator	Program Name	Cost-Effectiveness Test	Level at Which Test Is Applied
CNT Energy	Energy Savers Multifamily Program	N/A – Program does not directly provide incentives.	
Energy Outreach Colorado	Low-Income Multifamily Weatherization Program	Savings Investment Ratio (SIR) ¹	Measure
		TRC	Program
Massachusetts IOUs	LEAN Multifamily Program	TRC	Measure
NYSERDA	MPP	TRC	Measure
PSE&G	Residential Multifamily Housing Program	Simple Payback	Measure

1. Measures receiving federal weatherization funds.

The comparison programs differed somewhat regarding the extent that they provide direct-install measures, such as faucet aerators and CFLs. PSE&G and NYSERDA have distinct programs offering those measures, while their low-income multifamily programs focus on larger, whole-building upgrades. NYSERDA’s program requires participants to achieve a minimum of 15% energy savings. In contrast, LEAN and EOC typically provide a wider range of measures, from faucet aerators, CFLs, and appliances to boiler replacements, and not all participants must pursue larger upgrades.

NYSERDA and EOC provided the evaluation team with data on the frequency with which measures are installed. In NYSERDA’s MPP, common area lighting, low-flow showerheads and faucet aerators, insulation, in-unit lighting, and refrigerator replacements are the most commonly installed measures, with each included in more than half of all MPP projects. EOC’s energy savings primarily come from heating system upgrades (32%), in-unit, common area, and exterior lighting (27%), water heating and low-flow fixtures (14%), window replacement (12%), and insulation and air sealing (12%).

Financing

Three of the comparison programs—NYSERDA, PSE&G, and CNT Energy—offer financing to offset the upfront costs of efficiency upgrades in low-income multifamily buildings. Table 51 summarizes the details of each program’s loan offerings.

Table 52. Financing Offerings

Comparison Program	Interest rate	Loan term
CNT Energy Savers Multifamily Program	3%	7 years
NYSERDA MPP	~50% of market rates	Unknown
PSE&G Residential Multifamily Housing Program	0%	Affordable housing: 10 years Market rate buildings: 5 years

PSE&G’s program in New Jersey offers interest-free on-bill financing to cover the portion of upgrade costs not covered by incentives. NYSERDA offers financing through its Green Jobs Green New York (GJGNY) funding, and building owners in some New York utility territories may repay their loans through their utility bills.⁵³ Using GJGNY funds, NYSERDA provides participating lenders with one-half of the principal amount of loans made to support energy upgrade projects, interest free. This funding typically allows lenders to reduce the interest rate on energy upgrade loans by approximately 50%.

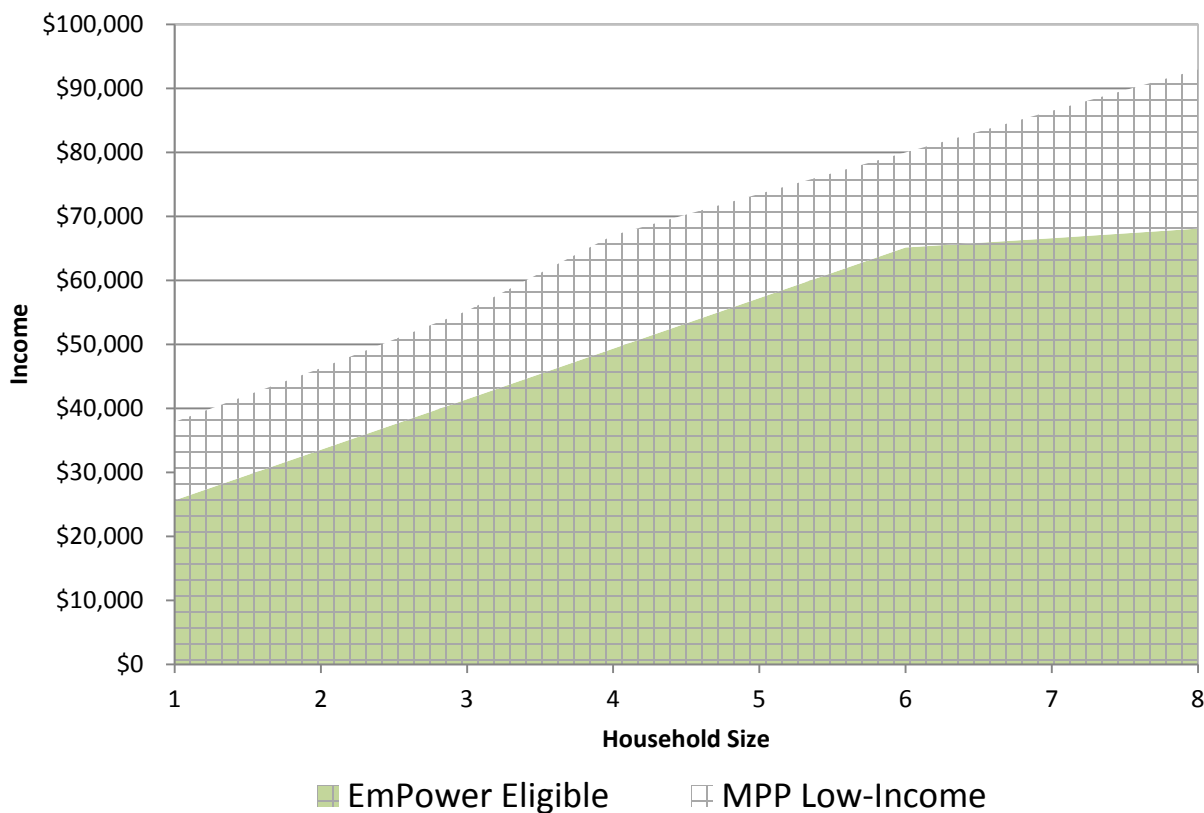
Coordination with Other Program Offerings

Each in depth comparison program coordinates with various other program offerings available to multifamily buildings within its jurisdiction. This coordination largely takes place through recruitment and referral of participants to the most appropriate program for the scope of improvements they express interest in undertaking.

If a multifamily property owner in New York cannot or will not pursue a comprehensive upgrade, MPP staff or Partners direct the participant to NYSERDA’s EmPOWER program, which provides direct installation of energy-efficiency measures to income-qualified individuals living in buildings with 100 units or less. For buildings qualified for both programs, the availability of EmPOWER incentives could potentially complicate MPP recruitment and MPP eligibility.

⁵³ A statewide program, the GJGNY Program promotes energy efficiency and installation of clean technologies to reduce energy costs and greenhouse gas emissions. The program provides access to: no-cost and reduced-cost energy audits; installation services; low-cost, innovative financing through revolving loan funds; workforce development; job placement; and outreach by constituency-based organizations serving targeted communities.

Figure 44: MPP Low-Income and EmPOWER Eligibility



As the Figure 44 suggests, a large portion of low-income properties eligible for the comprehensive MPP low-income incentives are also eligible for the direct install measures provided by EmPOWER. MPP requires building owners to commit their own financial and time resources whereas EmPOWER is free to the owner and is minimally intrusive. The owner only has to grant permission for the EmPOWER staff to work with the buildings tenants to receive the in-unit measures. Therefore, EmPOWER could look more attractive to a building owner because s/he can receive some measures for their tenants without having to invest a lot of their time or effort. The comprehensive nature of MPP requires more time and money from the building owner. MPP offsets this effort by providing enhanced per-unit incentives for buildings that meet the income qualification threshold established by the program, but seeks to ensure that upgrades benefit tenants by requiring building owners to make all cost-effective in-unit upgrades in order to receive the larger incentives.

A building cannot participate in MPP if it participated in EmPOWER in the previous year. If a building did participate in EmPOWER more than one year prior to potential participation in MPP, the savings obtained by EmPOWER measures may make it more difficult for a building to achieve the minimum of 15% savings required to participate in MPP.

In New Jersey, PSE&G staff can direct a participant to one of PSE&G's commercial programs if the building could not participate in the multifamily program. Once a participant enters NYSERDA's MPP or PSE&G's program, relatively little coordination with other programs takes place in delivering the retrofit.

The EOC, LEAN, and CNT Energy programs bring together services from a variety of efficiency programs, although all three seek to allow participants to access these resources through a single participation process. For example, as described, LEAN's program draws on existing utility offerings focused on lighting and appliances, in addition to the weatherization services LEAN staff members oversee. EOC uses a single application and assessment process to treat buildings using federal weatherization funds and utility funding.

CNT Energy coordinates the use of private monies, utility programs, and state programs to provide a one-stop shop for multifamily owners. Unlike EOC and LEAN, which directly provide incentives, CNT Energy identifies the programs most pertinent to a participant's circumstances and guides the participant through the program processes that best fit their circumstances.

PROGRAM OUTCOMES

This section provides information about each program's performance, and describes elements program managers cited as contributing to their program's success as well as remaining challenges the comparison programs face.

Program Performance

Limitations of Available Data

It proved difficult to obtain comparable data on which to evaluate the performance of the comparison programs and other programs serving the low-income multifamily sector using publicly available documents. A variety of factors contribute to this difficulty, including variations in reporting formats and requirements across jurisdictions, which can lead to data being reported at different detail levels.

For example, while EOC, LEAN, and NYSERDA report budgets and numbers of units served separately for gas and electric savings, PSE&G and CNT Energy report overall budgets and numbers of units served. As some facilities may receive only gas or only electric measures, while others receive both, it is not possible to aggregate figures on units treated with gas and electric measures for comparison with programs not distinguishing between gas and electric measures in their reporting.

The diversity of the comparison programs' funding sources also contributes to the difficulty of finding publicly available performance data.

Utility program administrators typically operate under relatively robust reporting requirements, although the assumptions underlying reported accomplishments may vary greatly across jurisdictions. However, many comparison programs draw on funding sources in addition to ratepayer funds, which may not require as detailed of reporting and may not make reports readily available to the public. In

addition, programs operating with multiple funding sources may report to each funder only the accomplishments attributable to that source, rather than the program’s overall achievements.

Program Accomplishments

Using available data, the research team compared the energy savings accomplishments of the comparison programs. As program budgets vary widely, the research team calculated three metrics designed to provide context for these comparisons:

1. Dollars spent per unit of energy savings (kWh or therm)
2. Energy savings per dwelling unit treated
3. Dollars spent per dwelling unit treated

Table 52 summarizes the comparison programs’ electric energy savings accomplishments in 2012. In reviewing energy savings accomplishments, it is important to recognize that each program likely varies in their methods for deriving savings estimates and the assumptions that goes into those estimates. In addition, energy savings accomplishments can be highly dependent on climate; for example, HVAC and shell upgrades may achieve larger heating fuel savings in colder climates.

Table 53. 2012 Comparison Program Electric Savings Accomplishments

Administrator	Program Name	Electric Spending	kWh Savings	Units Treated	Spending per kWh	kWh Saved per Unit	Spending per Unit
NYSERDA ¹	MPP	\$8,989,473	32,542,000	10,136	\$0.28	3,211	\$887
Massachusetts IOUs	LEAN Multifamily Program	\$16,500,000	17,600,000	14,500	\$0.94	1,214	\$1,138
EOC ²	Low-Income Multifamily Program	\$306,160	1,132,806	1,900 ³	\$0.27	596	\$161
CNT Energy	Energy Savers Multifamily Program	Not Reported	1,858,715 ⁴	Not Reported			
PSE&G	Residential Multifamily Housing Program		1,839,500				

1. Figures reflect projected spending and savings; actual accomplishments were not available. Figures reflect only low-income buildings.
2. Figures reported reflect only funding from Xcel Energy and associated accomplishments.
3. Estimated based on number of buildings served with Xcel funding (38), assuming 50 units per building, based on figures in EOC’s annual report (62 buildings and 3,096 units treated with utility funding).
4. Complete projects only.

Among the three programs listed in Table 52 with complete data available, EOC’s program in Colorado spent the least and achieved the lowest energy savings per unit treated. However, the figures in the table only reflect funds EOC received from Xcel Energy and the associated savings. As EOC brings

together multiple funding sources to support the buildings it treats, some units listed in Table 52 may have received additional funding and achieved energy savings not reflected in these figures. EOC provided the research team with data on overall program spending and units treated, but did not break these data out between gas and electric measures. According to EOC staff, the program spends an average of \$2,828 per unit,⁵⁴ putting the program's spending more in line with that of NYSERDA and LEAN. While NYSERDA and LEAN spend roughly comparable amounts per unit treated, NYSERDA's anticipates much higher energy savings than LEAN has achieved.

Table 53 summarizes the comparison programs' gas savings accomplishments in 2012. NYSERDA achieved considerably higher therm savings per unit than the comparison programs.

Table 54. 2012 Comparison Program Gas Savings Accomplishments

Administrator	Program Name	Gas Spending	Therm Savings	Units Treated	Spending per Therm	Therms Saved Per Unit	Spending per Unit
NYSERDA ¹	MPP	\$13,613,911	1,531,050	5,829	\$9	263	\$2,336
Massachusetts IOUs	LEAN Multifamily Program	\$18,600,000	1,100,000	6,700	\$17	164	\$2,776
EOC ²	Low-Income Multifamily Program	\$503,416	14,390	900 ³	\$35	16	\$559
CNT Energy	Energy Savers Multifamily Program	Not Reported	679,200	Not Reported			
PSE&G	Residential Multifamily Housing Program		351,676 ⁴				

1. Figures reflect projected spending and savings, actual accomplishments were not available. Figures reflect only low-income buildings.
2. Figures reported reflect only funding from Xcel Energy and associated accomplishments.
3. Estimated based on the number of buildings served with Xcel funding (38), assuming 50 units per building, based on figures in EOC's annual report (62 buildings and 3,096 units treated with utility funding).
4. Complete projects only.

To allow comparisons between programs reporting aggregate spending figures and those that break spending out between gas and electric measures, the research team converted each comparison program's gas and electric savings accomplishments to million British Thermal Units(MMBTU), and added these to create a figure for overall program energy savings, as shown in Table 54.

⁵⁴ This figure excludes measures installed in partnership with the Mile High Youth Corps in order to provide a more accurate sense of costs associated with the more comprehensive retrofit projects described in this section. Through its partnership with Mile High Youth Corps, EOC provided low-cost measures to a large number of multifamily units.

Overall, NYSERDA and CNT Energy spent the least per MMBTU saved, which likely reflects the higher incentives offered by the other programs.

Table 55. Comparison Program Combined MMBTU Savings Accomplishments

Administrator	Program Name	Total Spending	MMBTU	Spending per MMBTU
NYSERDA ¹	MPP	\$22,603,384	264,138	\$86
Massachusetts IOUs	LEAN Multifamily Program	\$35,100,000	170,051	\$206
CNT Energy	Energy Savers Multifamily Program	\$ 5,269,094	74,196	\$71
PSE&G ²	Residential Multifamily Housing Program	\$14,042,457	41,510	\$338
Energy Outreach Colorado ³	Low Income Multifamily Program	\$809,576	5,304	\$153

1. Figures reflect projected spending and savings, actual accomplishments were not available. Figures reflect only low-income buildings.
2. Complete projects only.
3. Figures reported reflect only funding from Xcel Energy and associated accomplishments.

Due to the differences in the size of the multifamily segment in each of the areas the comparison programs serve, the research team also compared total program spending and MMBTU savings per multifamily dwelling in each program's service area (Table 55). Among the comparison programs, the LEAN multifamily program spends the most, although it also achieves the largest energy savings relative to the number of multifamily units in its service area.

Table 56. Comparison Program Spending and Savings by Multifamily Units in Service Area

Administrator	Program Name	Multifamily Units in Service Area ¹	Total Spending	MMBTU	Spending/Unit in Service Area	MMBTU/Unit in Service Area
NYSERDA ²	MPP	2,614,244	\$22,046,584	373,652	\$8.43	0.14
PSE&G	Residential Multifamily Housing Program	625,713 ³	\$14,042,457 ⁴	41,510	\$22.44	0.07
CNT Energy ⁵	Energy Savers Multifamily Program	873,545 ⁵	\$5,269,094	74,196	\$6.03	0.08
Massachusetts IOUs	LEAN Multifamily Program	569,075	\$35,100,000	170,051	\$61.68	0.30
EOC ⁶	Low-Income Multifamily Program	450,678	\$809,576	5,304	\$1.80	0.01

1. US Census Bureau, American Community Survey, 2007-2011, 5 year estimates, Table B25024; generated using American Fact Finder.
2. Figures reflect projected spending and savings, actual accomplishments were not available. Figures reflect only low-income buildings.
3. This is an estimate of PSE&G service territory. This value consists of the New Jersey Counties of Bergen, Burlington, Camden, Essex, Gloucester, Hudson, Mercer, Middlesex, Monmouth, Morris, Passaic, Somerset, and Union.
4. Complete projects in 2012
5. Consists of the Illinois Counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will.
6. Figures reported reflect only funding from Xcel Energy and associated accomplishments.

Successful Program Elements

In addition to the program approaches discussed, three elements arose in interviews with multiple comparison program managers as having contributed to their programs' success:

- **Organizational experience:** As noted in the "Program Administration" section, many organizations implementing the comparison programs had considerable experience working with low-income populations and delivering efficiency programs. EOC and LEAN program staff cited this experience as valuable in allowing them to launch their programs quickly and smoothly. For example, LEAN program staff could draw upon existing relationships with stakeholders to gain buy-in on their program.

- **Building owner education:** A lack of energy-efficiency knowledge among building owners presented a barrier many comparison programs sought to address, and comparison program staff cited advances in building owner knowledge as a factors contributing to their programs' success. Managers of multiple comparison programs noted that, after completing a retrofit project, building owners frequently returned to the program to retrofit other buildings in their portfolio. EOC staffs attribute this repeat participation to an increase in the building owner's awareness of energy use in their buildings.
- **Comprehensive focus:** All comparison programs encourage multifamily owners to address the full range of savings opportunities in their buildings through comprehensive audits and performance-based incentives. NYSEERDA and PSE&G's programs most strongly focus on achieving deep energy savings. NYSEERDA program staff noted that achieving savings exceeding initial projections, as MPP projects often do, can motivate building owners to enroll other properties in the program.

Remaining Challenges

Multiple comparison program managers also described three factors that continue to pose challenges to their programs:

- **Multifamily retrofit timelines:** PSE&G staff reported multifamily retrofit projects can take as long as 24 months, making it difficult for projects to fit within typical efficiency program reporting cycles. Long lag times can occur between an audit and the time a customer decides to participate in the program. Customers also may need significant time to procure a contractor and negotiate a contract. LEAN program staff reported that experience with these long project lead times played a role in the program's decision to fully subsidize retrofits. By paying the full cost of retrofits, LEAN seeks to eliminate the need for building owners to negotiate installation costs and piece together financing packages.
- **Multifamily building financing structures:** EOC staff noted that multifamily buildings often operate using complicated financing structures, and may have limited ability to take on additional debt. Further, differences in existing financing arrangements for individual buildings in a multifamily complex may result in some buildings having more capital available for upgrades than others, and it may not be possible to transfer capital to buildings with the greatest need for retrofits. In response, EOC seeks to develop a financing program following an ESCO model, in which EOC would arrange financing for participants, with the expectation that the project's energy savings would cover the loan payments. PSE&G's on-bill repayment option also addresses this challenge by providing building owners with an opportunity to finance efficiency retrofits without procuring a traditional loan.
- **Cost-effectiveness:** All comparison programs required projects to meet cost-effectiveness requirements, in many cases at the measure level. Comparison program managers reported that low natural gas prices made it more difficult to meet cost-effectiveness requirements and limited the range of measures their programs can install. Comparison program managers have

taken a variety of steps to reduce overall project costs, including, when feasible, providing less comprehensive audits and working with manufacturers' representatives to specify and install equipment, boosting project cost-effectiveness.

SECTION 6. THE CURRENT CALIFORNIA LANDSCAPE FOR LOW-INCOME MULTIFAMILY PROGRAMS

This section presents a summary of the low-income multifamily energy-efficiency program landscape in California, including:

1. Overarching goals for multifamily efficiency programs, drawing on the California Energy Efficiency Strategic Plan, Commission decisions, and the Multifamily Subcommittee of the Home Energy Retrofit Coordinating Committee (MF HERCC) report.
2. Efficiency programs targeting multifamily building owners and their tenants and interactions between the various programs.

This summary draws on in-depth interviews with IOU program staff, as well as a review of documents including program implementation plans, Commission decisions, and evaluation reports.

Overarching Goals

The research team reviewed three documents that express overarching goals guiding the design of programs serving the low-income multifamily sector in California: the California Energy Efficiency Strategic Plan, Decision 12-08-044, and the Multifamily Home Energy Retrofit Coordinating Committee (MF HERCC) report on multifamily program design. The three documents build on each other, and all three address three broad goals for efficiency programs targeting the low-income multifamily sector:

- Addressing the full range of efficiency opportunities in participating buildings
- Streamlining program processes and program delivery
- Targeting outreach to most effectively reach multifamily buildings.

The following sections provide details about the goals laid out in each document.

STRATEGIC PLAN

Three of the goals listed in the Strategic Plan most directly relate to the low-income multifamily sector: the core residential sector goal of implementing a whole-building approach to efficiency (Goal 2) and the two goals for the low-income sector: giving all willing and eligible customers the opportunity to participate in the ESA Program by 2020 and delivering long-term, cost effective savings.

The Strategic Plan notes that adopting a whole-building approach to energy efficiency will require a shift in program design from promoting individual measures to promoting packages of measures that address a more comprehensive range of efficiency needs within each building. The Strategic Plan also states that an increase in customer awareness of energy efficiency is necessary to build demand for whole-building retrofits.

The Strategic Plan's goal of serving all eligible and willing low-income customers by 2020 requires the ESA Program to increase the pace at which it reaches these households. The Strategic Plan suggests that

the ESA Program should improve the efficiency of program delivery through both targeted outreach and leveraging service providers like community-based organizations.

In order to deliver long-term, cost effective savings – the second goal for the low-income sector – the Strategic Plan suggests that the ESA Program will have to increase its coordination with both non-IOU programs serving the low-income sector and core efficiency programs. The strategic plan also suggests that the ESA Program focus on the longest-lasting and most cost effective measures.

DECISION 12-08-044

In August 2012, the Commission released Decision 12-08-044, which directed the IOUs to immediately roll out eight strategies to better serve the low-income population residing in multifamily buildings. These eight strategies address three broader approaches to serving low-income multifamily buildings:

1. **Streamlining program delivery:** The Decision’s Strategy 7 is to “streamline practice and service delivery,” but other strategies, including the Whole Neighborhood Approach (Strategy 1) and same day enrollment, assessment, and installation (Strategy 6) also broadly seek to increase the efficiency with which the IOUs deliver the ESA Program and simplify the participation process.
2. **Addressing a wider range of efficiency needs in multifamily buildings:** In the Decision, the Commission declines to expand the ESA Program’s measure offerings to include replacement of functioning central systems in multifamily buildings, citing the substantial increase in budget that would be required to support these installations. Instead, the Decision presents strategies to meet a broader range of efficiency needs through retaining some ESA Program measures proposed for retirement (Strategy 8), and coordinating ESA Program offerings with other programs serving multifamily buildings (Strategy 4). The Decision directs the IOUs to establish a single point of contact for multifamily building owners that would support this coordination (Strategy 5).
3. **Increasing direct outreach to multifamily building owners and managers:** Consistent with its focus on serving low-income households, the ESA Program’s outreach primarily targets individual ratepayers, rather than building owners. However, the Decision notes that there are benefits in directly reaching out to property owners and managers as well (Strategy 3). In support of improving outreach to building owners and managers, the Decision also directs the IOUs to update the ESA Program’s Property Owner Waiver form to create a simplified, uniform document for use across IOUs (Strategy 2).

These three broad goals support each other. For example, direct outreach to building owners is necessary to support the strategies proposed to streamline program delivery, like the Whole Neighborhood Approach. These strategies are likely to require ESA Program staff and contractors to coordinate with building owners to a greater extent than would be necessary to treat an individual unit. These three broad approaches are also consistent with the Strategic Plan’s goals of moving building owners toward a whole-building approach.

MF HERCC REPORT

The U.S. EPA Region 9 convened the California Home Energy Retrofit Coordinating Committee (HERCC) to develop consensus-based energy upgrade program recommendations. In October 2010, the multifamily sub-committee of the HERCC released a report entitled *Improving California's Multifamily Buildings: Opportunities and Recommendations for Green Retrofit & Rehab Programs* (MF HERCC report). In a guidance decision for the IOU's mainstream energy-efficiency portfolios issued in May 2012 (Decision 12-05-015) the Commission directed the IOUs to consider the MF HERCC report in their designs for the Energy Upgrade California (EUC) Multifamily Path. The IOUs' plans for EUC Multifamily Path are largely consistent with the HERCC report.

Stopwaste, Alameda County's Waste Management Authority and Source Reduction and Recycling Board, chairs the multifamily sub-committee of the HERCC. The MF HERCC report lists 90 individuals representing 42 organizations as MF HERCC participants. Government, utilities, and representatives of organizations involved in efficiency program implementation make up the largest groups of MF HERCC participants. Table 56 summarizes the types of organizations represented in the MF HERCC.

Table 57. MF HERCC Participants

Organization Type		Number of Organizations Represented	Number of Members
Government	Local Government	7	19
	State Government	4	11
	Federal Government	4	7
Utilities	IOU	4	14
	Municipal	1	1
Program Implementers		10	21
Advocacy Groups		5	8
Contractor Training & Certification (BPI, HERS)		3	5
Software Providers		2	2
Other		2	2
Total		42	90

The MF HERCC report goes into greater detail on program design than the documents described above, but many of the report's recommendations address similar overarching goals. The report argues that delivering whole-building energy efficiency to multifamily buildings will require a distinct approach from those being implemented in the single family sector. The report describes a performance-based whole-building efficiency program design that seeks to address the unique needs of multifamily building owners.

Key elements of the program design the MF HERCC report proposes include designating a single point of contact to direct building owners to the efficiency program or programs that best meet their needs and guide them through the participation process. The report also recommends a program delivery structure centered on Home Energy Raters (HERS raters), who would be involved in building assessments and developing the scope of work, ensuring that installation contractors are qualified and verifying installations once they are complete. Due to the complexity of large upgrade projects in multifamily buildings, the report argues that it is important that building owners be free to choose their own contractors to complete retrofit work.

The report notes that a role remains for less comprehensive multifamily efficiency programs to serve buildings that are not prepared to commit to a larger retrofit. It also suggests ways that multifamily buildings serving low-income tenants could draw on low-income program offerings in addition to performance-based multifamily programs and proposes opportunities to streamline delivery of those services. In order to facilitate participation in multiple programs for multifamily buildings, the report suggests developing uniform procedures and requirements across programs, for example standardizing energy audit protocols across programs and taking steps to make it easier for a single installation contractor to install measures that receive incentives through different programs.

The report also recommends that low-income programs move toward a whole-building approach that includes support for common area and central system measures and streamline their procedures for verifying income eligibility. To streamline income eligibility procedures, the report recommends that low-income programs should broaden their categorical eligibility policies to accept participation in a wider range of other income-qualified programs as proof the building qualifies. The report also recommends that low-income programs allow owners of subsidized multifamily properties who maintain records of tenants' incomes to provide income qualification information for their tenants and authorize energy upgrade work.

Programs Serving Multifamily Buildings

The research team identified a wide range of programs in its efforts to create a catalog of programs serving the low-income multifamily sector in California. However, many of these programs serve only limited areas of the state, and are thus less relevant to a broad understanding of the statewide efficiency program context. This section focuses on the four statewide programs most relevant to the low-income multifamily sector: the ESA Program, the federally funded weatherization program administered by the California Department of Community Services and Development (CSD Program),⁵⁵ the Multifamily Energy Efficiency Rebate (MFEER) program, and whole-building efficiency programs including the IOUs' Energy Upgrade California Multifamily Path (EUC MF Path) and the multifamily

⁵⁵ CSD administers weatherization programs with funding primarily from the U.S. DOE's Weatherization Assistance Program (WAP) and the U.S. Department of Health and Human Services' Low Income Home Energy Assistance Program (LIHEAP), although the program also received American Recovery and Reinvestment Act stimulus funds.

programs offered by the Bay Area Regional Energy Network (Bay REN) and the Southern California Regional Energy Network (SoCal REN).

The sections below compare the following aspects of each program.

1. **Background:** This section provides some context and general information about each program. Topics include regulatory context and recent budgetary changes.
2. **Eligible Measures:** This section examines the measures each program typically provides.
3. **Primary Outreach:** The principal methods used for reaching potential participants are discussed in this section. When available, survey findings reported in past process evaluations inform this section.
4. **Participant Eligibility:** This section compares the building types and income levels that determine eligibility for each program. Eligibility for these programs is determined by either income or building type.
5. **Incentive Schedules:** A comparison of the types of incentives provided by each program is discussed in this section. The comparison examines if the programs provide direct installation of measures, prescriptive incentives, or custom/performance related incentives. In addition, the section summarizes how much of the project cost a participant is expected to cover.
6. **Assessment/Audit:** This section compares how each program determines the efficiency needs of a building. In some cases a simple walk through assessment is provided while in other cases an investment grade audit is required.
7. **What is asked of the Participant:** This section describes the requirements of each participant for each program and defines whether a participant is a building owner or resident.

BACKGROUND

As indicated above, the evaluation team elected to describe the four programs most pertinent to the multifamily market. Two of these programs target low-income households, and two seek to serve multifamily buildings as a whole (Table 57). For the programs targeting low-income households, the tenants in multifamily buildings make the decision to participate and are primarily responsible for interacting with the program, although building owners may have to authorize upgrades. For the programs targeting multifamily buildings, the building owner or their representative makes the decision to participate and primarily interacts with the program.

Table 58. Definition of Participant in Programs Serving the Multifamily Sector

Program	Participants
ESA Program	Tenants
CSD (WAP/LIHEAP)	Tenants
MFEER	Building owners
Whole House	Building owners

This section provides context and general information about each program. Table 58 shows how the four programs compare to one another across 12 characteristics.

Table 59. Summary of Four Programs Most Pertinent to Low-Income Multifamily Programs

Program Characteristics		ESA Program	WAP/LIHEAP	MFEER	Whole House
Program Administrator		IOUs	Comm. Serv. Agencies	IOUs	IOUs and Local Government
Exclusive Multifamily Program		No	No	Yes	Yes
Exclusive Low-income		Yes	Yes	No	No
Regional Coverage		IOU territory	Statewide	IOU territory	5 regions in state ¹
Funding		Ratepayer	Taxpayer	Ratepayer	Ratepayer
Incentive Structure	Direct Install ²	Yes	Yes	No, but incentives may cover full measure cost	No
	Prescriptive ³	No	No	Yes	No
	Custom/Performance ⁴	No	No	No	Yes
Incentives		Measures installed at no cost to tenant ⁵	Measures installed at no cost to tenant	Incentive offsets project cost but may cover full cost in some cases ⁶	Incentive offsets project cost
Primary Measures Installed		Weatherization, lighting, appliances	Weatherization	Lighting in electric utilities; hot water saving in SCG	TBD – Program recently launched
Building Area Covered by Program		Tenant Area Only	Tenant Area Only	Tenant and Common	Tenant and Common
Investment Grade Audit	Audit Required	No	No	No	Yes
	Who Completes Audit	N/A	N/A	N/A	HERS II Multifamily Raters
“Clipboard” Assessment ⁷	Assessment Required	Yes	Yes	No	No
	Who Completes Assessment	Program Staff	Program Staff	N/A	N/A

1. The 5 regions are: 9 counties in Bay Area, Sacramento County, Los Angeles County, Marin County, San Diego County
2. In a direct install program, the contractors who install measures work under contract to the program administrator. Direct install programs typically provide measures at little or no cost to the participant.
3. Prescriptive incentives provide a set rebate amount for installation of specific measures.
4. Custom/performance incentive amounts are based on project-specific energy savings estimates. These

estimates depend on the pre-retrofit characteristics of the building or equipment, and may take into account factors including the actual duty cycle of the equipment and interactions between multiple measures.

5. In renter-occupied units where the refrigerators are owned by the owner, the program offers to pay for a portion of replaced refrigerators, not 100% of the cost.
6. MFEER offers per-measure, prescriptive incentives. However, for some lighting retrofits these incentives cover the full retrofit cost, allowing participants to receive measures at no cost.
7. A “clipboard assessment” is a checklist inventory or survey of a building. A “clipboard assessment” less comprehensive than an investment grade audit which involves taking measurements and conducting an analysis of the building.

To provide a sense of the relative size of the various programs, Table 59 lists the 2013-2014 budgets for the statewide programs serving the low-income multifamily sector. The ESA Program has the largest budget of all the programs considered.

Table 60. 2013-2014 Program Budgets

Program		PG&E	SCE	SCG	SDG&E	Total
ESA Program	Total	\$330,969,000	\$127,499,000	\$166,300,360	\$45,294,193	\$670,062,553
	Multifamily Only (Est.) ¹	\$59,574,420	\$29,324,770	\$41,575,090	\$24,458,864	\$154,933,144
MFEER		\$5,189,025	\$23,495,961	\$2,767,910	\$3,402,589	\$34,855,485
Whole Building	MF EUC	\$5,630,116	\$2,831,867	\$1,000,000	\$2,501,496	\$11,963,479
	So Cal REN					\$9,543,801
	Bay REN					\$7,293,750
CSD Programs(2013 only)						\$39,423,628

1. Estimates based on proportion of multifamily households relative to all households treated by the ESA Program between 2007 and 2010, as listed in D.12-08-044.

The following section provides a general description of each program.

Energy Savings Assistance (ESA) Program

The ESA Program is a direct install program that serves all low-income IOU customers, including single-family residences, multifamily residences, and mobile homes. The ESA Program does not significantly distinguish its services between multifamily and single family residences. The same eligibility, measure, and income requirements apply to both single family and multifamily residents, the same groups of contractors deliver the program to single family and multifamily residences, and the participation process is the same regardless of the participant’s dwelling type.

The ESA Program serves both renters and homeowners. In order to provide some services to renters, the ESA Program requires building owners to sign a Property Owner Waiver form, authorizing efficiency

improvements.⁵⁶ The ESA Program also requires building owners to provide a co-payment for replacement of older, inefficient refrigerators in tenant units when the building owner owns the refrigerator and the tenant does not pay the electric bill, although ESA Program staff noted that both of these conditions rarely occur. The ESA Program provides refrigerator replacement at no cost to low-income households that own their refrigerator or directly pay their electric bills.

The ESA Program provides income-qualified residents of multifamily buildings with direct installation of retrofit measures to manage their energy use and save money on their monthly energy bills at no charge. Measures installed include, CFL lights, air sealing, low-flow fixtures, and replacing refrigerators. In multifamily buildings, all of ESA's improvements are made within the qualified participants' dwelling units; the program does not treat central systems or common areas. Each IOU in the state administers the ESA Program for their service territory and provides the same general service across the territories. Differences, both within and across IOU exist in terms of the specific eligible measures the program installs. These differences are determined, in part by climate zone, relative need (either as per savings or for health, comfort, and safety) and fuel source.

Unlike the other IOU multifamily programs discussed below (MFEER and the whole-building programs), the ESA Program focuses on serving households, not building owners. Therefore, the outreach efforts have traditionally been aimed at the resident of a building, not the owner. This focus on the resident means that services may be delivered unit by unit as opposed to installing measures for an entire building at once. However, many ESA Program contractors target multifamily buildings in low-income areas and work with building owners and managers to gain access to an entire property and enroll all eligible residents at the same time so that they can work through the entire building at once. ESA Program participants also need permission from their landlord to receive measures, which can be a barrier to participation since some landlords are difficult to reach or unresponsive to the program's efforts.

Utilities have increased their outreach to building owners in order to gain access to an entire property. However, once the building owner has given the program permission to treat a building, the program typically must verify the eligibility of households within the building individually prior to delivering services to those households. In some cases, this verification can be a time-consuming process. The IOUs have also simplified the income verification process for the ESA Program. The program has identified areas where census data suggest there is a high concentration of low-income households and relaxed income verification requirements for participants in these areas. In addition, the program can treat all units in a multifamily building if it finds that 80% of the residents are income qualified.

⁵⁶ The ESA Program Policies and Procedures Manual states that, with prior authorization from the IOU program manager, ESA contractors may provide "services and measures that do not directly affect the condition and/or structure" of renter-occupied units without obtaining a signed Property Owner Waiver.

CSD Programs

The California Department of Community Services and Development (CSD) combines funds from the U.S. Department of Energy's (DOE) Weatherization Assistance Program (WAP) and the U.S. Department of Health and Human Services' (HHS) Low Income Home Energy Assistance Program (LIHEAP) to deliver weatherization services to low-income Californians. These funds are available for residents of single family and multifamily buildings, and these funds support all measure costs that meet the program's cost effectiveness criterion.⁵⁷ In 2013, CSD received \$1,523,628 from the DOE's WAP and an additional \$37.9 million dollars from HHS's LIHEAP.⁵⁸ CSD distributes these funds to 47 community action agencies around the state who administer the program for each of California's 58 counties.⁵⁹ For the remainder of this report these funds are referred to as CSD funds.

ARRA money heavily supported weatherization services from 2009-2012. Over \$166 million of ARRA money went to the community action agencies, allowing them to weatherize 59,066 homes between 2009 and 2012.⁶⁰ Additionally, California received about \$40 million dollars in 2012 from DOE WAP and from HHS's LIHEAP, meaning CSD had a total of about \$81 million dollars to spend on weatherization in 2012. The \$39.4 million investment in weatherization services by DOE and HHS for 2013 represents less than half of the weatherization spending in 2012, suggesting there will be a large decline in the number of residences CSD will serve in 2013.

CSD funds are used to reduce the heating and cooling costs for low-income families by improving the energy efficiency of their homes and ensuring their health and safety. DOE WAP funds emphasize efficiency whereas the LIHEAP funds emphasize bill reduction and improving health and safety conditions. In delivering its services, the program prioritizes those households with elderly residents, individuals with disabilities, and families with children.

Like the ESA Program, the CSD Programs historically have not distinguished their services between single family and multifamily buildings; the programs provided in-unit measures to multifamily units that eligible participants occupied. However, with the influx of ARRA funding, the CSD programs began to

⁵⁷ Under the federal weatherization programs, a measure must achieve a savings-to-investment ratio (SIR) of 1.0 or greater, meaning that, over the expected life of the measure, the energy cost savings will equal or exceed the measure cost. If they choose to do so, building owners can use their own funds to 'buy down' a measure's cost to the program so that it will achieve a SIR of 1.0.

⁵⁸ Department of Energy Weatherization Program Notice 13-2.
http://waptac.org/data/files/website_docs/government/guidance/2013/wpn-13-2.pdf (Accessed August 14, 2013)

⁵⁹ For a list of all CSD program service providers see the following California Community Services and Development website. <http://www.csd.ca.gov/Services/FindServicesinYourArea.aspx> (Accessed 8/7/13)

⁶⁰ The sum of awards listed by CSD show a total of about \$166 million were awarded through ARRA.
<http://www.csd.ca.gov/NewsRoom/NewsReleases/October30,2012/StatewideWeatherizedHomesBreakout.aspx>

test a more whole-building-focused approach to multifamily properties. The programs expanded their services to provide central system and common area measures and whole-building infiltration measures to qualified multifamily buildings. The programs provided these measures at no cost to the participating households or the building owner.

In order to qualify for these expanded measures buildings had to appear on a list of subsidized properties created by DOE and HHS, or at least 66% of the units had to be individually income qualified (50% of units for buildings with over 100 units). All of the buildings that received whole-building retrofits through the CSD program provide subsidized housing. According to CSD staff, it is unlikely the CSD programs will continue to provide whole-building multifamily services going forward. This contact noted that, with limited budgets, it would be difficult for the community action agencies that deliver the program to justify committing a large amount of funding to a multifamily retrofit project since doing so could limit the services available to the rest of the agency's service area.

Multifamily Energy Efficiency Rebate Program (MFEER)

The MFEER program is a utility ratepayer-funded residential program that promotes rebates for qualified energy- efficient improvements in apartment dwelling units, common areas of apartment and condominium complexes with two or more units, and common areas of mobile home parks. The MFEER program is administered by the four IOUs in California and is promoted by trade allies that serve the multifamily marketplace. MFEER is not income qualified. Any multifamily building owner with more than two units is eligible to participate.

MFEER largely provides lighting and water saving measures at no or very small cost to participating building owners, once they (or their contractor) receive their rebates.

Whole Building Programs

All four IOUs included plans for Energy Upgrade California Multifamily Path (EUC MF) programs in their approved 2013-2014 Program Implementation Plans (PIPs). PG&E, SCE, and SCG plan to pilot their EUC MF offerings, while SDG&E will move to full implementation drawing on the experience of the pilot in San Diego County. These programs aim to encourage multifamily building owners to undertake large-scale, comprehensive retrofits. They will offer building owners performance-based incentives for efficiency improvements and support as they navigate the retrofit process. The Bay Area Regional Energy Network (Bay REN) and the Southern California Regional Energy Network (SoCal REN) have also proposed multifamily programs that seek to bring about more comprehensive upgrades than those typically conducted through MFEER.⁶¹ Since these programs all target similar types of large retrofit projects, this document groups them together under the heading of whole-building programs. All of

⁶¹ In Decision 12-11-015, the Commission authorized the formation of two Regional Energy Networks (RENs): Bay REN and SoCal REN. Both RENs are made up of a collection of local governments in their respective areas. In contrast to the IOUs existing Local Government Partnerships, the Commission (rather than the IOUs) reviews and approves REN proposals and REN programs operate outside of the IOUs' portfolios. Although the IOUs do not have authority over the RENs' program designs, they will manage the RENs' contracts.

these programs primarily seek to achieve energy savings; unlike the ESA and CSD Programs, improving the comfort, health, and safety of building tenants is not a primary objective.

The whole-building programs draw on the experience of a variety of municipalities across California, including Alameda County, Los Angeles County, and San Diego County, which used ARRA stimulus funding to implement multifamily energy-efficiency programs under the Energy Upgrade California (EUC) umbrella. With the exception of Bay REN (discussed below), the whole-building programs are focused on serving property owners interested in taking on large energy-efficiency projects. They will seek to leverage the major rehabilitation projects that multifamily properties periodically undergo, targeting properties that are planning to complete, or are in the process of completing, major renovations. In many ways, the whole-building program designs parallel the recommendations of the MF HERCC report, although differences exist in program delivery among the utilities and RENs. Table 60 summarizes key elements of the whole-building programs, and the following sections describe each element in additional detail.

Table 61. Key Characteristics of MF EUC Programs

Characteristics		SoCal REN		SCE/SCG	SDG&E	Bay REN	PG&E		
Qualified Buildings		5 or more units		3 or more units 4 stories or less	Not specified	5 or more units	5 or more units		
Audits	Scope	ASHRAE Level II		Investment grade	Investment grade	Recommendations based on building owner-provided software inputs	Investment grade		
	Auditor	Participant contracts with approved rater/analyst		Contractor to program	Participant contracts with approved rater/analyst	N/A	Participant contracts with approved rater/analyst		
	Audit Subsidy	Number of Units	Subsidy	No cost to participant	None for audit alone, but incentive levels include \$100 per unit for costs of energy modeling and combustion safety testing.	N/A	Number of Units	Affordable	Market Rate
		5-20 units	\$5,000				5-30	\$5,000	\$2,500
		21-50 units	\$10,000				31-100	\$10,000	\$5,000
		Incremental per unit >50	\$20				Incremental per unit >100	\$20	\$10
Installation Contractors		Participant selects		Participant selects	Participant selects	Participant selects	Participant selects, but contractors must enroll in EUC and attend a pilot information session.		
Per-unit Incentive ¹	10%	\$200		\$700	\$550	\$750 (8-12% savings anticipated)	TBD, but anticipate average of \$1,000 per unit.		
	15%	\$400		\$800	\$625				
	20%	\$700		\$1,000	\$800				
	25%	\$950		\$1,200	\$1,000				
	>30%	\$1,200		\$1,400	\$1,350				
	>35%			\$1,600	\$1,500				
	>40%								

1. Incentive amounts are based on the number of units in a participating building. The total incentive the building owner receives is the product of the per-unit incentive amount and the number of units in the building.

As Table 60 suggests, Bay REN’s whole-building offering differs from those of the IOUs and SoCal REN. Bay REN’s offering targets energy upgrade projects with smaller budgets and more limited scopes than the other whole-building programs. As a result, rather than offering a graduated incentive that increases with energy savings, Bay REN will offer a flat incentive to building owners who install two or more measures the program anticipates will achieve a minimum of 8% energy savings.⁶² As discussed further below, Bay REN also seeks to facilitate the upgrade process by eliminating the need for a comprehensive building audit. Because PG&E serves much of Bay REN’s territory, buildings owners interested in larger upgrades may pursue PG&E’s EUC MF Path offering.

SoCal REN’s service territory largely overlaps with SCE and SCG service territories, but SoCal REN’s multifamily offering takes a similar approach to that of SCE and SCG. In Decision 12-11-015, the Commission acknowledged this similarity, but approved the program for piloting. The decision states that the difficulty of reaching the multifamily market justifies testing all approaches that may deliver significant energy savings.

ELIGIBLE MEASURES

While other measures are available, Table 61 lists the measures most commonly installed through the comparison programs. Consistent with their performance-based incentives, the whole-building programs offer a wide range of measures, and since the programs are new to the market in their current form, information on the measures most commonly installed is not yet available.

Table 62. Typical Measures Installed by Program

Program	Typical Measures Installed
ESA Program	In-unit weatherization and water saving measures. Includes air sealing, refrigerators, and CFLs.
CSD programs	In-unit weatherization and water saving measures. Includes air sealing, refrigerators, and CFLs. ¹
MFEER	Lighting and water saving measures.
Whole building programs	Any combination of measures that results in 10-20% savings

1. Under ARRA, the CSD treated 40-45 multifamily buildings including common area measures

Within each program there are a range of measures that can be installed under certain circumstances. A brief description of measures installed under each program is provided below.

⁶² Bay REN will determine which combinations of measures are likely to meet the 8% energy savings threshold for each participating building based on utility bill information and building characteristics entered into an online tool (see Assessment/Audit section below). Any measure that can be modeled in EnergyPro software is potentially eligible to receive program incentives.

ESA Program Measures

Because the ESA Program’s focus is on assisting low-income residents with their utility bills, the ESA Program covers only in-unit measures that directly affect a resident’s energy costs. Common area measures such as hallway lighting or central systems like boilers do not qualify for ESA Program funds. Table 62 summarizes the measure types that the ESA Program provides; a complete list of the specific measures in each category is included in Appendix F. Eligible Measures for California Programs Targeting the Multifamily Sector. Some measures are eligible for installation through the ESA Program only in certain climate zones.

Table 63. ESA Program Measure Types By Spending and Energy Savings¹

Measure Type	Spending		kWh Savings		Therm Savings	
	Spending	Percent of Total	Savings	Percent of Total	Savings	Percent of Total
Infiltration & Space Conditioning ²	\$86,894,754	44%	6,274,889	10%	974,018	39%
Lighting Measures	\$28,056,084	14%	27,483,070	42%	-	0%
Refrigerators	\$19,684,296	10%	17,327,150	26%	-	0%
Cooling Measures ²	\$19,415,333	10%	8,919,454	14%	-	0%
Heating Systems ²	\$19,694,389	10%	-	0%	73,081	3%
Water Heating Measures	\$15,464,712	8%	595,863	1%	1,251,824	50%
High Efficiency Clothes Washers	\$5,036,434	3%	45,673	0%	203,349	8%
Pool Pumps	\$1,311,649	1%	2,080,524	3%	-	0%
Microwaves	\$535,797	0%	2,900,496	4%	17,206	1%
Total	\$196,093,448³	100%	65,627,119	100%	2,519,478	100%

1. Data aggregated from PG&E, SCE, SCG, and SDG&E ESA Program PY 2012 Annual Reports. Figures include both multifamily and single family installations.
2. Some measures in category available only in select climate zones.
3. Spending on measures only – does not include spending on customer enrollment.

The majority of the ESA Program’s spending goes to infiltration and space conditioning measures, a category that includes envelope and air sealing measures, duct testing and sealing, and attic insulation. However, the figures in Table 62 include both single family and multifamily units; ESA’s spending distribution may differ for multifamily units, which often do not have attics available for insulation and may have fewer exterior walls. Lighting measures and refrigerators provide the majority of the ESA Program’s electric energy savings, while water heating measures and infiltration and space conditioning provide the greatest portion of therm savings.

For a dwelling unit to receive services, ESA Program contractors must determine that it is feasible for the program to install at least three measures or achieve annual energy savings of at least 125 kWh or 25 therms within that unit through installation of one or two measures.⁶³ These eligibility requirements apply to both single family and multifamily residences, which can limit the number of multifamily residences treated because fewer ESA Program measures are typically feasible to install in multifamily units.

CSD Programs

CSD programs are delivered by designated community action agencies in each county that install weatherization measures at no cost to the resident. The most common types of measures installed are: air sealing and repairing holes or cracks around windows, doors, and pipes; insulation in attics, walls, and floors; fixing or replacing broken windows; insulation blankets on hot water heaters; and ensuring existing heating and cooling equipment are operating properly. As noted above, the ARRA funding from 2009-2012 allowed CSD to expand its scope for multifamily buildings and address things like building shells, centralized mechanical systems, and common area lighting. Now that ARRA funding has been exhausted, and DOE WAP and LIHEAP funds are smaller than previous years' funding, CSD staff report it is harder to justify spending a considerable portion of the program budget on one building. Therefore, it is less likely that the CSD program funds will be used for common area building measures in coming years.

MFEER Measures

MFEER provides prescriptive incentives for measures across all aspects of a building. Incentives are available for efficient HVAC, building shell, hot water, appliances, lighting, and pool pump upgrades. However, lighting makes up the majority of the measures for which MFEER provides incentives, and provides the largest part of the program's energy savings.⁶⁴

There is variation among utilities in terms of the percentage of projects that receive each type of measure. According to the 2013 process evaluations of MFEER in SCE and PG&E territories, in 2011, SCE's MFEER program was almost exclusively a lighting program with 99.8% of all measures and 98.3% of program energy savings resulting from lighting upgrades.⁶⁵ PG&E's and SDG&E's MFEER programs are

⁶³ Appendix C: California Statewide ESA Program Policy and Procedures Manual. Downloaded from https://www.pge.com/regulation/LowIncomeProgramPY12-14/Pleadings/Joint-CDE/2013/LowIncomeProgramPY12-14_Plea_Joint-CDE_20130715_281462.pdf (Accessed on 8/14/13)

⁶⁴ According to the process evaluation of SCE and PG&E's MFEER program for 2010-2012, the prevalence of lighting among MFEER measure installations in SCE territory is a result of steps SCE took to improve contractor performance. In 2011, SCE issued a competitive RFP to select a limited number of contractors to represent the program. All seven of the contractors selected through the RFP process were lighting contractors. Reasons for the prevalence of lighting measures in PG&E and SDG&E territories are less clear, although program incentives often cover the full cost of lighting retrofits in both territories.

⁶⁵ The Cadmus Group Inc. 2010-2012 MFEER Process Evaluation in SCE and PG&E Territories, April 15, 2013. Accessed 8/5/13 http://www.calmac.org/publications/MFEER_Process_Evaluation_FINAL_130415.pdf

less lighting-centric with lighting making up about 64% and 69% respectively of program measures. Table 63 provides an overview of the percentage of measure types installed by each program. Because SCE provides electric service only and SCG provides only gas, some measures are not applicable, or less applicable, to those utilities. For example, SCG does not provide any installation of lighting and SCE provides few HVAC measures.

Table 64. MFEER Measures Installed by Utility, 2011

	PG&E ¹	SCE ¹	SDG&E ²	SCG ³
Lighting	64%	99.8%	69%	--
HVAC	1.2%	0.01%	--	1%
Appliances ⁴	15.8%	0.16%	1%	30%
Water Heat	10.8%	--	27%	45%
Building Shell	7.1%	0.02%	3%	2%
Other ⁵	1.2%	--	--	23%

1. 2010-2012 PG&E and SCE Multifamily Energy Efficiency Rebate Program (MFEER) Process Evaluation and Market Characterization Study. April 22, 2013. Available on CALMAC, Study ID PGE0301.01
2. SDG&E 2010-2011 Residential Program Process Evaluation. March 30, 2012 Available on CALMAC, Study ID SDG0257.01. Total exceeds 100% due to rounding.
3. SCG 2010-2011 Residential Program Process Evaluation. March 30, 2013. Available on CALMAC, Study ID 0214.01
4. Appliances include clothes washers and vending machines
5. Pump demand controls and pool heaters

Building owners rarely use MFEER incentives for upgrade projects that result in deep savings, such as HVAC or building shell upgrades. None of the IOUs reported more than 3% of their measures were HVAC related, and only PG&E reported installing building shell upgrades that represented over 5% of their program measures. PG&E reported that less than 2% of program savings resulted from shell measures and less than 1% of savings resulted from HVAC upgrades. In SCE, there were almost no HVAC or building envelope upgrades (.03% of measures installed and .03% of all program savings).

EUC Measures

Because their incentives are based on modeled energy savings that reflect existing building conditions, the Multifamily EUC programs allow for a wide range of measures. A list of potential upgrade measures, taken from EUC Multifamily Path PIPs, is in Appendix F. Eligible Measures for California Programs Targeting the Multifamily Sector. With some exceptions, building owners can install any permanently installed measure for which program-approved energy modeling software can provide savings estimates. Measures not included in Multifamily EUC include solar photovoltaic, solar thermal, cold water savings measures, and clothes dryers.

OUTREACH EFFORTS

Each program conducts outreach using different methods. The ESA Program and MFEER rely heavily on program contractors to contact potential participants and “sell” the program. EUC MF relies on utility

account representatives and contacts the regional energy networks developed with multifamily property owners to promote the program.⁶⁶ The CSD programs rely on the community based service providers to conduct outreach to potentially eligible households.

Details on the outreach strategy of each program are provided below.

ESA Program Outreach

According to a process evaluation for the 2009-2010 LIEE program,⁶⁷ the IOUs employed a variety of outreach tactics to encourage enrollment in the program.⁶⁸ Common approaches included outbound calling and/or automated voice message campaigns, email, direct mail, canvassing, and working with municipalities to host or attend community events in areas with low-income populations. All of the utilities have tried various forms of mass media, such as TV and advertisements on public transportation and campaigns targeted at specific populations.⁶⁹ Mass media outreach is viewed as an effective way to generate awareness and credibility so that when the customer next encounters the program – whether through outbound calling, a mailer, or someone knocking on their door – they will be more receptive to enrolling.

In 2009-2010, some differences existed in terms of how much emphasis each IOU put into specific outreach efforts. For example, SCE, SCG, and SDG&E provided marketing materials to contractors while PG&E encouraged contractors to create their own materials in addition to materials provided. All of the IOUs also provided lists of leads to contractors.⁷⁰ Another difference between IOUs was in how much canvassing contractors were expected to conduct. PG&E contractors did more door-to-door canvassing of the program than did contractors at the other utilities.

Decision 08-11-031, issued in November 2008, directed the IOUs to undertake a Whole Neighborhood Approach (WNA) outreach strategy for the ESA Program. The WNA strategy sought to leverage economies of scale to increase the efficiency of program delivery by enrolling large numbers of

⁶⁶ For more information, refer to the “what is asked of the participant” section of the memo.

⁶⁷ LIEE (or the Low Income Energy Efficiency Program) was the name for the ESA Program prior to 2010.

⁶⁸ Research Into Action Inc. Low-Income Energy Efficiency Program Evaluation 2009-2010 Process Evaluation, June 10, 2011. Study ID PGE0298.01. Prepared for CA Public Utilities Commission.
http://www.calmac.org/publications/LIEEFinal_Report_w_study_number.pdf (Accessed 8/7/13).

⁶⁹ For example, SCE and SCG participated in a Univision telethon, PG&E provides language services for the Hmong population, and SDG&E’s has a Hispanic radio station campaign.

⁷⁰ The leads include information on location, CARE participation, and customers that participated in ESA in recent years.

participants in the same area at once and delivering retrofits to them at the same time. In a subsequent white paper, the Commission's Energy Division described the WNA process:⁷¹

1. The IOUs would identify a neighborhood for targeted the ESA Program outreach based on the proportion of low-income individuals in the neighborhood and/or higher than average energy usage in the neighborhood.
2. The IOUs would then conduct outreach to neighborhood residents, including canvassing, direct mail, email blasts, and potentially attendance at community events.
3. ESA Program enrollment and assessment contractors would conduct assessments of interested households in the neighborhood, with installation contractors closely following the assessors to install basic weatherization, hot water saving, and lighting measures.
4. When needed, installation contractors would return later to install more complex heating and cooling measures and replace appliances or equipment.
5. The IOUs would follow the ESA Program's typical quality assurance and control processes for the retrofitted units and follow-up with interested residents in the neighborhood not reached in the initial sweep.

According to the 2009-2010 LIEE process evaluation, the IOUs largely found the WNA strategy as described above impractical. It was difficult to recruit a large enough group of participants in a relatively small area to allow installers to take advantage of economies of scale. Many potential participants were not home to speak with enrollment contractors or were not prepared to provide income documentation. In addition, the diversity of single-family homes made it difficult for installers to predict what equipment they would need.

In some cases, the program was able to overcome these challenges in large multifamily properties. Large multifamily properties offered a large enough pool of potential participants that, even if many were not home or could not provide income documentation, enough participants were available and qualified that installers could still take advantage of economies of scale. In addition, the units within a development offered uniform enough efficiency opportunities that contractors could anticipate their equipment needs in advance.

Although the IOUs achieved some success implementing a WNA strategy for the ESA Program in multifamily buildings, one ESA Program staff member said these multifamily WNA efforts required a great deal of coordination and were very labor intensive as a result. Due to the amount of labor required, this staff member stated that it would not be practical to include this type of WNA outreach in ongoing ESA Program operations.

⁷¹ California Public Utilities Commission Energy Division. Draft Whole Neighborhood Approach – White Paper. May 2009.

While the IOUs found the WNA strategy described in the 2009 white paper impractical, they have taken steps to improve the efficiency of ESA Program delivery by targeting small geographic areas. The IOUs target their outreach efforts for the ESA Program to focus on areas with high concentrations of low-income residents. In addition, ESA Program workload management software groups' jobs by geographic area, allowing contractors to minimize time spent traveling from one job to another.

CSD Programs

Weatherization services are delivered by 47 designated local community action agencies operating in each California County. These local agencies provide a variety of poverty relief services which may include: subsidized child care, emergency food services, and economic development opportunities. Weatherization and energy-efficiency services are often one service among many these agencies offer to residents of their counties. Through their contact with low-income households across these different services, the programs are able to refer households to weatherization services.

In some areas of the state the contractors that install weatherization measures for CSD also install measures for the ESA Program. In these cases, coordination across programs can happen more easily because the same people are involved in both programs. In other areas of the state the contractors for the two programs are different and coordination across programs happens, but is minimal. According to utility staff interviews, ESA Program staffs are most likely to refer potential participants to the local community action agency when participants use propane for space and water heating. In units with propane, the electric IOU-sponsored ESA Programs can only provide lighting, refrigerators, and cooling measures, so participants can receive air sealing and other measures through CSD's program. Because there are very few multifamily buildings in California served by propane, coordination across programs likely does not happen often in the context of a multifamily building.⁷²

Given the limited funds CSD has to complete upgrades in 2013 compared to 2012, the program may not need to conduct significant outreach efforts beyond referrals in order to recruit as many participants as it will have the capacity to serve.

MFEER Outreach

MFEER is primarily delivered by trade allies—contractors who use the program's incentives to sell energy-efficient retrofits to customers—but, in some cases, the IOUs have become more involved in marketing MFEER in recent years. According to the PG&E and SCE MFEER process evaluation covering program years 2010-2012, utility representatives were the most common source of program awareness for participants (31% of SCE participants and 27% of PG&E participants), followed by contractors (30% of

⁷² According to the 2011 American Housing Survey, there are 6,500 multifamily units served by propane (bottled gas) in the metro areas of San Diego, Los Angeles, San Francisco and San Jose. Assuming 25 units per building means there are 260 buildings served by propane. Assuming 100 units per building means there are only 65 buildings served by propane.

SCE participants and 15% PG&E participants).⁷³ Other sources of program awareness include word of mouth, seeing an advertisement, and the utility website.

The process evaluation also asked participants to describe what motivated participation. More respondents reported saving energy was an important motivation for participation than any other motivation (91% percent of PG&E participants and 95% of SCE participants) but this was followed closely by the over 85% of respondents that reported they wanted to demonstrate that their properties were well maintained and that 85% wanted to do the right thing for the environment. Other reasons given for participation included reducing tenant utility costs, reducing owner operating costs, and increasing the value of the property.⁷⁴

Whole Building Program Outreach

The IOUs have not conducted large-scale outreach efforts for the EUC Multifamily Path due to the limited budgets and modest goals of these newly launched programs. As described in the “What is asked of the participant” section below, the IOU EUC MF programs will use a single point of contact to direct multifamily building owners to the programs most appropriate to their upgrade plans. While the single point of contact will work with participants in all of the multifamily programs, the role is most closely associated with EUC MF Path, and will likely work most extensively with EUC MF Path participants. At SCE and SCG, the building owners’ utility account managers are expected to fulfill the role of the single point of contact, and will thus be able to build on their existing relationships to inform potential participants about the program.

The REN programs will leverage the existing relationships between local governments and multifamily building owners. For example, Bay REN’s Program Implementation Plan (PIP) notes that building owners planning renovation projects will come into contact with local governments as they apply for building permits and seek public financing.

ELIGIBILITY

Beyond a multifamily property being located in the program service territory, program eligibility is determined by two factors: the income of the participant (or the overall income make-up of the participant’s building) and the building type. Income of the participant determines the eligibility of ESA and CSD Program participants and the building type, whether it is a multifamily building or not, determines the eligibility of MFEER and EUC participants.

Income Eligibility

The ESA and CSD Programs determine eligibility based on the income of a household relative to the size of the household. As indicated in Figure 45, the income levels for eligibility are similar between the ESA

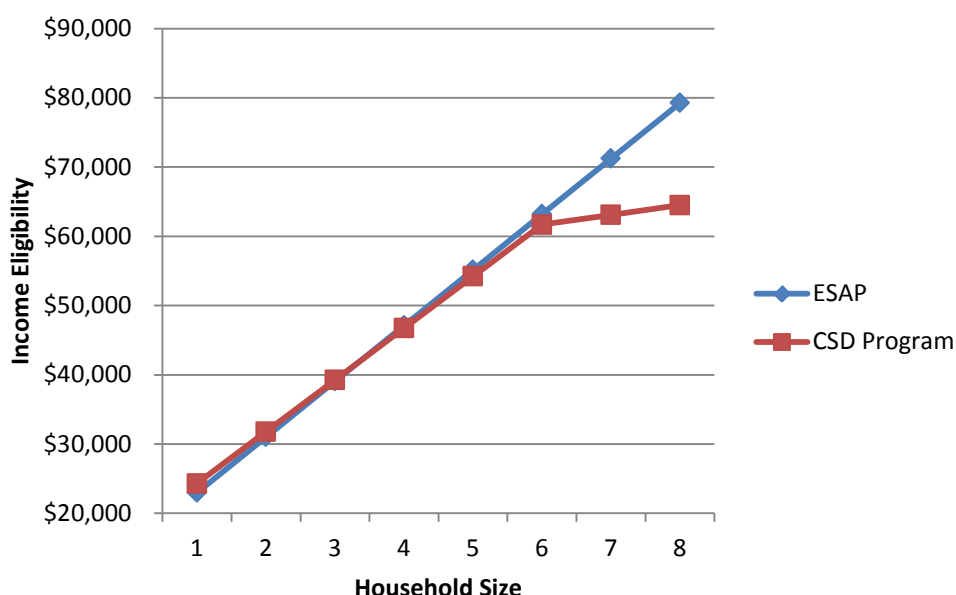
⁷³ The Cadmus Group Inc. 2010-2012 MFEER Process Evaluation, April 15, 2013.

⁷⁴ The Cadmus Group Inc. 2010-2012 MFEER Process Evaluation in SCE and PG&E Territories, April 15, 2013. Accessed 8/5/13 http://www.calmac.org/publications/MFEER_Process_Evaluation_FINAL_130415.pdf

Program and the CSD Program but not the same. The ESA Program’s eligibility requirements are based on 200% of Federal Poverty Guidelines, while WAP eligibility requirements are based on 60% of state median income. Larger households, those with seven or eight household members, have higher income levels for the ESA Program than the CSD program meaning more large households may qualify for the ESA Program than for the CSD Program. It is also important to note that the IOUs’ Moderate Income Direct Install (MIDI) program is available to households earning up to 250% of the Federal Poverty Guideline in SCE and SCG territory and 300% of Federal Poverty Guideline in SDG&E territory. MIDI offers many of the same services as the ESA Program and is delivered by the same contractors.

The CSD program’s eligibility criteria allow the program to treat all of the units within a building if 66% of the building’s units are income qualified (50% of units for buildings with over 100 units).⁷⁵ The ESA Program must meet a higher threshold, determining that 80% of the units are occupied by income-qualified tenants, before treating all units in the building.

Figure 45: Annual Income Eligibility



⁷⁵ Department of Energy. Weatherization Program Notice 09-1, Effective Date November 17, 2008. http://waptac.org/data/files/website_docs/government/guidance/2009/wpn%2009-1%20-%20final%2011.17.08.pdf (Accessed August 15, 2013)

Income included in the ESA Program household calculation includes wages, salaries, and benefits from public assistance such as food stamps and housing subsidies.⁷⁶ ESA Program accepts enrollment in certain other income-qualified programs as sufficient verification of a tenant's income qualification. For example, a resident of a multifamily building can participate in the program by providing documentation that they are participating in programs such as food stamps.⁷⁷

If a potential CSD participant receives Supplemental Security Income (SSI) or Aid to Families with Dependent Children, they are automatically eligible to participate in the CSD program.

Building Eligibility

The only determination to participate in MFEER and EUC Multifamily is for the building to be a multifamily property. There are no income requirements for either MFEER or EUC; however the majority of the participants in the ARRA-funded EUC Multifamily pilots in Alameda, Los Angeles, and San Diego counties were properties offering affordable housing.

MFEER defines multifamily as any residential property with two or more units. Additionally, the common areas of condominiums and mobile home parks can qualify for the program. MF EUC programs require participating buildings to have five or more units (the same criteria that the ESA Program uses), although SCE and SCG's program will accept buildings with as few as three units but will not accept buildings over four stories tall.

INCENTIVE STRUCTURES

The simplicity or complexity of incentives corresponds with the nature of the programs. For example, the ESA Program, the CSD Program, and MFEER typically provide relatively simple measures, whereas the EUC programs provide their incentives based on meeting a performance goal (Table 64). In the case of the ESA Program and the CSD Program, participants receive measures for free with the programs incurring the cost of all measures and installation. MFEER's prescriptive incentives generally cover the full cost of lighting upgrades and water saving measures. MFEER incentives offset the cost of building shell, appliances, or HVAC measures, with participating building owners responsible for the portion of the retrofit cost not covered by the rebate. Recall from the eligible measures section that most MFEER projects are lighting and water savings related, thus making most MFEER projects free to the building owner.

⁷⁶ For a complete list of items included in income, see the Policy and Procedures Manual. Appendix C: California Statewide ESA Program Policy and Procedures Manual. Downloaded from https://www.pge.com/regulation/LowIncomeProgramPY12-14/Pleadings/Joint-CDE/2013/LowIncomeProgramPY12-14_Plea_Joint-CDE_20130715_281462.pdf (Accessed on 8/14/13)

⁷⁷ The Policy and Procedures Manual for the ESA Program lists all forms of acceptable income verification. Appendix C: California Statewide ESA Program Policy and Procedures Manual. Downloaded from https://www.pge.com/regulation/LowIncomeProgramPY12-14/Pleadings/Joint-CDE/2013/LowIncomeProgramPY12-14_Plea_Joint-CDE_20130715_281462.pdf (Accessed on 8/14/13)

Table 65. Incentive Summary by Program

Program	Direct Install	Prescriptive	Custom/ Performance	Installed Primarily in...		Rebates Provided
				Units	Commons	
ESA Program	✓			✓		100% of project cost covered
CSD (WAP/LIHEAP)	✓			✓		100% of project cost covered
MFEER	✓	✓		✓	✓	100% of project cost covered for lighting and water saving measures; Rebates offset cost of other measures ¹
EUC ²			✓	✓	✓	Rebates offset the cost of installed measures and vary by EUC program ²

1. Recall that lighting is the dominant measure associated with MFEER. The SDG&E MFEER process evaluation indicates that their rebates also make the water saving measures free for participants.
2. More specific information on the EUC incentives are provided below

EUC's incentives generally do not cover 100% of the upgrade cost and incentives vary across the various administrators of EUC. The next section details the incentives offered by EUC.

Incentive Structures within Whole Building Programs

The incentive levels listed in SCE and SCG's PIP are somewhat higher than those offered by SDG&E. SDG&E anticipates that \$100 of its per-unit incentive will cover the cost of energy modeling and combustion safety testing, while SCE and SCG provide audits and energy modeling at no cost to the participant. As a result, SCE and SCG will likely contribute more to participants' upgrade costs than SDG&E. Of the three MF EUC programs that specified graduated incentive levels, SoCal REN's performance-based incentives are the lowest, but SoCal REN offers relatively large incentives to cover the cost of energy audits. PG&E's PIP does not specify incentive levels for specific savings proportions; instead, PG&E will refine its incentive structure based on initial upgrades and additional analysis. Nonetheless, PG&E anticipates that it will provide MF EUC participants with an average incentive of \$1,000 per unit.

In order to provide a basis for comparison of overall incentive levels, Table 65 lists the MF EUC incentives under each program available to a 50-unit building achieving 20% energy savings.

Table 66. Whole Building Incentives for a 50-unit Building Achieving 20% Energy Savings

Program Administrator	Audit Incentive	Improvement Incentive	Total
SCE/SCG	Fully subsidized	\$50,000	\$50,000 + value of audit
PG&E	\$5,000	\$50,000 (estimate)	\$55,000 (estimate)
SoCal REN	\$10,000	\$35,000	\$45,000
SDG&E	Included in improvement incentive	\$40,000	\$40,000
Bay REN	N/A	\$37,500	\$37,500

As noted above, Bay REN’s multifamily whole-building offering targets building owners interested in smaller upgrades than the IOUs’ EUC MF Path programs or SoCal REN’s program. Bay REN’s incentive offerings do not offer graduated incentives for building owners that achieve higher levels of energy savings. Instead, building owners receive a set per-unit incentive for installing two or more measures that the program anticipates will provide energy savings of at least 8%. The program hopes that upgrade projects will average 12% savings. As a result, PG&E’s MF EUC program may be more appropriate for buildings undertaking retrofits that achieve higher levels of energy savings, like the example in Table 65.

ASSESSMENT/AUDIT

Each program provides some type of review of the participant’s building, whether the participants is the owner or resident. In the case of the ESA Program, the CSD Program, and MFEER, relatively basic assessments are provided. For the ESA Program this review is limited to the units where tenants have qualified to receive program services. The CSD program review can potentially go beyond in-unit assessments to include common areas but as mentioned earlier, due to limited funds, common area measures are less likely to be installed going forward than they were when ARRA was supporting weatherization services. Contractors using the MFEER program may conduct a broader assessment, including common areas and central systems.

A contractor or staff person reviews the building (or units) and determines which measures are applicable to the property based on this walk-through assessment. For the ESA Program, this assessment determines whether the unit is likely to meet the program’s requirement to install at least three measures per unit or meet deemed savings requirements of 125 kWh or 25 therms annually.

Energy modeling is not required of the ESA, CSD, or MFEER Programs (Table 66) but it is required of EUC programs. The next section describes the assessment and audit process associated with EUC programs.

Table 67. Assessments and Audits by Program

Program	Assessment	Audit	Assessment/Audit Provider
ESA Program	Free walk through assessment	Not provided	Program contractor
CSD (WAP/LIHEAP)	Free walk through assessment	Not provided	Program staff
MFEER	Free walk through assessment	Not provided	Program contractor
EUC	Free walk through assessment	Up to and including an Investment Grade Audit (IGA) provided	Rater/Analyst

Assessment/Audits Specific to Whole Building Programs

According to EUC MF Path and REN PIPs, SCE, SCG, SoCal REN, and PG&E program staff will conduct preliminary walk-through assessments of buildings whose owners have expressed interest in MF EUC. These assessments identify energy upgrades likely to meet the program’s savings requirements. If staffs conclude that the potential for whole-building energy upgrades exists, the building will undergo a more comprehensive audit.

All of the Whole Building Programs with the exception of Bay REN include comprehensive audits. The programs vary, however, in the way these audits are provided. In PG&E, SoCal REN, and SDG&E’s programs, building owners select and contract directly with a participating HERS rater to conduct the audit. SDG&E does not subsidize audits directly; its per-unit incentive levels include \$100 to cover the cost of the combustion safety testing and energy modeling included in the audit. SoCal REN and PG&E will offer incentives based on building size to cover the cost of the audit, with PG&E offering larger incentives to buildings providing affordable housing. SCE and SCG will take a different approach, contracting with an energy consulting firm whose staff members will conduct audits at no charge to participants.

In an effort to reduce costs and streamline the retrofit process for participants, Bay REN’s program seeks to eliminate the need for a comprehensive, on-site audit. Instead, the program plans to modify EnergyPro energy modeling software to create a tool that will generate energy saving projections based on inputs that a building owner could collect on their own. This tool would provide a “minimum assumed savings” estimate that the program would use to determine whether a building owner’s proposed upgrades are likely to meet the program’s minimum savings requirement. The program’s technical advisors conduct a site visit to verify the building conditions entered into the software tool and ensure that the proposed measures are appropriate.

WHAT IS ASKED OF THE PARTICIPANT

As mentioned previously, ESA Program and CSD Program participants are building residents and MFEER and EUC participants are building owners. In the cases of the ESA Program and the CSD Program, owners must get involved even though they are not the participants because they must grant access to the

property and approve measure installations. Table 67 summarizes the requirements of the owner and the residents for each program.

Table 68. Requirements of Participant Summary

Program	Requirements of Building Owner	Requirements of Building Resident
ESA Program	No requirement other than granting permission to property by signing waiver	Apply to program, verify their income; allow enrollment and installation contractors and QC inspectors access to unit; receive free upgrades
CSD (WAP/LIHEAP)	No requirement other than granting permission to property	Apply to program, verify their income; allow installation contractors access to unit; receive free upgrades
MFEER	Apply to program; Work with contractor to install equipment; Submit receipts to utility for rebate; Pay little or none of the project cost	No requirements
EUC	Work with “single point of contact” from EUC throughout project process; contract with rater/analyst; schedule time for rate/analyst to review building; coordinate times for installations to occur; pay majority of upgrade cost	No requirements

The ESA Program and the CSD Program require little investment on the part of participating residents beyond completing an application, verifying their eligibility, and scheduling time for the program contractors to do assessments, installations, and inspections. Similarly, MFEER incentives often cover the full cost of retrofits for participating building representatives. In contrast, whole-building programs provide comprehensive upgrades that require a significantly larger investment on the part of the participating building representatives. In whole-building programs participating building representatives must agree to pay a larger share of the project cost than the other programs and be more involved in the coordination of installation and inspection activities occurring at his/her property.

Multifamily and the “Single Point of Contact”

Responding to Commission direction in 2013, all of the IOUs planned to implement a single point of contact for multifamily building owners. This single point of contact will primarily work with building owners to determine which efficiency program offerings are most appropriate given the characteristics of the building and the types of upgrades the owner is interested in undertaking. In addition to identifying programs, the single point of contact will assist building owners in navigating program participation processes and coordinating processes across programs. For example, the implementer of a pilot using a single point of contact approach in SDG&E territory was able to schedule QC inspections concurrently with the HERS rater’s visits to minimize disruption to building owners and tenants.

In SDG&E's Multifamily EUC pilot, the single point of contact approach proved effective in leveraging ESA Program services for buildings undertaking large retrofits, but it was less common for building owners who initially came into contact with ESA Program or MFEER to then pursue EUC. One implementation staff member involved in SDG&E's Multifamily EUC pilot stated, "That collaboration is going from EUC down, not from the ESA Program up, if you think of ESA as the first rung on the ladder."

The IOUs single point of contact is designed to assist building owners in identifying programs and navigating the participation process. The single point of contact does not provide participants with technical assistance in identifying and evaluating upgrade opportunities and managing measure installation. Instead, the whole-building programs, with the exception of Bay REN, require participating building owners to contract with HERS raters and BPI Multifamily Building Analysts to provide this type of support. The programs maintain a list of qualified raters and analysts, and building representatives select and contract with a qualified rater directly. Ratens conduct audits and energy modeling, work with building owners to develop a scope of work for their energy upgrade projects, verify that upgrades are installed properly, and conduct a post-installation audit.

Bay REN and SoCal REN will also provide building owners participating in their whole-building programs with assistance throughout the upgrade process, although PIPs suggest that this assistance will be more focused on the technical aspects of completing upgrades than on identifying and navigating program processes. Bay REN may refer participants to PG&E's single point of contact if program staffs determine that the participant might be better served by a utility program.

All of the MF EUC programs allow participants to select the contractor that will install retrofit measures, although PG&E requires that participants use a contractor that is enrolled in EUC and has attended a pilot information session.

COORDINATION BETWEEN PROGRAMS

Together, the programs serving low-income multifamily buildings and their tenants in California address a broad spectrum of efficiency needs and provide a variety of offerings for building owners interested in upgrades ranging from relatively small-scale weatherization to major retrofits. However, none of the individual programs provides this full range of services. Instead, coordination between programs is necessary to meet the policy goal of addressing all of the efficiency needs within multifamily buildings. Coordination between utilities is also necessary, particularly in relation to customer served by more than one IOU. As single fuel utilities that share many customers, SCE and SCG in particular have taken steps to coordinate across their different customer data systems.

The following sections describe how the ESA Program coordinates with other energy-efficiency programs targeting low-income multifamily buildings and their tenants. In the past, the IOUs have faced challenges in effectively coordinating between the ESA Program and other efficiency programs serving the multifamily market, and coordination has been somewhat limited. However, plans for MF EUC programs describe a more formal coordination process, and the single point of contact is expected to

work with participants in all of the programs targeting multifamily buildings to identify any additional program opportunities.

The CSD Program

While there is overlap in the measures installed between the ESA Program and the CSD Program, some participants, particularly those with non-IOU-provided heating fuels, may qualify for measures under the CSD Program that they are not eligible for under the ESA Program. However, coordination between the ESA Program and the CSD Program has been limited. The 2009-2010 LIEE Process Evaluation reported that LIEE enrollment and assessment contractors mentioned the CSD program to LIEE recipients in 23% of the visits evaluators observed.⁷⁸ IOU program staff cited two factors that prevent greater coordination between the ESA Program and the CSD Program: The CSD program typically has a much smaller budget than the ESA Program, making it difficult to devote resources to coordination efforts, and the CSD program has a more fragmented delivery structure, with local community action agencies delivering the program to participants in their counties.

The CSD Program's limited budget in comparison to the ESA Program has restricted coordination between the programs because ESA Program staffs are reluctant to refer more customers to the CSD program than the program has the capacity to serve. As a result, ESA Program staffs typically refer only the customers with the greatest need. The CSD Program's limited capacity to accept referrals from the ESA Program will likely continue.

Forty-seven community action agencies deliver the CSD program through 58 counties across California. According to IOU staff, this fragmented delivery structure has limited the potential for information sharing between the ESA Program and the CSD Program. ESA Program staffs see a potential to leverage the CSD program's information, including which households had participated and what measures had been installed. However, currently there is not a statewide database of participants in California; each local delivery agency maintains its own database, making this type of information sharing impractical. In addition, there are customer confidentiality issues to be worked out before data-sharing can be implemented on a large scale.

In order to address some of the coordination obstacles between the ESA Program and CSD, in 2009 the Commission and CSD entered into a memorandum of understanding (MOU) that outlined their intent to "leverage and coordinate existing programs for low-income energy efficiency and utility assistance."⁷⁹ The coordination did not happen immediately because CSD became busy administering the large infusion of ARRA money they received and utilities became busy developing the EUC programs. Over the last year, CSD and utilities have started to launch pilot programs aimed at improving their coordination.

⁷⁸ In 23% of the project site visits conducted by the ESA Program evaluation team, contractors mentioned the CSD program.

⁷⁹ Memorandum of Understanding between the California Public Utilities Commission and the Department of Community Services and Development (CSD), March 17, 2009.

MFEER

Some overlap exists between the measures incentivized through MFEER and the measures ESA Program installs. Since the ESA Program targets low-income households and MFEER targets building owners, coordination between the two programs is necessary to ensure that the measures each program provides do not duplicate measures already installed by the other. Process evaluations of SCG and SDG&E's 2010-2011 multifamily retrofit programs have cited problems caused by a lack of information sharing between the ESA Program and MFEER, and IOU program staff described efforts to better carry out this type of coordination.

A process evaluation of SDG&E's 2010-2011 multifamily retrofit program reported instances of an existing efficient lamp installed under a previous program being replaced with a similar lamp. In order to avoid this type of duplication, program staff from multiple IOUs noted that MFEER staff can access the ESA Program database to determine which units in a participating building the ESA Program has served. However, IOU staff noted that it may be difficult to match ESA Program participants to facilities participating in MFEER, particularly in large complexes where units may have different street addresses.

In addition to efforts to avoid duplication of measures, staff at multiple IOUs described some efforts to cross-promote the ESA Program and MFEER. For example, MFEER will include information on its application form informing building owners about the potential to receive services from the ESA Program. MFEER program staff may also encourage the owners of participating buildings to allow the ESA Program to treat their tenants. ESA Program staffs also provide interested building owners information about MFEER.

Evaluation findings have also detailed challenges with these cross-promotional efforts, however. According to recent process evaluations, SCG and SDG&E's MFEER programs referred any building with households that might qualify for the ESA Program prior to installing measures through MFEER. However, contractors reported that this resulted in delays in MFEER installations as ESA Program verified tenant eligibility and determined which measures it would install.

MF EUC

Among the programs serving the multifamily sector, the IOUs' plans for MF EUC include the greatest degree of formal coordination with the ESA Program. As part of their agreement to participate in the MF EUC program, building owners will be required to authorize the ESA Program to serve their income-qualified tenants. ESA Program contractors will then qualify and treat all willing and eligible tenants. In order to avoid double-counting energy savings, the building's energy use baseline, on which the MF EUC incentive is based, will be calculated with the ESA Program's improvements in place.⁸⁰

⁸⁰ In the case of a very large scale rehabilitation, in which any measures ESA installed would be removed over the course of the project, ESA may address any measures remaining to install after other retrofits are complete.

While IOU staff noted that this approach had been successful in a pilot project conducted at a subsidized housing development, they expressed some concern that it may be less feasible in multifamily developments where only a small portion of residents are low income. In addition, a contact involved in the implementation of the MF EUC pilot in San Diego noted that following all of the policies and procedures of each program treating a building can result in building owners receiving a large number of visits from program staff. This contact noted that coordinating these visits in order to minimize the disruption to the participant can require a great deal of effort.

SECTION 7. FINANCING AND FUNDING OPTIONS

In coordination with the ESA Program Multifamily Study Team, Cadmus researched financing and funding options available to multifamily property owners making energy-efficiency capital improvements, especially for properties with a high proportion of ESA Program-eligible tenants. This research was not intended to be limited to debt options, but to look at a range of potential funding sources to support energy-efficient upgrades, including grants and tax incentives. To that end, “financing” in this section does not refer specifically to loans, but to any program the helps owners pay for an energy saving project.

Limitations

This catalog presents a sample of representative programs and resources; it should not be regarded as an exhaustive list. Furthermore the catalog does not include programs offering nonfinancial support to energy-efficiency and renewable energy projects (such as permit expediting, although a reduced permit wait time may be financially advantageous in some situations). In addition, data may exist that was not available to our team, such as representative projects and number of projects completed. When interpreting data such as number of projects complete, it is good to note that the programs may not have much activity simply because they are new or because they lack marketing or administrative dollars, and not necessarily because of a failure of program design.

Multifamily Property Owner Financing Catalog: Description and Use

The purpose of the catalog is to give the ESA Program Multifamily Study Team an overview of multifamily financial solutions targeted at energy or environmental related projects, areas in California where the solutions are available, and who or what projects are eligible. We anticipate this catalog will be useful in two ways.

- First, it provides the Study Team with different program design elements that have been developed for the California market, and with which property owners may already have some familiarity. Where information is available, we provide an estimate of the number of projects completed, size of the program, maximum amount of financial support per retrofit project, if the funding supports renewables or energy-efficiency, and other descriptive factors.
- Second, the catalog can help identify where financing gaps exist in the market place. For example, nationwide and statewide programs likely cover all California multifamily buildings, but services that are provided by cities or counties are unlikely to apply beyond their jurisdictions. If the local programs are popular, they could provide models for services the IOUs would like to expand to a broader scale. Or, programs can be combined with ESA Program resources to broaden the scope of buildings that qualify.

The following examples illustrate how the catalog can be used:

- Not all buildings are ready for EE measures to be installed. A program like the **CalHFA Preservation Loan Program** can be used to fix holes in a roof or update plumbing, so that funds

targeted to energy efficiency could then be used for conservation measures such as insulation or a high-efficiency water heater.

- The **LIIF Bay Area Multifamily Retrofit Loan Fund (recently discontinued but may be restarting under a different effort)** provides financing for up to 50% of the cost of retrofits that reduce energy use by at least 10%, up to \$500,000. While this program is helpful, larger projects may still need additional incentives from other sources. This program is limited to the bay area so buildings in Southern California are unable to take advantage of this resource.

The catalog presents active or recent multifamily building funding and financing opportunities that we anticipate could complement a wide range of ESA Program strategies that adopt a whole-building approach. Programs included in the catalog meet the following criteria:

1. **They can be used for retrofitting existing multifamily housing, whether low-income specific or market-rate housing.**

Programs must complement ESA Program strategies by providing alternative or complementary financial assistance to property owners of complexes housing ESA-Program-eligible utility customers. To be included in the catalog, a program must provide incentives for retrofitting existing, multifamily housing, regardless of the party eligible to apply for the incentive (tenant or owner). While some programs included in the catalog support new multifamily construction or retrofits to other types of buildings, none do so exclusively.

2. **They promote awareness of building energy costs, green building, renewables, and energy efficiency.**

All programs and financing products included in the catalog promote green building, energy-efficiency, or renewable energy technologies. Financing programs not specifically requiring attention to building energy usage do not promote awareness of energy conservation or utility cost issues. They may even create a barrier to greater efficiency and conservation by allowing “missed opportunities” to occur. In other words, such programs could allow building retrofits that do not address relevant energy-usage issues, and make it less likely an owner will further invest in energy-saving improvements.

3. **The programs are available in areas served by one or more of the California IOUs.**

The catalog only includes programs available to property owners with tenants that could be eligible for the ESA Program.

The catalog presents 16 programs currently or recently active in the California IOU's territories. These programs are listed in Table 68.

Table 69. Programs Included in Financing Catalog (August 2013)

Name of Program/Product	Region	Type	Website
Green Finance Plus	United States	Financing	https://www.fanniemae.com/content/fact_sheet/grnrefiplus.pdf
Green Affordable Housing Preservation Loan Fund	United States	Financing	http://www.nhtinc.org/green_loan_fund.php
Rural Development Multifamily Housing Energy Efficiency Initiative	US (Section 516 funds can be used for off-farm housing for farm workers in urban areas. All other projects must be in non-urban areas, which cover most of CA.	Financing and grants	http://www.rurdev.usda.gov/program_details.html
Mark-to-Market (M2M) Green Initiative Pilot	United States	Grant/ Loan Restructuring	http://www.hud.gov/offices/hsg/omhar/paes/green/greenini.pdf
Business Energy Investment Tax Credit	United States	Tax Credit (Federal Corporate Tax)	http://energy.gov/savings/business-energy-investment-tax-credit-itc
CaliforniaFIRST (PACE)	More than 100 cities and counties throughout the state, as well as statewide	Financing	https://californiafirst.org/property_owners_overview
CalHFA Preservation Loan Program	State of California	Financing	http://www.calhfa.ca.gov/multifamily/financing/termsheets/index.htm
Multifamily Portfolio Loan Prepayment Program	State of California	Financing Prepayment	http://www.calhfa.ca.gov/multifamily/financing/termsheets/index.htm
Property Tax Incentive	State of California	Tax Exclusion (State Property Tax)	http://www.boe.ca.gov/proptaxes/gase.htm

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Name of Program/Product	Region	Type	Website
Multifamily Affordable Solar Housing (MASH)	State of California	Rebate	http://www.cpuc.ca.gov/PUC/energy/Solar/mash.htm
Bay Area Multifamily Retrofit Loan Fund	San Francisco Bay Area	Financing	http://www.liifund.org/products/community-capital/capital-for-affordable-housing/bay-area-multifamily-fund/
LEED Incentive Program	Burbank, Calif.	Rebates	http://www.burbankwaterandpower.com/incentives-for-businesses/leed-incentive-program
Energy Solutions	Burbank, Calif.	Rebates	http://www.burbankwaterandpower.com/incentives-for-businesses/energy-solutions-business-rebate-programs
Energy Upgrade California Multifamily Program - Bay Area	Bay Area, Calif.	Rebates and free technical assistance	https://multifamily.energyupgradeca.org/local#bayarea
Energy Upgrade California Multifamily Program - Los Angeles County	Los Angeles County, Calif.	Rebates and free technical assistance	https://multifamily.energyupgradeca.org/local#los_angeles
Energy Upgrade California Multifamily Program - Marin	Marin County, Calif.	Financing	https://multifamily.energyupgradeca.org/local#marin

Rows follow in the order of geographic coverage, with nationwide programs presented first, followed by statewide programs, and then local and county programs. Within each geographic subsection, the catalog identifies program eligibility and types of measures supported. In addition to the programs identified in Table 68, the IOUs provide financing and rebates for multifamily buildings through On-Bill Financing⁸¹ and the Multifamily Energy Efficiency Rebate program. CPUC D.13-09-044 also authorizes ratepayer funding for two additional financing programs targeted to the multifamily sector in the 2013-2014 program cycle, one administered by the IOUs and another administered by BayREN.

The catalog is provided separately as an Excel spreadsheet. Table 69 describes each column header included in the catalog. The catalog can be found in Appendix G. Financial Solutions Catalog.

Table 70. Data Description for Catalog Headers

Catalog Column Header	Definition
Name of Program/Product	Name of the funding program, as it is marketed or best known.
Sponsor	The organization that manages the program.
Region	The region covered by the program.
Type	The type of funding product offered by the program.
Targets Low-income?	Indicates whether the program is specifically targeted to low-income or affordable housing.
Program Size	The total amount of funding available for distribution through the program.
Individual Project Amount	The total amount of funding available for any single applicant.
Percent of Project	The percentage of total project costs that the program can cover.
Eligibility	Project or applicant requirements necessary to qualify for funds through the program.
Restrictions on Measures (if applicable)	Any restrictions on measures funded through the program.
Energy-efficiency (EE) or Renewable energy (RE)	Whether the program supports energy efficiency (EE) or renewable energy (RE) resources.
Number of Projects Completed	The number of projects completed using program funds since the program's inception.
Description	A brief description of the program's purpose.
Website	A website providing more information about the program.
Representative Project	Where available, details on a representative project supported by the program.
Additional information	Any additional information (including contacts) considered useful.

⁸¹ Owners must not reside on the property in order to qualify. In personal correspondence to Cadmus, PG&E program staff estimates the OBF program provided two loans to PG&E multifamily customers in the first half of 2013 for common area improvements.

Additional Resources

Bell, Catherine J., S. Nadel and S. Hayes. On-Bill Financing for Energy Efficiency Improvements: A Review of Current Program Challenges, Opportunities, and Best Practices. Report Number E118. American Council for an Energy-Efficient Economy. December 2011.

Energy Efficiency Financing in California – Needs and Gaps. Harcourt, Brown and Carey. July 2011.

Improving California's Multifamily Buildings: Opportunities and Recommendations for Green Retrofit & Rehab Programs (DRAFT). California Home Energy Retrofit Coordinating Committee. October 2010. Available at http://www.builditgreen.org/files/Admin/HERCC/MF_HERCC_report_10152010.pdf

McKibbin, Anne, A. Evens, S. Nadel, and Eric Mackres. Engaging as Partners in Energy Efficiency: Multifamily Housing and Utilities. CNT Energy and American Council for an Energy-Efficient Economy. January 2012. Available at <http://www.cntenergy.org/media/Engaging-as-Partners-in-Energy-Efficiency-MF-Housing-and-Utilities-Final-012512.pdf>

Partnering for Success: An Action Guide for Advancing Utility Energy Efficiency Funding for Multifamily Rental Housing. National Housing Trust. March 2013. Available at <http://www.cleanenergyfinancecenter.org/wp-content/uploads/partnering-for-success-action-guide.pdf>

Recognizing the Benefits of Energy Efficiency in Multi-Family Underwriting. Steven Winter Associates. January 2012. Available at http://www.cleanenergyfinancecenter.org/wp-content/uploads/DBLC_Recognizing_the_Benefits_of_Energy_Efficiency_01_12.pdf

SECTION 8. CONCLUSIONS AND RECOMMENDATIONS

Overview

The ESA Program’s mission is to provide subsidized energy efficiency services to low-income households that cannot otherwise afford energy efficiency upgrades. The scope of this study was limited to addressing the needs of eligible ESA participants living in multifamily buildings and more specifically, to support the ESA Program’s long-term vision of providing increasingly cost effective energy efficiency services to 100% of eligible and willing customers by 2020. Additionally, the Cadmus team was directed to “develop alternative program design and delivery strategies for consideration” by the IOUs and Commission that comply with the Commission’s requirement that the program will be “directed, administered, and delivered in a manner so as to yield significant energy savings. And to “achieve optimal energy savings, the ESA Program must be administered cost-effectively to yield maximum energy savings at *reasonable costs*.⁸²” Decision 12-08-044 directs the IOU’s to develop strategies that (1) address the full range of opportunities in participating buildings, (2) streamline program processes and program delivery, and (3) target outreach to most effectively reach multifamily buildings.

This section offers recommendations for program design and delivery strategies aimed at helping the California IOUs develop and advance long-term plans to meet the needs of low-income IOU customers living in multifamily housing and to help meet the 2020 goals and target. The remainder of this section articulates several key considerations which provide context for the Cadmus team’s analysis, high level conclusions based on the study findings, and recommendations aimed at helping the IOUs develop program design strategies going forward. The section includes the following topic areas:

1. **Methodology** for development of strategy recommendations.
2. **Key Considerations** regarding the ESA Program objectives and future direction.
3. **Findings, Conclusions, and Recommendations** drawn from the Cadmus’ team’s research with consideration for likely trade-offs and potential impacts on program costs associated with implementing recommendations.

Methodology

To develop program recommendations, the Cadmus team carefully reviewed the findings from research conducted for each task in this study. We consolidated key findings from each research task under various key research questions and emerging themes. We developed recommendations to overcome identified programmatic challenges and barriers and to address the study objectives.

While the Cadmus team’s assessment of findings was guided by these objectives for this study, four researchable questions provided underlying context for our conclusions:

⁸² D1208044 pp3

4. How can the current multifamily program offering, in particular the multifamily component of the ESA program, be modified to better meet the needs of low-income multifamily residents?
5. How can integrated outreach, education, and marketing be most effective in reaching low-income multifamily housing owners/operators?
6. How can the current service delivery approach be modified to address multifamily, energy-efficiency programming concerns?
7. Should multifamily segment measure offerings be modified to include more or different measures?

To draw conclusions and develop recommendations, the Cadmus team documented significant findings from market characterization research, reviews of comparison programs, assessment of the existing program landscape in California, surveys with owners and operators of multifamily buildings with low-income tenants. Recommendations were also informed by interviews with IOU program managers and the Study Team, program staff involved with five comparative multifamily programs in other states, and representatives from low-income advocacy groups or stakeholders who work with market rate and affordable housing multifamily buildings. From the research, we aligned findings reflecting participating barriers, drivers, and potentially replicable models according to functional areas, such as eligibility rules, participant intake and enrollment, technical and administrative support, marketing and outreach, and delivery and implementation. Our task was to draw upon this research to identify opportunities to reach deeper into the low-income multifamily market, both addressing the needs of as many low-income households as possible while maximizing cost-effective energy savings in this sector.

It is important to note however, that some of our research findings are drawn from secondary sources and input provided by interested stakeholders who may have limited knowledge of the existing programmatic context or larger programmatic objectives. Additionally, due to the nature of the study's scope, budget, and schedule as well as constraints associated with accessing data for discrete sub-segments of the multifamily housing market, data may not fully represent building owners of all size properties, nor robustly represent subsidized, affordable housing market and market-rate housing. Thus, the findings do not necessarily reflect the specific needs, opinions, or objectives of the full breadth of potential stakeholders in the multifamily market including low-income populations residing in market rate and subsidized housing. Further, the findings and recommendations included in this section may represent a deviation from the existing rules and program guidelines under which the California energy efficiency program sponsors and administrators currently operate.

Within this context, implementation of the recommendations will necessitate consideration of the overall objectives for the California low-income multifamily market. As we discuss in greater detail in the following section, the two key objectives overlaying our research and recommendations, i.e., reaching 100% of willing and able low-income households and maximizing energy savings in the low-income multifamily sector, can be in many ways contradictory. The Study Team, IOUs, and Commission must

carefully consider each recommendation within the context of these objectives along with the costs and trade-offs inherent in each.

Key Considerations

In combination, the research objectives under which the Cadmus team conducted its research presented a challenge for the study. In an implementation context, the ESA Program's current delivery strategy is designed around its mission to deliver program services that benefit individual households and as such is well suited to achieving the objective of maximizing the number of low-income customers benefitting from the program. However, largely due to the physical characteristics of multifamily housing, achieving the second objective, i.e., maximizing cost effective energy savings, and likewise, many of the strategies recommended in Decision 12-08-044⁸³, may require program services that appeal to and engage building owners rather than the individual tenants in each unit.

Put more simply, the ESA Program's goal to provide services to as many low-income households as possible while striving for increasing cost-effectiveness, and these objectives may require different programmatic strategies. In an implementation context, the first requires that the program's eligibility rules, program delivery strategy, eligible measures, incentive structure, and marketing tactics be centered on benefiting individual low-income customers living in multifamily dwellings while the second is more consistent with a program designed to target building owners and managers and provide a broader and more complex set of services that reduce lost opportunities.

With potentially competing objectives as a backdrop, the following sections present high-level research findings, conclusions and recommendations under two objective scenarios: (1) reaching more income-eligible people and (2) increasing or maximizing energy savings while administering the ESA Program cost-effectively to achieve both these objectives at reasonable costs. The development of program design and delivery strategies going forward will require the IOUs and Commission to carefully consider these recommendations and the potential costs and benefits inherent in efforts to achieve each objective.

Findings and Conclusions

The findings and conclusions below focus on providing increasingly cost effective energy efficiency services to 100% of eligible and willing income-qualified customers living in multifamily buildings by 2020.

Reaching More Income-Qualified People

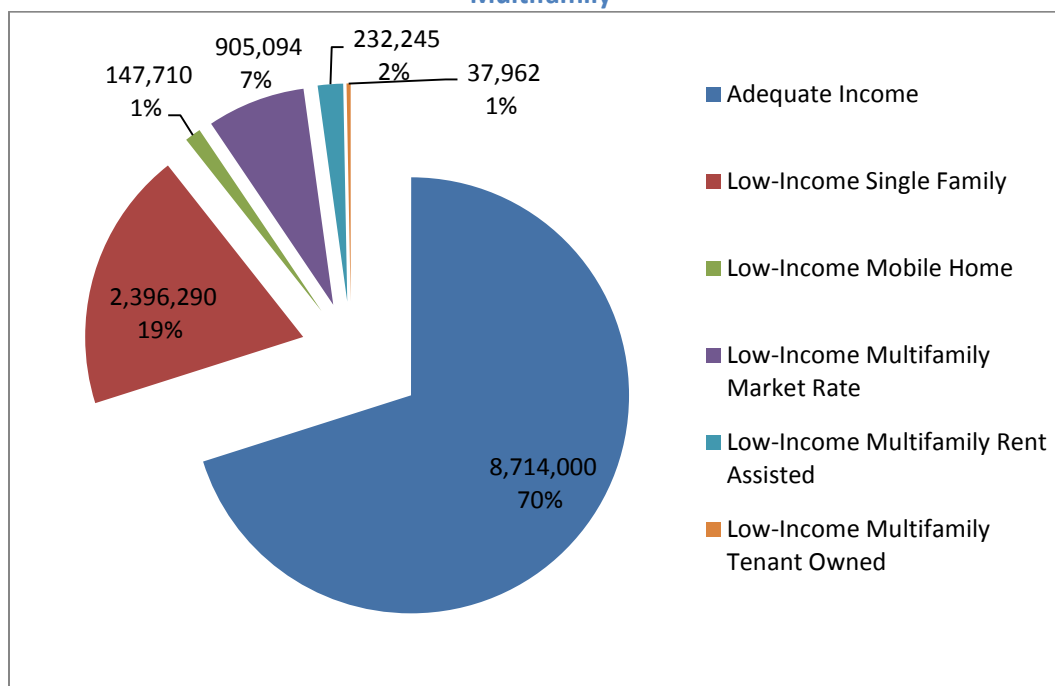
- 1. Low-income multifamily households make up almost one-third of low-income households statewide.***

⁸³ See Section 6, under Decision-12-08-044.

As described in Section 3 of this report, the Cadmus team found that there are approximately 3.719 million low-income households (those earning no more than 200% of the federal poverty guidelines) within the state of California, representing about 30% of all households. Of these, approximately 1.175 million live in multifamily housing, which includes all buildings with five or more housing units, or multifamily building. Of those low income multifamily building, we estimate 20% are rent-assisted, while 73% are market rate. Statewide, low-income multifamily households represent approximately 9% of total residential households, 32% of low-income households, and 42% of multifamily households, for a total of nearly 1.2 million households. (This total includes some double counting of households, as some households are served by two of the utilities.) The percentage of low-income multifamily households varies widely across IOUs, ranging from 39% to 27%.

Using data from the 2011 American Community Survey and GIS technology, we estimated the number of low-income multifamily households in California and apportioned those households by IOU service territory, by county, and by census tract. A second data source, the 2011 American Housing Survey, provided a profile of the low-income multifamily segment on additional metrics such as building vintage, equipment, and amount of rent paid.

Figure 1. Estimated Number of California Households Including Low-income and Low-Income Multifamily



Source 2011 American Community Survey

- Specific market data can help the IOUs develop customized marketing and delivery strategies for their target populations.***

Statewide, low-income multifamily households represent approximately 32% of low-income households, and or about one-third of ESA’s target population. This population is characterized by considerable variability both in the social circumstances of the households and, more germane to the current research, in the physical structures and the energy-consuming equipment with which they live. Residents of low-income multifamily units are largely renters with a high degree of mobility (AHS data shows that on average, low-income tenants stay in the same apartment three years or less (55%).

There is also a great deal of variability in multifamily housing in building characteristics (e.g., size, vintage), metering (which dictates whether the tenant or owner pays utility bills), energy consuming equipment, climate conditions, and market characteristics across the IOU’s territories. Each of these variations may point to a range of different potential opportunities for energy efficiency upgrades at both the unit and building level.

Cadmus’ research found that the rate of ESA participation (see Table 1) and the types of equipment installed by measure category varies considerably between utility territories (see Table 4).

Table 71. Percentage of Participating Multifamily Households Receiving ESA Program Measures

Utility	Participants	Appliance	Envelope and Air Sealing	Domestic Hot Water	HVAC	Lighting
PG&E	58,877	14%	82%	84%	1%	14%
SCE	65,775	18%	2%	0%	1%	90%*
SCG	64,510	0.1%	92%	98%	3%	0%
SDG&E	32,670	14%	75%	73%	10%	2%

* This value is provisional and under review

While many of the equipment upgrade choices in a given utility territory are driven by factors such as fuel services provided and climate zone, the variability in this table demonstrates that additional equipment upgrades may be available in some areas. For example lighting opportunities appear to be largely untapped in SCE and SDG&E’s territory. However, it is important to note that the ESA Program requires a minimum of three measures before the unit can be treated (which means that lighting alone cannot be offered). Also, SCE does not provide weatherization measures and SCG (as a gas company) does not provide electric measures.

Cadmus’ research on equipment vintages suggest that significant opportunity remains for implementing heating and cooling system upgrades in low-income multifamily properties. Forty-nine percent of low-income multifamily households with gas heat have equipment that is 20 years old or older, while 32% of low-income multifamily households with electric heat have equipment as old as 20 years or more. On the cooling side, our research showed that low-income multifamily households tend to have a higher saturation of room AC and less central AC systems than do adequate-income households. While climate plays a significant factor in the existence of an AC system, and therefore the data varies widely by MSA, we found high saturations of central AC equipment in Sacramento (76%) and Riverside (74%) and

moderate saturations in Anaheim (46%), San Jose (37%), Los Angeles (34%) and San Diego (30%)⁸⁴. We also found a strong correlation between building age and the existence of central AC systems, with 81% of buildings built after 2000 having central AC. Overall, 34% of households have units that are 15 years old or older and 28% have units that are 20 years old or older. Further, among low-income multifamily households with room AC, only 25% of the equipment in use is ENERGY STAR qualified.

The ESA Program does not offer any measures exclusively for multifamily buildings, nor does it explicitly exclude any measures from multifamily buildings, but fewer ESA Program measures are typically feasible to install in multifamily units than in single-family buildings. For example, with fewer exterior walls, multifamily units present less opportunity (and a lower need) for air sealing, and multifamily units may not have access to an attic that could be insulated. Additionally, it may be more difficult for program contractors to meet the ESA Program requirement of installing at least three measures or achieving annual energy savings of at least 125 kWh or 25 therms through installation of one or two measures in multifamily units.

Each IOU customizes its delivery approach based on the individual market, customer, and equipment characteristics within its territory. The market characteristics the Cadmus team identified through market research can further inform the IOU's measure delivery approach and help support targeted marketing and outreach strategies to help capture new program participants. The Cadmus team's research identified the following useful market characteristics:

- 68% of low-income multifamily households live in units built before 1980, representing approximately 799,000 households. This is the segment most likely to benefit from shell improvements, though buildings of later vintage may also benefit and some of these pre-1980 units may have already received shell upgrades.
- The California IOUs have approximately 161,500 low-income multifamily customers in California climate zones 11-16, all of which have relatively large heating and especially cooling needs. We estimate about 79,942 low-income multifamily households living in high-need climate zones 11 through 16 within buildings in likely need of shell improvements. Based on utility measure costs of between \$133 and \$177 per unit for envelope and air sealing measures, it would cost about \$12.4 million to serve this number of households that are likely in need of shell improvements.
- We estimate about 362,000 households (24%) among the IOU's low-income multifamily customers have heating equipment that is 20 years old or older. It is difficult to accurately assess the number of *systems* represented among households with forced air because these furnaces can serve numerous households; however, data suggests that about 21,600 buildings (serving an estimated 216,000 households) have furnace equipment at the end of its effective useful life. At

⁸⁴ See Section 3, under Equipment in Existing Units.

a cost of between \$1,037 and \$1,621 per furnace, this implies a cost of \$28.7 million to replace the forced-air units that are past the end of their effective useful lives.

- We estimate that 36% of low-income multifamily households have central air conditioning and that 28% of these households have central AC equipment that is 20 years old or older. Our estimates yield 39,500 central AC systems that are 20 years old or older. The average cost of central AC replacement in 2012, in SCE's ESA program, was \$2,760; so benefits of replacing old equipment must be weighed against replacement costs.
- Narrowing the focus to climate zones 11 through 15 (where energy savings are greatest from AC upgrades), approximately 8,400 systems in climate zones 11, 12, and 13 (serving an estimated 25,200 households) are cooled by central AC equipment that is 20 years old or older. In climate zones 14 and 15, there are 5,800 multifamily households and 2,000 units that are cooled by central AC equipment that is 20 years old or older.
- We estimate that roughly 94,000 low-income multifamily households have refrigerators 15 years old or older. Based on ESA Program measure costs for PY 2012, and using the average price of \$694, it would cost \$65 million to replace all refrigerators that are 15 years old or older. In PY 2012, PG&E replaced 2,046 refrigerators in multifamily households through the ESA Program; SCE replaced 1,889 and SDG&E replaced 340. With roughly 94,000 older refrigerators, this illustrates the probability there are many more that could be replaced.

Table 5 shows the estimated cost per building of installing these upgrades based on data from the MFEER program.

Table 72. Estimated Cost of Common Area/Central System Upgrades

Service/Measure	Estimated Cost per Building
Whole building assessment	\$5,000
Common Area Lighting	\$160
Central Cooling	\$2,830
Central Heating	\$1,036

3. *Obtaining Property Owner Waiver Forms for every potential participant in a given building is a participation barrier.*

For the low-income tenant in a multifamily building, participation is a partnership between the tenant and building owner. To provide some services to multifamily renters, the ESA Program requires building owners to sign a Property Owner Waiver form, authorizing efficiency improvements in each unit to be treated. This can be a barrier to the tenant's participation since some landlords are difficult to reach or unresponsive to the program's efforts. This requirement can particularly impact delivery of services when the building is targeted for shell upgrades, which requires 80% of individual tenant households be income-verified and provide a signed waiver form.

Surveys with building owners and operators of both market rate and rent assisted multifamily housing found that 64% of respondents would be supportive of tenant participation in utility-sponsored income-

qualified programs even though it would require owners and managers to fill out paperwork and allow contractors not hired by their company to have access to the property. Another 20% of respondents said they would not be supportive of participation under those circumstances, and 13% of respondents said their support would depend upon specific circumstances related to paperwork or building access. These percentages did not differ significantly between the market rate and rent assisted sectors.

4. *The existing ESA Program policies associated with addressing an entire building may be missing opportunities to treat more tenant units and increase energy savings within a given building.*

When 80% or more of the individual dwelling units in a given building or complex can be independently income-qualified, ESA is able to treat the building shell and add ceiling insulation. Achieving the 80% threshold also enables the program to treat any unoccupied units in a given building; however the current policy disallows treating the remaining 20% of units that are occupied but not income-qualified. Any occupied units for which the tenant is unable or unwilling to participate in this process cannot be treated. Thus, if an insufficient number of tenants can be qualified to reach the threshold, the policy of not treating occupied units may be missing savings opportunities.

To reach the 80% threshold, each tenant must participate in the income verification process which entails that they provide income documentation and the program staff conducts an individual verification process. Alternatively, according to the Statewide Low-income Energy Efficiency Program Policy and Procedures Manual, applicants residing in geographic areas where 80% of the customers meet the ESA Program's income eligibility criteria may "self-certify" that they meet the program income guidelines by signing a certification statement.

5. *Housing unit mobility among low-income multifamily households can make it difficult to locate 100% of eligible households.*

The goal of offering the ESA Program to all households by 2020 must reflect the fact that the low-income multifamily sector, no different than the multifamily sector of households with adequate income, is quite literally a moving target. The ESA Program treats *housing units* in order to provide benefits to *households*; but households are highly mobile whereas the treatments remain behind. By 2020, based on AHS data for the California low-income multifamily sector, we would expect 82% of low-income multifamily households to have moved to a different housing unit at least one time. We are not suggesting the definition of a participant or treated household be changed. Rather, that there are several implications associated with the fact that this is a highly mobile population..

- Some qualifying households will benefit without ever participating in the program, by moving into a unit that has been treated but vacated.

- Some *unqualified* households will benefit from the program by moving into a unit that has been treated but vacated
- Treating units where unqualified households live can provide benefits to qualified households if there is a high probability that a qualified household will move in during the lifetime of the measures installed.

The AHS data (Section 3 of this report) shows that, on average, low-income tenants stay in the same apartment three years or less (55%). Over three moving cycles (roughly equivalent to the equipment life cycle of non-lighting measures), the rate of turnover assures that more than 90% of a building's units will have been inhabited by low-income households. Thus, in cases where a building qualifies for building-wide treatment, but some units have not been verified, it is very likely that within the lifetime of installed efficient equipment a low-income tenant will move into that unit. Because mobility among low-income households appears to be high as noted above, it can be difficult to locate 100% of eligible households. Treating a building that is largely low-income increases the probability that an eligible household will be treated. The average cost to treat an apartment unit is relatively low: IOU ESA Program cost data to treat multifamily unit ranges from \$200 to \$400 per unit.

The ESA Programs have provided services to a large number of low-income multifamily households. Program data available to the Cadmus team suggest that between 16% and 30% of eligible multifamily households have participated in the programs since 2002. Our research suggests that participation is highest where there are concentrations of qualifying multifamily households. Over the six-year period from 2007 to 2012, we estimate that as many as 75% of qualifying multifamily households have participated in some areas. In other areas, however, one percent or fewer qualifying multifamily households have participated. In some instances, this may be because there are few qualifying multifamily households to begin with; but this apparent regional difference in penetration points to the fact that not all households will be equally accessible and, over time, the program will need to dedicate increasing resources to reach all households, with very likely diminishing returns for equal levels of effort as the percentage of households yet to treat decreases.

Under the current ESA Program policies, 80% of tenants must be income-qualified for a building to receive shell measures currently. Given the data regarding tenant mobility, we can assume that every unit in a qualified low-income building will turn over within a few years, with a high proportion units occupied by a low-income household at some point.

Maximizing Cost-Effective Energy Savings

Guidance provided by the Commission and Decision 12-08-044 points to a desire among some stakeholders that the ESA Program should increase its focus on maximizing increasingly cost effective energy savings. However, adopting a goal to maximize energy savings while administering the ESA Program cost-effectively, either as an alternative to or an accompaniment to the goal of reaching as many income qualified households as possible, requires suggests that the ESA Program take a more holistic approach to multifamily efficiency upgrades.

While addressing low-income properties at a whole building level can contribute to the goal of reaching 100% of eligible low-income households with energy efficiency services because, given rates of mobility, the unit will likely be inhabited by a low-income household. In addition, benefits accrue to the tenants through increasing the safety and comfort of their buildings, and helping to maintain affordable rental rates by mitigating operational cost increases (e.g., not passing energy cost increases on to tenants through rent). Addressing these areas will also contribute to energy savings overall.

1. *The ESA Program could increase energy savings results and likely serve more low-income households by relaxing the eligibility requirements to address low-income multifamily buildings as a whole.*

While the ESA Program requires that 80% of tenants be income qualified before the program can move to simpler self-certification for the remaining units and install building shell upgrades, the CSD program, which relies on Federal LIHEAP funds and DOE eligibility rules, uses the federal building approval guideline of 66% income-qualified residents⁸⁵. Further, as shown in Chapter 5 (under “Eligibility Requirements”), none of the comparison programs the Cadmus team researched require this level of income verification to either address all tenant units or to install whole building solutions. The highest threshold, required in the Colorado program, is 67% of tenants earning less than 200% of the Federal Poverty guidelines (the same income eligibility guidelines used by ESA). While none of the comparison programs is directly analogous with the ESA Program because they are all focused on providing services at the multifamily building level rather than at the tenant level, all of these programs have limited budgets (although the budgets may not be fully subsidized) and all have adopted a mission of supporting low-income households.

The notion of simplifying building level qualification was echoed in Cadmus’ interviews with stakeholders and advocacy groups representing both market rate and affordable housing. Respondents described their experiences with and knowledge of program-enrollment issues that create barriers to ESA Program participation. The key strategies respondents recommended for improving enrollment were allowing HUD’s income-qualified tenants (categorical eligibility) to be pre-qualified for the ESA Program to expedite the enrollment; and simplifying the program processes (eligibility, application, and participation) to make it easier to understand and navigate (including having a single point of contact to address questions from any interested or participating building owner). However, stakeholders and the IOUs also suggested that streamlining the enrollment process with a categorical eligibility option would be difficult because of the different income qualification guidelines for different programs. This suggests an option to use consistent income guidelines for all programs (however we note that this would require a change in program rules be adopted by the Commission).

⁸⁵ See Chapter 6, under “Income Eligibility.”

The HERCC report also suggests that to streamline income eligibility requirements, low-income programs should broaden their categorical eligibility policies to accept participation in a wider range of other income-qualified programs as proof the building qualifies. The report suggests that low-income programs allow property owners to provide income qualification information for their tenants and authorize energy upgrade work when the property owner has access to tenant income data.⁸⁶ The IOUs have taken some steps to adopt categorical eligibility policies to simplify building verification for the ESA Program by identifying areas where census data suggest there is a high concentration of low-income households and allowing households to self-certify their income rather than providing documentation in these areas.⁸⁷

Additionally, all of the comparison programs the Cadmus team reviewed allow building owners to provide income qualification documentation for their whole buildings. While this primarily applies to owners of subsidized properties who maintain tenant income records as a condition of the subsidies they receive, NYSERDA uses rent as a proxy for income through its “rent roll” certification, allowing market rate buildings to qualify without going door-to-door to verify tenant income. Through this method, owners calculate tenants’ annual household income based on rent and occupancy, assuming housing costs make up 30% of household incomes. The Cadmus team’s research found that NYSERDA’s estimate that rent makes up 30% of income is actually far lower than the actual proportion of income spent on rent for most of the low-income multifamily population (making 30% a conservative estimate). Similarly, many of CNT Energy’s participants come to the program as referrals from Chicago’s Community Investment Corporation, which primarily works with buildings serving low-income populations. Thus, these programs eliminate the cost of individual income verification by allowing alternative income indicators to serve as eligibility verification. It is possible that the Commission could undertake a study to assess the reliability of using rent as a proxy for household income level in CA low income multifamily housing.

2. Neither the current ESA Program nor the other multifamily sector programs currently offered specifically address a broader goal of maximizing energy savings in low-income multifamily buildings.

As described in Section 6 of this report⁸⁸ the energy-efficiency services and incentives available to multifamily customers in California are divided between programs that deliver benefits to the tenant as the customer and programs that deliver benefits to the building owner as the customer. Each of these

⁸⁶ See Chapter 6, under MF HERCC Report.

⁸⁷ Categorical eligibility means that a participant can participate in the ESA Program if the tenant has documentation to prove they are participating in another income-qualified program with equally stringent standards. Self-certification means the tenant can participate in the ESA Program if they sign a form stating that they are income qualified, but the tenant does not have to provide documentation.

⁸⁸ See Section 2, under question 5 and Section 6: The current California Landscape for Low-Income Multifamily Programs.

existing programs is designed to achieve its own set of goals and objectives and operates under its own delivery and administrative rules. Each has their own customer targets (i.e., low-income tenants or building owners and operators), eligibility rules, available measures, incentive structures, and installation approaches (e.g., unit-level, common areas, or whole building).

Because the ESA Program's focus is on assisting low-income residents with their utility bills and improving their quality of life, the ESA Program covers only in-unit measures that directly affect a resident's energy costs (and, as noted previously, building envelope measures can be installed when 80% of residents are income-qualified). Common area measures such as hallway lighting or central systems like boilers, that may or may not directly affect tenants' energy costs or produce individual household benefits, do not qualify for ESA Program funds. The MFEER and EUC MF Programs target multifamily building owners and managers and offer services focused on common areas and whole-building upgrades, but, while low-income qualified buildings may participate, neither program provides services or offers incentive levels specifically designed to overcome participation barriers for low-income properties.

Thus, under the current program rules, a low-income multifamily property owner interested in completing whole-building upgrades must participate in multiple programs. This process typically entails first participating in the ESA Program to address tenant units (for which they may receive full subsidies when tenants are income qualified), followed by either EUC MF or MFEER (through which they receive standard equipment rebates when they invest in common area or central system upgrades). In interviews with stakeholders and low-income advocacy groups, almost all respondents noted that they perceived the most significant participation barriers were a lack of integration of multifamily energy-efficiency programs and the absence of contact people to help owners and managers leverage these programs to make whole-building upgrades.

The ESA and CSD Programs' approach (serving low-income residents in mixed housing types) contrasts with that of the comparison low-income multifamily programs in other parts of the country that the research team examined. Like the ESA and CSD Programs, these programs ultimately seek to benefit low-income households; however, the primary target of these programs is the owner of a multifamily building with low-income tenants. The comparison programs' focus on multifamily building owners is consistent with these programs' more comprehensive focus: in addition to measures in tenant units, they install upgrades in common areas and central systems. Some programs, i.e., comparison programs in Colorado and Massachusetts, include a formal requirement to ensure benefits are passed along to income-qualified building residents. These programs require building owner participants to agree not to raise rents for a defined period following the retrofit, and the program in Colorado further requires building owners to specify how they plan to use the cost savings from their efficiency improvements to benefit tenants.

Adopting a strategy that more specifically addresses the Commission's direction that the program will be "directed, administered, and delivered in a manner so as to yield significant energy savings" as well as

the goals provided in Decision 12-08-044 suggests a need for the ESA Program to work more directly with multifamily building owners and managers, provide a more comprehensive whole-building energy assessment by better leveraging with other existing multifamily programs, and incorporate measures and incentives to address common area and whole building upgrades.

3. *Multifamily buildings undergoing significant upgrades offer opportunities for ESA Program integration at the building level.*

In interviews with low-income housing stakeholders and advocacy groups, respondents expressed the importance of integrating ESA Program recruitment with building recapitalization events. While these interviews represent a relatively small sample of multifamily building owner types, those interviewed suggested that better collaboration with utilities to synchronize property recapitalization and asset management events with utility energy-efficiency programs could presumably lead to a more cost-effective distribution of program benefits to both building owners and tenants.

Cadmus' research revealed that multifamily properties typically undergo major building upgrades every 15 to 20 years and that housing certified under the HUD program typically provide a 5-year investment strategy. These building renovations are thought to be the best time for property owners and managers to install energy efficiency upgrades as part of an overall building rehabilitation project.

All interview respondents reported that multifamily property owners and managers use a layered approach to financing large retrofits and energy-efficiency improvements. For subsidized multifamily housing, the building owners and managers tend to use HUD funds, grants, rebates, tax credits (for new buildings or solar upgrades), and cash reserve accounts. Four respondents said that financing for affordable multifamily housing is particularly complicated and it can be difficult to figure out the many layers of funding and associated requirements. Respondents representing affordable housing also mentioned the importance of long-term planning for financing building upgrades.

Many properties have multiple investors, each requiring a separate approval process. Most property owners and managers must obtain approval from investors before making upgrades that will increase debt to the property. Also, the investor approval process tends to be affected by the type of improvement under consideration.

Respondents to surveys with building owners and managers reported that the primary factor influencing decisions to make upgrades or repairs is cost (which can hinder energy efficiency upgrades) (76%), with energy efficiency lagging, but ranking second (32%). They identified a lack of access to capital as the primary factors that make it difficult to make energy efficiency upgrades. The majority, 65%, said they were not aware of any financing options that may assist with the expenses to upgrade or replace equipment. In decisions about how to pay for upgrades to operable equipment or replacing inoperable equipment, those representing market-rate buildings and those with affordable or rent-assisted housing tend to use different funding sources. Rent-assisted managers must replace equipment that cannot be repaired with credit cards (23%), followed by reserve accounts (20%), and savings 12%. When market-

rate housing managers replace equipment that cannot be repaired they use savings first (43%), reserve accounts (21%), and then credit cards (16%).

While ESA is not intended to be a building rehabilitation program, these significant upgrade events present the most advantageous opportunity for ESA to overcome barriers associated with attracting building owners' and decision makers to the program, encouraging investment in upgrades, and limiting hassle factor. The complicated financing process inherent in recapitalization highlights the need for property owners to coordinate with utility programs to scale the timing of major multifamily building upgrades with the ESA Program or another IOU-sponsored program in order to integrate efficiency improvements as part of the overall building rehabilitation project.

4. Better coordination and technical support is needed for multifamily building owners and tenants who are eligible for multiple programs to ensure their participation derives maximum energy savings and other benefits.

Cadmus' research found three key areas where offering technical and administrative support could improve both building operators and the tenants' experience with the program and help overcome barriers associated with navigating complex enrollment and implementation processes, particularly where multiple programs are involved and with complicated financing options.

MARKETING

Multifamily property owners and tenants may potentially be eligible for one or more energy-efficiency programmatic options targeting low-income populations, multifamily buildings, or both (e.g., ESA, CSD, MFEER, EUC). While the MFEER and EUC programs, which take a more holistic approach to multifamily building upgrades, are integrated with the ESA Program, if a tenant and building owner within a given building or complex seek to participate in more than one program, the order in which they participate in each can impact their eligibility in other programs and the benefits available to both parties.

Requiring that a building participate in ESA Program first reduces the available whole-building energy efficiency potential, which is a determining factor in establishing a building's eligibility for MFEER or meet the performance targets for MF EUC. NYSERDA's MPP overcomes this potential challenge by providing a higher incentive to owners of income-qualified buildings on the condition that they make all of the cost effective in-unit upgrades identified in their building audit. These buildings are then ineligible to receive services through NYSERDA's tenant-focused low-income program.

There will always be buildings with owners or managers who are uninterested in investing in their buildings. Our research and the difficulty encountered surveying and interviewing market rate building owners indicates that these buildings may fall into this harder-to-reach and motivate-to-take-action category. For those buildings the current in-unit process is vital. However, in buildings where an owner or manager might be willing to do more, the current strategy of requiring serial program participation

could reduce an owner's willingness to participate because of lack of capital and having to interact with multiple program processes.

ENROLLMENT AND IMPLEMENTATION

Among the strategies identified in Decision 12-08-044, several point to the need to streamline program delivery and in particular highlight an emphasis on a single point of contact. This need was echoed by low-income stakeholders and advocacy organizations Cadmus interviewed, who indicated there was a lack of contact people to help building owners and managers navigate the participation.

All of the in-depth comparison programs Cadmus reviewed use established systems to help building owners in participating buildings identify retrofits and guide building representatives through the retrofit process, including providing some analysis of the building's energy use, conducting assessments to identify energy-saving opportunities, identifying the range of incentive and financing options participants can use to fund their retrofits, assisting participants in selecting installation contractors, and verifying the quality of installed measures. In most cases, providing this level of support involves designating an individual – either an external consulting engineer or internal program staff – to work with participating building owners and managers. While the comparison programs are not directly applicable to the ESA Program because they all address efficiency at a building level rather than at an individual tenant household level, the provision of technical support is cited as a key factor in the programs' success.

Each of the comparison programs Cadmus reviewed entailed a high level of technical and administrative support to help building owners identify and implement comprehensive cost-effective energy efficiency upgrades. The comparison programs were notable for the presence and role of nonprofit and public benefit organizations in both administering and delivering services to multifamily buildings. These organizations sought to identify buildings and work closely with owners to develop scopes of work that captured all cost effective opportunities. Several were able to facilitate or offer financing opportunities directly that further encouraged building representatives to take action.

As a whole, the comparison programs prioritized a comprehensive treatment of the buildings they targeted, with some covering substantial (if not all) of the retrofit costs. The wide range of costs per unit treated and per multifamily unit in program's respective territories can be found in Section 5 (Figures 41 and 42), and illustrates the range of cost tolerance associated with reaching this challenging population.

COMPLEX FINANCING OPTIONS

In surveys with property owners and managers, more than half the respondents (65%) stated they were not aware of financing options to help them pay for energy efficiency upgrades. Market rate owners were less aware of options (68%) than rent assisted (41%). Cost was the primary reason respondents said they did not replace equipment with energy efficient models (53% of market rate and 21% of rent-assisted buildings).

The Cadmus team’s research on funding options available for multifamily building owners and tenants found that while a number of options exist (we identified 16 separate financing or grant programs active and applicable to the state of California) these programs vary widely in terms of the support they offer and their eligibility requirements. The most prevalent theme to emerge from interviews with building owners, managers, and other stakeholders⁸⁹ was the need for IOUs to provide help in navigating the energy-efficiency programs, the offerings, the requirements, and funding sources. This includes providing technical expertise and administrative support.

The ESA Multifamily Financial Solutions Catalog, created for this research and discussed in Section 7, highlights the need for a single point of contact to facilitate building owners’ applications to any of the various financing opportunities that currently exist in the state of California. All 16 of the existing options we identified in this study are limited by different factors, such as geography, eligible measures, eligible applicants, and available funding. This can make it difficult for building owners unfamiliar with the various options to identify the programs for which they might qualify, and to navigate the application process.

Recommendations: Reaching More Income-Qualified People

The California IOUs have already accomplished a great deal to help low-income populations reduce their utility costs and improve the comfort and safety of their homes through the ESA Program. Each utility is committed to continuous improvement of the ESA Program: they are working to align their ESA Programs with the Strategic Plan goals and making steady progress to streamline operations and improve outreach to target low-income multifamily tenant populations. The individual IOUs should continue these efforts. Furthermore, the research team recognizes that the IOUs operate in fidelity to an existing programmatic framework that entails rules, policies, and procedures set by the Commission that may limit their ability to implement significant program design adjustments. The recommendations in this section are offered in consideration of these potential limitations.

However the research team also recognizes the potential challenge that lies ahead for the utilities in achieving their long term vision of addressing 100% of willing and eligible income-qualified populations by 2020. As the program continues to mature, it will become more difficult – and more costly – to recruit and enroll income qualified multifamily tenant participants that are harder to reach due to geographic constraints, absentee or uninterested landlords and other constraints that characterize the “high-hanging fruit.”

Thus, the following recommendations are geared toward doing more within the existing ESA program framework to reach the increasingly hard-to-reach populations and attract more income qualified households to the program.

⁸⁹ Stakeholders and Advocacy groups interviewed are listed in Figure 18, Section 4.

1. Consider adopting customized recruitment/marketing strategies (by IOU) to target measures, buildings, and geographic areas

The California IOUs have historically focused ESA Program marketing and delivery in areas with larger numbers of low-income populations based on census tract data. While this strategy is sound and should be continued, our research found that there may be pockets of low-income housing located amid more affluent households with higher median income,, and low-income tenants living in market rate housing that, in some cases are not being captured by the current program approach. Furthermore, our analysis, of building and equipment saturations and vintages, indicates there are likely remaining opportunities for upgrades to various measures within the existing ESA Program framework. Additionally, the Low-Income Needs Assessment could shed light on specific measures that could be offered to individual low-income units as well as buildings.

As tenant participants become more difficult to reach, the IOUs will likely need to reallocate some marketing resources away from mass-media approaches to conduct more specific research and targeted outreach and messaging to potential income-qualified tenant participants that reside in: (1) market rate housing or outside known areas with high densities of low income populations, (2) older buildings and/or climate zones that correlate to a need for building shell improvements, (3) buildings likely to have appliances and/or unit heating or cooling systems at or near the end of their useful lives.

2. In buildings where 80% of the tenants are income-qualified, treat all units in the building whether they are vacant or occupied, as well as the building shell.

Treating all units at one time is a cost savings for the contractors since they do not need to go back to the building to treat single units and is likely to save administrative costs for the program. Due to the mobility of rental populations, treating all units in buildings that meet the 80% low income threshold is likely to benefit a qualified low-income household at some time over the life of installed measures.

Under current program offerings, the IOUs may have data in their ESA Program databases to determine the number of units that could have been treated but were not, using the 80%/20% rule. To assess the costs and benefits of this recommendation, the IOUs may wish to conduct further research to identify the portion of buildings they have sought to qualify at the 80% threshold, but that failed to qualify because an insufficient number of residents were able or willing to provide the income documentation required for verification. An analysis to quantify savings that could have been achieved had the building gone forward with shell improvements and installed measures in every tenant unit could help the IOUs and Commission determine whether the cost to deliver these services would be outweighed by the cost savings associated with a more relaxed income verification threshold.

3. Consider researching the implications of broadening categorical eligibility protocols at the building level for unit upgrades.

The ESA Program allows tenants to have categorical eligibility when they qualify under a range of other assistance programs. Further, the Program allows categorical eligibility at the building level in specific geographic areas where 80% or more of the population is known to meet ESA's income eligibility based on census data, thereby allowing tenants to self-certify to receive program services.

The Cadmus team recommends expanding the current categorical eligibility classification at a building level by allowing documentation that certifies a building for any income-based subsidy program (e.g., section 8 or HUD) to serve as income eligibility documentation for building-wide upgrades. Buildings that meet this classification would be eligible for the same services provided by the current ESA Program under the 80%/20% rule (i.e., treating all eligible tenant units and installing building shell upgrades).

The numbers of additional units potentially treatable cannot be determined with currently available data. However, if the IOUs (perhaps within the ESA Program database) determine the number of buildings that qualify for housing assistance subsidies, which are fully and partially treated, an estimate could be extrapolated to the population. In particular, it would be useful to quantify the number of buildings where individual units are treated but not the whole building. Profiling these buildings in terms of the number of units in a building and number of buildings in a complex will also provide insight into the potential magnitude of additional units and buildings that could be treated and the resulting energy savings.

Recommendations: Maximizing Energy Savings

As described above, guidance provided by the Commission and Decision 12-08-044 to strive for maximizing cost effective energy savings points toward a more comprehensive approach to treating low income multifamily buildings. This approach, in turn, requires that the ESA program treat building owners and managers as the customer and therefore requires an adjustment to the ESA Program's underlying marketing and delivery approach.

The research team recognizes that the IOUs have designed and implement the ESA Program to comply with state level policies, rules and procedures and to achieve specific objectives associated with providing services to specifically support low-income populations. Thus, the recommendations offered below provide suggestions that will entail more significant programmatic changes and potentially adjustments at a higher level than can be accomplished at the individual IOU level. They are, therefore, offered for consideration and further exploration with program sponsors and partners, stakeholders, and the Commission. In many cases, the research team does not have specific data to help inform the costs and potential benefits of implementing the recommendations; further research is required to determine the likely impacts of implementation.

4. Review the rationale behind the 80/20 threshold for treating all units and building shell to ensure it remains consistent with the current policy objective.

The Cadmus team understands that the rules requiring 80% of a building's tenants be income qualified to treat unoccupied units and the building shell were established with specific policy objectives in mind.

However, adopting a lower threshold, such as the 66% threshold used by CSD, for qualifying unit upgrades building-wide could potentially produce benefits such as reduced verification costs, allowing the program to reach a greater number of low-income households and providing greater overall energy savings. Since low-income multifamily households are mobile and hard to reach, the advantage of income-qualifying a building at a lower threshold is that additional units can be treated, and over time therefore, additional low-income multifamily households are likely to benefit. Aligning the building-level income qualification rules to be more consistent with the CSD program could also provide ancillary benefits such as reducing confusion, easing coordination between the two programs and contributing to the ESA Program's long term goal, but, of course comes with additional cost.

Potentially negative consequences associated with this approach could include allowing non-income-eligible households to gain access to free program services, thereby straining program resources and/or divert spending from other areas, e.g., in the single family segment of the ESA Program.. Data were not available to determine the additional number of units and building shell upgrades that could potentially qualify if the rules for treating buildings were changed from 80% verification to 66% (or some other lower level) verification and it is not known whether the administrative cost savings associated with a reduced verification burden would outweigh the additional resources required to address potentially non-eligible households. However, as we noted previously in this section, due to the level of mobility among renters in multifamily housing, and particularly in buildings where the majority of tenants qualify as low-income, it is likely that a qualified low-income tenant would benefit from installed upgrades at some point during the lifetime of installed equipment. The Cadmus research team recognizes that income eligibility requirements around building upgrades are set by the Commission. It is important to note that the IOUs are implementing these programs with fidelity to current program rules. This recommendation considers an option that would involve rule changes. The IOUs should revisit the rationale behind setting the building level threshold at 80% within the context of current policy objectives and market characteristics. Researching the impacts of lower eligibility criteria in other jurisdictions in greater detail can help inform this exercise. If such a change is determined to be consistent with state and program objectives, the IOUs should work with the Commission to determine what would be involved in changing eligibility rules to be more consistent across programs. It is possible that with additional research, the Commission might decide that reaching every low-income single family household is more important, more feasible, and more cost-effective than reaching every low-income multifamily household.

5. Consider researching building recapitalization cycles to inform marketing strategies that target building owners.

The IOUs could consider investigating and investing in a research strategy to identify buildings that are planning major recapitalization events to facilitate targeted, direct outreach to appropriate property owners. Research can be conducted to identify building vintages that indicate an upcoming need for upgrades, cross referenced with building permit and land use data to determine those buildings that have already undertaken major renovations and identify an approximate schedule of upgrades. The

Study Team may also wish to coordinate with banks and lenders that are active in multifamily property investment to develop communication strategies that might help inform targeted outreach and schedules.

Because building recapitalization events are likely infrequent and irregular, the Cadmus team recommends using this research to conduct targeted, in person outreach, rather than developing general multi-media marketing messages and materials. This kind of outreach could also fall under the purview of an IOU ESA Program case manager or the IOU's single point of contact.

6. Consider adding a comprehensive project path for ESA building owners who wish to implement whole-building upgrades.

The Cadmus team has identified three potential avenues that the IOUs may wish to consider to increase building level energy savings. These recommendations are described below; the first is anticipated to be the least challenging in terms of implementation with the final scenario likely to require the highest level of institutional change to the ESA Program. In each of these scenarios, the building owners and operators are the participant since they have the decision making authority for expenditures and measures installed.

A whole-building implementation path could be offered for low-income multifamily building owners and managers within the existing California program structure: (A) by expanding the currently available building-level upgrades available for buildings that meet the 80/20 threshold, (B) through a path specifically for low-income multifamily properties within the existing MFEER and/or EUC MF programs or (C) by creating a comprehensive whole-building path within the existing ESA Program structure.

We note that each of these scenarios entails providing a more comprehensive audit process as a key first step to ensure that all available *cost-effective* upgrade opportunities are captured. Conducting a diagnostic energy assessment of a building, while entailing a cost (estimated at \$500 per building, as noted below) would allow the IOUs to, over time, capture comprehensive data on actual conditions in low-income multifamily housing.. While the IOUs likely have data associated with building and equipment vintage, location, climate conditions, and efficiency opportunities in existing program databases, the research team recommends this information be consolidated and supplemented to better understand and document the idiosyncrasies of multifamily building needs and improve access to analyze the available data.

Furthermore, because multiple findings in our research point to the need for better coordination between the suite of California's programs serving multifamily buildings and a higher level of customer technical and administrative support, each of these recommendations would entail an emphasis on a single point of contact approach. While the IOUs have already begun efforts to implement a higher level of technical support, care should be taken to ensure this support provides value to building owners that need help navigating participation. In this scenario, the multifamily programs could pool their resources

to provide this level of in-take services – spreading the cost across the programs targeting multifamily buildings and minimizing the potential competition between them.

To facilitate consideration of these options, We provide some information on the estimated costs of installing common area and central system measures on a per building basis in Table 5 below. As the EUC MF program continues to evolve, it is likely to provide useful data on potential program costs and benefits that could be expected from implementation of these strategies.

Table 73. Estimated Cost of Common Area/Central System Upgrades

Service/Measure	Estimated Cost per Building
Whole building assessment	\$5,000
Common Area Lighting	\$160
Central Cooling	\$2,830
Central Heating	\$1,036

A. Allow common area measures under the existing ESA Program rules along with shell measures

IOUs should consider allowing properties that qualify for whole-building shell upgrades (currently under the 80/20 rule with categorical eligibility in specific geographic areas) to qualify for common area and central system upgrades without applying to another program (such as MFEER). In particular, common area lighting measures are cost effective, as are some typical common-area direct installation measures (e.g., exit signs, vending machine controllers). These could be offered, consistent with the MFEER program, for the ESA Program buildings. Through a building assessment that includes estimating the costs and savings of potential upgrades, the program should investigate the cost-effectiveness of installing more costly measures such as central heating and cooling system upgrades.

Typically, different programs offer lighting and HVAC services. Common area measures could be offered in a staged approach. High efficiency lighting equipment could be installed while the building owner and contractor research the costs and feasibility of HVAC measures.

B. Create a low-income program path for eligible building owners and managers within the existing MFEER and/or MF EUC programs.

Creating low-income incentives within both of the existing multifamily programs would effectively provide two participation options to building owners: a more prescriptive path focused on common area

upgrades (through MFEER) and a comprehensive, whole-building custom path (through EUC MF). Possible features of this approach for consideration include:

- Implementing a new role for a statewide intake contractor that would screen potential building owner and tenant participants to help them determine which program(s) may be best suited to meet their individual needs and the participation order that offers the greatest benefit. (This step could be integrated with existing call center infrastructure, with the goal of expanding the services provided to assist potential customers with application processes, income qualification, and other technical questions/issues.)
- Provide larger incentives for low-income buildings treated through MFEER and EUC. Each program offers measures and an incentive structure that is well suited to multifamily housing; however, higher incentives are likely needed to help overcome cost barriers prevalent in low-income multifamily housing.

C. Create a new participation path within the existing ESA Program structure that allows building owners and managers to implement larger building upgrades.

This path could potentially include two options: (1) prescriptive measures targeting common areas, central systems, and whole-building envelop upgrades, and (2) a performance-based whole building upgrade approach that would function much like a commercial custom program. Possible features for consideration include:

- Training existing call center and intake staff to support potential building owner and tenant participants in identifying the best program path to meet their needs.
- Offering building-wide energy assessments, ideally performed by a qualified professional auditor with experience analyzing complex, commercial-scale systems that integrate both tenant units, building common areas and central systems.
- Adding new direct installation measures appropriate for multifamily building common areas, to be installed during the comprehensive assessment phase.
- Adopting a marketing strategy that targets building owners and operators and aligns messaging with the benefits of building upgrades from an investment perspective.
- Allowing building owner and operator participants to use their own contractors to install central system and common area upgrades, or to select contractors using a bidding process.
- Continuing to advance and refine the single-point-of contact model for whole-building upgrade participants to help building owners and operators navigate the participation process,

understand available funding and financing options, and identify appropriate installation contractors.

APPENDIX A. COMMISSION DECISION 12-08-044

Commission Decision 12-08-044

The ESA Program Multifamily Segment Study envisioned by the Commission in D.12-08-044 includes the following objectives.

1. Gather data on the state's multifamily housing stock and ownership profiles, including a statewide demographic and programmatic assessment of California's low-income multifamily housing stock (by each IOU territory and by county).
2. Catalogue multifamily energy-efficiency programs (particularly those for low-income customers), including Commission programs and those administered by other government agencies, utilities and organizations within the state of California, as well as the most successful and/or effective recent and ongoing multifamily energy-efficiency programs benefitting low-income customers administered in other jurisdictions across the country.
3. Evaluate and further examine proposals from parties to the ESA Program proceeding (A.11-05-017 et al.) in the context of previous ESA Program decisions, the current Commission directions (including the Spring 2011 Energy Division staff guidelines for a Multifamily Pilot), and the EE Strategic Plan.
4. Review the Commission's other existing multifamily programs within the overall context of the ESA Program, and recognizing that multiple income levels may reside in any individual building.
5. Review other recently completed multifamily projects and pilots benefitting low-income residents performed under other state programs.
6. Propose (and possibly conduct) field studies, as needed.
7. Review and investigate the cost and budget implications of one or more approaches to low-income multifamily program implementation, including consideration of possible new cost-sharing arrangements and/or financing mechanisms that might be applied.
8. Review and investigate coordination concerns related to any new delivery methods that streamline the ESA Program process with non-IOU financing and energy-efficiency options such as how a single point of contact could be responsible for coordinating a) IOU-administered low-income, energy-efficiency, renewable, incentive, and financing programs, as well as b) non-IOU-administered, external multifamily efficiency, low-income, renewable, and housing improvement incentive or finance programs in California.
9. Identify available low-income and energy-efficiency financing options, and develop a funding and implementation schema utilizing the variety of energy-efficiency programs available for each multifamily housing owner/operator profile.
10. Develop overall recommendations for multifamily strategies looking toward the 2020 vision for the ESA Program of 100% penetration of eligible and willing low-income customers.
11. Hold a minimum of one to three public meetings to obtain, document, review and consider all stakeholders' input.

APPENDIX B. STAKEHOLDERS AND THE DECISION**Table 74. Comments to Decision 12-08-044 Posted by Stakeholders on CPUC Website from 10/31/11 to 1/9/13**

Stakeholder Group	Number of Comments
Association of California Community and Energy Services	5
Black Economic Council	3
Brightline Defense Project	1
California Housing Partnership Corporation	2
California Large Energy Consumers Association	1
California Public Utilities Commission, Division of Ratepayer Advocates	3
Center for Accessible Technology	3
Energy Efficiency Council	3
Green For All	2
La Cooperativa de Campesina	4
Latino Business Chamber of Greater Los Angeles	3
Maravilla Foundation	5
National Asian American Coalition	3
National Consumer Law Center	2
National Housing Law Project	1
Natural Resources Defense Council	2
Niagara Conservation Corporation	1
Opower	1
Pacific Gas & Electric Company	4
San Diego Gas & Electric Company	7
Southern California Edison Company	8
Southern California Gas Company	7
The East Los Angeles Community Union (TELACU)	5
The Energy Efficiency Council	1
The Greenlining Institute	3
The Utility Reform Network	4

Table 75. Prevalence of Stakeholder Support for Key Proposals and Strategies from Decision 12-08-044, Section 3.10.1-3.10.5.6

Proposal	Number of Supporters
Establish "Single Point of Contact"	14
Assistance to MF owners for central heat & hot water systems (like HUD-DOE/WAP)	12
Full integration of ESAP with other EE Programs (MIDI/EUC/MFEER)	10
MF segment underserved; barriers to entry in ESA for MF	10
"Expedited Enrollment" or "Categorical Eligibility"	8
Adopt whole house, performance-based approach	8
TELACU multi-phase pilot	8
Updated marketing approach to MF homes	7
Value of housing subsidies not counted as income	6
Model successful low-income MF EE programs in other states	4
Simplify Owner Authorization (Property Owner Waiver) forms; coordinate across IOUs	2
Make ESA Program "Neighborhood Approach" more effective	1
No "carve out" of funds for investors/owners of deed restricted MF	2
Set per unit and per building Caps on ESA program assistance	1

APPENDIX C. ESTIMATION OF THE DISTRIBUTION OF LOW-INCOME MULTIFAMILY HOUSING

Methodology

To develop an estimate of the number and distribution of LIMF housing units in California, Cadmus combined two sources of information: American Community Survey (ACS) 5-year summary data and Public Use Microdata Sample (PUMS).

- Available as pre-defined tables at the census-tract level, ACS summary data is a compilation of the number of people, housing units, multifamily housing units, and households within a relatively small geographic area for a five-year period. However, these data cannot be used directly to estimate the intersection between low-income households and households that live in multifamily buildings. Tabulating this intersection entails estimating census-tract households using Public Use Microdata Sample (PUMS) proportions.
- PUMS data are an aggregation of ACS data over a three-year period. Unlike the five-year census tract data, the three-year PUMS data can be directly manipulated as individual household records. However, these data are identifiable only for a larger geographic area, the Public Use Microdata Area (PUMA). This restriction is imposed to ensure the confidentiality of respondents. (Whereas a census tract may comprise as few as 2,000 residents, a PUMA comprises approximately 100,000 residents.)

For each PUMA, Cadmus calculated the percentage of households that: (1) met the ESA Program low-income criterion of earning less than or equal to 200% of the federal poverty guideline (defined by the U.S. Census Bureau), and (2) resided in buildings with five or more units. Our approach was as follows:

- Using poverty thresholds defined by the U.S. Census Bureau, we identified upper-limit incomes for households of different sizes. Households with an income equal to or less than 200% of the value specified in federal poverty guideline were classified as low income. (This is consistent with the definition used for qualification in the CARE and ESA Programs.) Note that we used 2011 poverty thresholds, because the ACS data we used to estimate the number of low-income multifamily households was for the years 2009 to 2011. The dataset contains a multiplier to allow estimation of dollar amounts in 2011 dollars.
- We then counted the number of households meeting both multifamily and low-income criteria for each PUMA. This value was divided by the total number of multifamily households within that PUMA to obtain the percentage of multifamily households at or below 200% of the federal poverty guideline. This percentage represents the conditional probability that a household meets the multifamily criterion, given that it is a multifamily household. We excluded records for group or institutional quarters.

For defining 200% of the federal poverty guideline, Cadmus used the *weighted average* thresholds employed by the Department of Health and Human Services (HHS). As these have one distinct value for each number of residents within a family unit, they are the thresholds we adopted for our research.

These are also the thresholds used for the ESA Program. The full set of Census thresholds has different threshold values, depending on the number of householders who are children (see Table 72).

Table 76. Poverty Thresholds for 2011 by Size of Family and Number of Related Children Under 18 Years

Size of Family Unit by Number of Occupants	Weighted Average Thresholds
Householder under 65 years	15,139
Householder 65 years and over	13,609
One person (unrelated individual)	11,484
Two people	14,657
Three people	17,916
Four people	23,021
Five people	27,251
Six people	30,847
Seven people	35,085
Eight people	39,064
Nine people or more	46,572

Source: U.S. Census Bureau

The ACS five-year data summaries provide counts by the number of housing units in a building. There are also summaries of the number of people at each level in the income-to-poverty index. However, because these data are available only in pre-populated summaries, it is not possible to map these counts of people to the counts of households.

For the 2011 U.S. Census data, census tracts are not nested within PUMAs. Cadmus estimated⁹⁰ the percentage of each census tract overlapped by a PUMA and used this proportion to adjust the population counts.⁹¹ Next, we multiplied these proportions—and the PUMA-level conditional probabilities—by the census-tract level counts of multifamily households. We also accounted for unoccupied units by deflating the number of units by the ratio of occupied units to total housing units, and we applied a factor to account for the difference between single-family and multifamily occupancy rates. We summed these results for each census tract to obtain the number of low-income, multifamily households within that tract.

For example, consider a census tract that has 100 multifamily households *and* this tract is split in half by two PUMAs. If low-income multifamily households comprise 20% of one PUMA and 10% of the other, then the estimate of low-income multifamily households would be calculated as follows:

⁹⁰ Using ArcGIS' "Union" tool. All data were projected to NAD_1983_California_Teale_Albers.

⁹¹ Assumes uniform distribution of population. Dasymetric mapping was outside the scope of this analysis.

$$\begin{aligned} & (50\%_{\text{area}} * 20\%_{\text{low income}} * 100_{\text{multifamily}}) + (50\%_{\text{area}} * 10\%_{\text{low income}} * 100_{\text{multifamily}}) \\ & = 15_{\text{low income multifamily households}} \end{aligned}$$

DISTRIBUTION BY COUNTY

Cadmus estimated the distribution of low-income multifamily households by California county as well as additional population statistics that are relevant to this study. We used Census Bureau definitions of housing units and households; the difference in counts between the two primarily reflects the number of unoccupied housing units. Households include both families and unrelated people but households always refer to people in occupied units. Table 73 shows these estimated population statistics. We have also indicated where a county is included within a Metropolitan Statistical Area (MSA). We present findings by MSA in the section “Characteristics of Low-Income Multifamily Housing in California.” Statewide, low-income multifamily households comprise 9.4% of all households and 42.3% of multifamily households. Note that the number of households was derived from census data. These will be somewhat different than the number of households receiving services from the IOU in any given county.

Table 77. Estimated Population Statistics for California Counties

County	MSA Reference Number	County Population	Housing Units	Households	Multifamily Households	Low-Income Multifamily Households
Alameda	5775	1,494,876	580,725	536,160	138,813	50,946
Alpine		1,167	1,772	357	126	78
Amador		38,244	17,943	14,283	465	288
Butte		219,309	95,589	85,219	8,891	5,495
Calaveras		45,794	27,823	18,865	385	238
Colusa		21,297	7,850	6,989	542	404
Contra Costa	5775	1,037,817	398,915	370,925	59,442	20,682
Del Norte		28,561	11,150	9,818	718	440
El Dorado	6920	179,878	87,571	68,812	4,184	1,982
Fresno		920,623	313,355	285,338	43,526	26,731
Glenn		28,027	10,764	9,483	490	365
Humboldt		133,585	61,293	53,724	4,998	3,157
Imperial		171,343	55,668	48,117	6,449	4,894
Inyo		18,457	9,457	7,910	462	286
Kern		829,254	282,009	250,999	21,364	13,272
Kings		152,335	43,533	40,716	3,959	2,156
Lake		64,392	35,441	25,654	1,286	896
Lassen		35,001	12,716	10,097	901	552
Los Angeles	4480	9,787,747	3,437,584	3,218,518	1,054,616	460,350
Madera		149,611	49,012	42,032	2,084	1,594
Marin	7360	250,666	110,937	102,832	19,841	6,835

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County	MSA Reference Number	County Population	Housing Units	Households	Multifamily Households	Low-Income Multifamily Households
Mariposa		18,290	10,142	7,607	123	76
Mendocino		87,525	40,185	34,102	2,573	1,793
Merced		253,606	83,584	74,079	6,277	4,663
Modoc		9,587	5,174	3,947	120	74
Mono		14,016	13,876	5,416	1,411	873
Monterey		411,385	138,925	125,217	21,937	10,695
Napa		135,377	54,612	49,640	6,083	3,079
Nevada		98,392	52,304	41,561	2,177	1,499
Orange	0360	2,989,948	1,046,323	987,164	238,521	88,527
Placer	6920	343,554	151,245	130,736	14,392	5,966
Plumas		20,192	15,501	9,434	488	336
Riverside	6780	2,154,844	794,478	672,896	75,669	41,218
Sacramento	6920	1,408,480	554,374	510,976	93,095	46,367
San Benito	7400	54,873	17,855	16,785	772	490
San Bernardino	6780	2,023,452	696,776	598,822	78,148	39,476
San Diego	7320	3,060,849	1,160,784	1,064,048	290,378	112,680
San Francisco	7360	797,983	374,919	338,366	146,922	45,268
San Joaquin		680,277	232,843	212,902	25,167	15,094
San Luis Obispo		267,871	116,925	101,993	10,942	6,145
San Mateo	7360	711,622	270,614	256,423	64,867	16,258
Santa Barbara		419,793	152,684	141,635	27,537	13,519
Santa Clara	7400	1,762,754	629,448	599,652	146,472	44,110
Santa Cruz		259,402	104,278	93,834	11,248	5,617
Shasta		177,231	77,092	69,147	6,049	3,994
Sierra		3,277	2,307	1,328	44	30
Siskiyou		44,687	23,886	19,782	1,549	950
Solano		411,620	152,239	139,312	19,204	8,790
Sonoma		478,551	203,847	184,170	23,364	9,977
Stanislaus		512,469	178,850	164,933	16,014	9,917
Sutter		94,192	33,755	31,668	4,106	2,552
Tehama		62,985	26,912	23,810	1,649	1,228
Trinity		13,711	8,650	5,731	139	104
Tulare		436,234	140,519	128,324	8,371	5,861
Tuolumne		55,736	31,157	22,157	1,314	813
Ventura		815,745	280,758	264,982	38,455	15,441
Yolo	6920	198,889	74,639	69,860	14,979	8,804
Yuba		71,817	27,562	23,885	2,214	1,376
Statewide		36,969,200	13,631,129	12,433,172	2,776,312	1,175,301

COMPARISON WITH PREVIOUS FINDINGS OF THE 2009 RASS

Cadmus compared the estimates developed for this research to estimates of households (and, specifically to estimates of multifamily households) that were produced for other recent studies, including the 2009 Residential Appliance Saturation Survey (RASS).

When we compared the ACS-based estimates of total population with the estimates developed for the 2009 RASS, we found systematic differences in both the number of households and the number of multifamily households.⁹² As RASS is based on a sample of residential electric utility customers, we compared the RASS estimates for three electric utilities to the ACS-based estimates for the same utility territories (see Table 74).

Table 78. Comparison of 2011 ACS to 2009 RASS Estimate of Households and Low-Income Households

Utility	ACS Households	RASS Households	ACS/RASS Households	ACS Multifamily Households	RASS Multifamily Households	ACS/RASS Multifamily Households
PG&E Electric	4,263,939	4,634,081	92%	790,156	728,996	108%
SDG&E Electric	1,169,705	1,230,071	95%	308,055	278,170	111%
SCE Electric	4,115,093	4,371,616	94%	789,022	705,027	112%

Although the ACS-based estimates show from 5% to 8% fewer total households, the estimates also show from 8% to 12% more multifamily households than the RASS. Given the large sample size on which the two estimates are based, these are sizeable differences that cannot be the result of sampling error alone.

As large and sophisticated as the sample was for RASS, the ACS data have a distinct advantage in terms of both sample size and response rate. The RASS is based on a very large mail survey administered to utility customers (see Palmgren et al., 2010, for a complete methodological report on the RASS). The RASS data consist of responses from 25,721 households, and the response rate across all sampling strata was 18%. The RASS methodology employed post-weighting of results, but the weights were applied relative to the utility populations. There is no indication that RASS results were post-weighted to make them consistent with census data.

The 2011 three-year ACS data used in Cadmus' estimate consist of records for 544,878 housing units. The response rate for the ACS survey is greater than 97.5% across the three years in the sample. Thus, the opportunity for non-response bias is much smaller for the ACS data than for the RASS. However, when the numbers for the IOU territories (based on ACS data) are compared with RASS data, the result requires a spatial allocation of households. Thus, where utility territories bisect a census tract, we

⁹² Palmgren et al. 2010. "2009 California Residential Appliance Saturation Study." Prepared for the California Energy Commission: Kema, Inc CEC-200-2010-004. <http://www.energy.ca.gov/appliances/rass/>

allocate households based on the proportion of the tract within the utility territory. While this results in some error in our estimates by utility territory, we find no indication that this approach introduces a systematic bias. Our estimates for counties, however, do not include any such source of error because census tracts nest perfectly within county boundaries, so there is no need for proportional allocation.

We conclude from this comparison that the RASS dataset over-estimated the number of single-family households and under-estimated the number of multifamily households.

APPENDIX D. ESTIMATION OF THE CHARACTERISTICS OF LOW-INCOME MULTIFAMILY HOUSING

Overview

Cadmus' characterization of low-income multifamily housing in California is derived primarily from the 2011 American Housing Survey (AHS) Public Use File. The AHS is sponsored by the Department of Housing and Urban Development (HUD) and conducted by the U.S. Census Bureau. These data provide much greater detail about housing characteristics than are found in the ACS and, thus, provide a key source of information about the circumstances of our target class of households, LIMF.

The AHS is a longitudinal survey of housing units, with data collected from the same units every two years and augmented by including additional households in the survey and special topics in each cycle. Before 2007, the AHS consisted of two surveys—a national survey and a metropolitan area survey—each of which was conducted in alternating years. In 2007, however, the two surveys were conducted concurrently, although the results were not intended to be combined.

For the 2011 survey, the national and metropolitan samples were combined, with an especially large oversample of households from 29 metropolitan areas. For instance, in 2009, there were 8,432 housing units represented in the 29 metropolitan areas; in the 2011 data, there are 119,593 units, which is a 14-fold increase.

For the 2011 survey, the Census Bureau calculated survey weights based on the 2010 decennial census, in an effort to align the survey responses with the most comprehensive information available. These weights provide a benchmark for estimating the total number of households in the AHS sample. In this report, except where indicated, the percentages and frequencies reflect weighted data.

The data Cadmus used are organized into Metropolitan Statistical Areas (MSAs). These contiguous geographic areas of population and commerce are defined by the Office of Management and Budget. A typical MSA is defined by a single city that wields substantial influence over the region and, while MSAs are often defined by county boundaries, they can include more than one county. The 2011 AHS survey identifies eight MSAs in California: Anaheim, Los Angeles, Oakland, Riverside, Sacramento, San Diego, San Francisco, and San Jose. (See Figure 46 for a map of these MSAs.) Table 75 shows the MSAs used for this analysis and the corresponding counties.

Table 79. California MSAs in the 2011 AHS Data and Corresponding Counties

MSA Name	MSA ID	Counties
Anaheim	0360	Orange
Los Angeles	4480	Los Angeles
Oakland	5775	Alameda, Contra Costa
Sacramento	6920	El Dorado, Placer, Sacramento, Yolo
Riverside	6780	Riverside, San Bernardino
San Diego	7320	San Diego
San Francisco	7360	Marin, San Francisco, San Mateo,
San Jose	7400	San Benito, Santa Clara

The 2011 AHS survey encompasses 26,601 interviews (completed between July and December of 2011) in occupied households in non-institutional settings in California.⁹³ Because the data—which are grouped by MSA—do not include all customers in the state or of the IOUs, we do not contend that these data reflect either the absolute numbers of all multifamily or the subset of low-income multifamily households. Rather, we consider the relative percentages of low-income multifamily units to be important indicators of the sector as a whole and especially of relatively urban areas.

The MSAs included in the 2011 AHS survey encompass all of the largest metropolitan areas of California and thus include a large proportion of utility customers. Table 76 shows the estimated number and percentage of utility households and low-income households included within the eight AHS MSAs.⁹⁴

Table 80. Estimated IOU Population Included within AHS MSAs

Utility/Fuel	MSA Households	Percent of Total Households	MSA Low Income Households	Percent of Total Low Income Households
PG&E Electric	4,263,939	53%	1,175,083	42%
PG&E Gas	4,756,266	61%	1,299,746	51%
PG&E Combined	5,185,236	56%	1,458,581	46%
SCE Electric	4,115,093	87%	1,239,688	87%
SDG&E Electric	1,169,705	100%	302,148	100%
SDG&E Gas	1,064,048	100%	286,965	100%
SDG&E Combined	1,169,705	100%	301,947	100%
SCG Gas	6,167,353	86%	1,980,239	86%

⁹³ Institutional settings include, for instance, dormitories, barracks, and prisons.

⁹⁴ The percentage of total households was estimated using county-level data provided by John Peterson at Athens Research. MSAs are contiguous with county boundaries. Athens provided the number of utility customers in each county and we calculated the proportion of total customers in counties within the MSA boundaries.

METHODOLOGY

The criteria for Cadmus’ targeted class of respondents are as follows: (1) households living within multifamily buildings, (2) in which there are five or more units, and (3) the households have an income that is at or below 200% of the federally defined poverty level (LIMF households).

For comparison purposes, we have presented many of the findings for the following five other classes of households:

- Low-income households in multifamily buildings having from two to four units;
- Low-income households in single-family buildings, including mobile homes;
- Households with adequate income—that is, households with an income above 200% of the federal poverty guidelines—in multifamily buildings having five or more units;
- Households that have adequate income and that reside in multifamily buildings containing from two to four units; and
- Households with adequate income in single-family buildings, including mobile homes.

In most instances, we report both the percentage of distributions of important AHS survey items for the different household types *and* the distributions for low-income multifamily households across the eight MSAs. In general, the sample size is large enough so that even small differences between one household type and another (or between MSAs) are statistically significant. In this report, we call out the most interesting contrasts we observe.

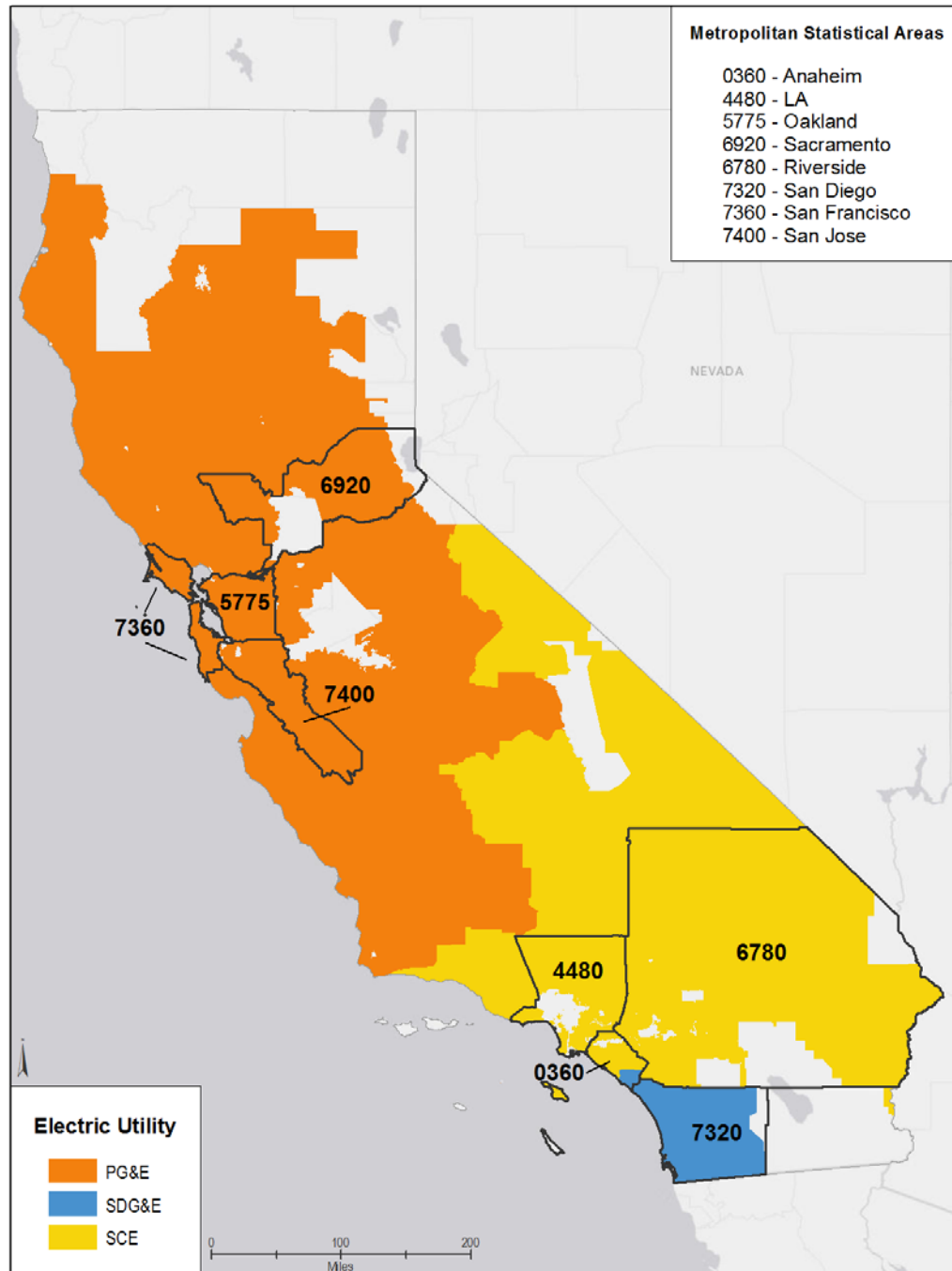
Sample Size

Table 77 shows the number of interviews completed—organized by household type—for the eight MSAs in the AHS California sample (Table 75). Note that these are raw, unweighted counts of responses.

The response rate for the 2011 AHS survey exceeded 85% of contacted households for all California MSAs. Interviews were completed with 2,888 low-income households in multifamily buildings. This shows the robustness of the survey effort relative to other sources of information about LIMF households.

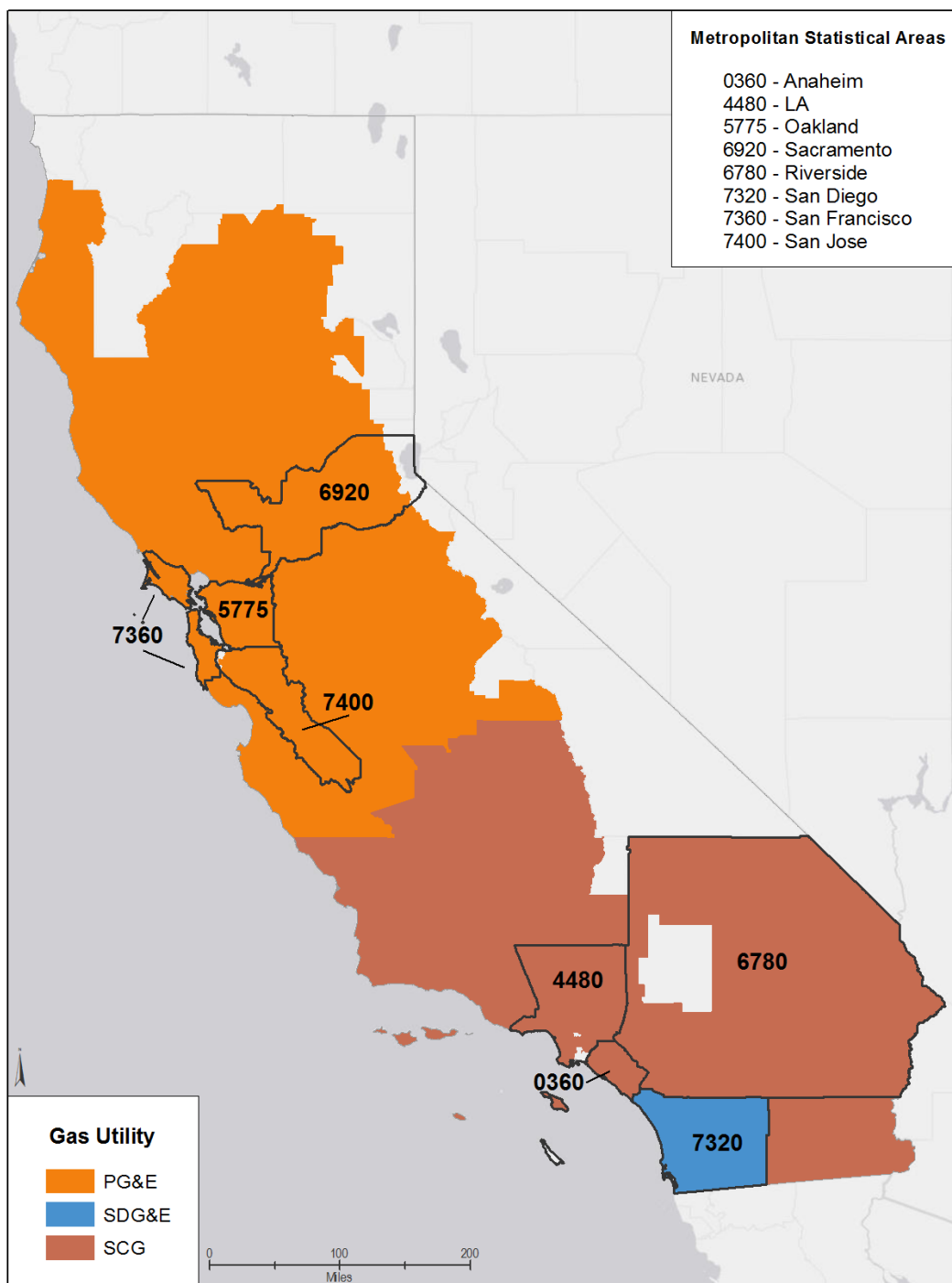
Table 81. HUD American Housing Survey Sample Size by Household Type and MSA

Sector	MSA							
	Anaheim	Los Angeles	Oakland	Riverside	Sacramento	San Diego	San Francisco	San Jose
Low Income Multifamily 5+	336	640	301	204	301	412	393	301
Low Income Multifamily 2-4	184	194	143	162	120	118	108	110
Low Income Single Family	486	707	453	919	613	537	269	475
Adequate Income Multifamily 5+	478	532	359	134	205	479	705	566
Adequate Income Multifamily 2-4	204	140	197	61	88	169	405	161
Adequate Income Single Family	1,792	1,201	1,826	1,559	1,805	1,690	1,410	1,947
Total	3,480	3,414	3,279	3,039	3,132	3,405	3,290	3,560

Figure 46. California MSAs and Electric Utility Service Territories⁹⁵

⁹⁵ Electric and Natural Gas GIS data layers provided by the California Energy Commission. Electric Service Areas updated as of 10/30/2012. Gas Service Areas updated as of 10/29/2012.

Figure 47. California MSAs and Gas Utility Service Territories⁹⁶



⁹⁶ Electric and Natural Gas GIS data layers provided by the California Energy Commission. Electric Service Areas updated as of 10/30/2012. Gas Service Areas updated as of 10/29/2012.

Household Types by MSA

Cadmus applied census weights to the HUD AHS survey data to estimate both the number of households in each of California’s eight MSA s and the percentage of households of each household type (Table 78).

- The percentages sum to 100% down the columns, showing, for instance, that 9.1% of households in Anaheim are low-income multifamily in buildings having five or more units.
- The percentages in the *Total* row sum to 100%, showing, for instance, that 10.5% of households in the MSA represented by the survey are in Anaheim.

Comparing the percentages to the *Total* column shows whether an MSA has relatively more or fewer of that type of household than do other MSAs. For instance, in multifamily buildings having five or more units, there are relatively more low-income multifamily households (16.3%) in Los Angeles’ MSA than in the MSAs overall (12.1% of households). Moreover, Los Angeles comprises more than one-third of all households in the MSAs covered by the survey and, in fact, contains nearly half of the target households among that set of major MSAs.

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Table 82. Estimated Frequency and Percentage of Household Types by Selected MSA¹

Sector	Statistic	MSA								
		Anaheim	Los Angeles	Oakland	Riverside	Sacramento	San Diego	San Francisco	San Jose	Total
Low Income Multifamily with 5+ units	Frequency	82,857	506,686	77,770	61,135	64,952	128,620	75,082	49,202	1,046,303
	Percentage	9.1%	16.3%	9.3%	6.6%	10.0%	12.9%	11.7%	8.5%	12.1%
Low Income Multifamily 2-4	Frequency	49,165	168,994	40,741	45,028	26,491	33,721	19,980	25,468	409,589
	Percentage	5.4%	5.4%	4.9%	4.8%	4.1%	3.4%	3.1%	4.4%	4.7%
Low Income Single-Family	Frequency	125,842	654,421	114,313	255,608	126,153	157,238	41,412	70,009	1,544,997
	Percentage	13.8%	21.1%	13.6%	27.4%	19.4%	15.7%	6.5%	12.1%	17.9%
Total Low Income	Frequency	257,864	1,330,101	232,824	361,771	217,596	319,579	136,474	144,679	3,000,889
	Percentage	28.3%	42.8%	27.8%	38.8%	33.5%	32.0%	21.3%	25.0%	34.7%
Adequate Income Multifamily 5+	Frequency	126,603	502,220	102,696	42,823	49,873	147,571	138,341	87,350	1,197,477
	Percentage	13.9%	16.2%	12.2%	4.6%	7.7%	14.8%	21.6%	15.1%	13.8%
Adequate Income Multifamily 2-4	Frequency	46,858	130,721	48,805	20,119	15,408	44,352	86,020	23,109	415,393
	Percentage	5.1%	4.2%	5.8%	2.2%	2.4%	4.4%	13.4%	4.0%	4.8%
Adequate Income Single-Family	Frequency	480,995	1,141,777	455,357	508,087	367,056	487,573	280,266	322,328	4,043,439
	Percentage	52.7%	36.8%	54.2%	54.5%	56.5%	48.8%	43.7%	55.8%	46.7%
Total Adequate Income	Frequency	654,456	1,774,718	606,858	571,029	432,337	679,496	504,627	432,787	5,656,309
	Percentage	71.7%	57.2%	72.2%	61.3%	66.6%	68.0%	78.7%	74.9%	65.3%
Total	Frequency	912,320	3,104,820	839,682	932,800	649,934	999,075	641,102	577,465	8,657,197
	Percentage	10.5%	35.9%	9.7%	10.8%	7.5%	11.5%	7.4%	6.7%	100.0%

1. Percentages sum to 100% down the columns except for the Totals, which sum across to show percentages of households from each MSA living within the surveyed MSAs.

Table 79 shows low-income multifamily households as a proportion of low-income households, multifamily households, and total households, by MSA.

Table 83. Low Income Multifamily as a Percentage of Households, by MSA

Sector	MSA								
	Anaheim	Los Angeles	Oakland	Riverside	Sacramento	San Diego	San Francisco	San Jose	Total
Low Income Multifamily with 5+ units	82,857	506,686	77,770	61,135	64,952	128,620	75,082	49,202	1,046,303
Percentage of Low Income Households	32%	38%	33%	17%	30%	40%	55%	34%	35%
Percentage of Multifamily Households	40%	50%	43%	59%	57%	47%	35%	36%	47%
Percentage of Total Households	9%	16%	9%	7%	10%	13%	12%	9%	12%

APPENDIX E. ESTIMATION OF ESA PROGRAM AND MFEER PENETRATION INTO THE LOW-INCOME MULTIFAMILY SECTOR

Regression Model of ESA Program Penetration

To understand the penetration of the ESA Program into the low-income multifamily sector, Cadmus conducted a regression analysis of census tract data. If program delivery is uniform across the state, we would expect a simple—and, ideally—linear relationship between the number of eligible multifamily households and the number of participating multifamily households. Significant parameter values on additional predictor variables related to socio-demographics would indicate that these factors either increase or decrease the rate of program penetration.

Given that the ESA Program serves LIMF household units, we might theorize a statistically significant positive correlation between LIMF and ESA Program participants: that is, in census tracts where there are more LIMF units, there should also be more ESA Program participants, all else being the same.

In a related vein, a tract's median household income should be negatively correlated with ESA Program participation, if correlated at all. Thus, the wealthier a neighborhood is, in general, the lower the ESA Program participation. However, we expect this correlation to be weak because: (1) wealth can be (and is often) concentrated in a small number of households; and (2) the census tracts are large enough that they may contain significant numbers of both high- and low-income households.

In advance of the analysis, we expect no bias towards the racial and ethnic makeup of a census tract: ESA Program participation should be determined without regard to the residents' race or ethnicity. We do know that race and ethnicity are correlated with income. The value of the regression model is that it will control for wealth as it considers the effect of race and ethnicity.

As we noted regarding race and ethnicity, we do not theorize a statistically significant correlation between the proportion of population that speaks English as the primary language and the number of ESA Program participants. Again, the ESA Program should only target the income-eligible housing units, regardless of the residents' other characteristics. If a significant relationship is found, we expect it to be a positive one: the larger the number of English speakers, the greater the ESA Program participation. This would reflect the presence of a language barrier in the implementation of the program.

We do not expect to find a relationship between the number of multifamily households within a census tract and the number of ESA Program participants. To cover the population equally, the program would have to serve LIMF households that are thinly dispersed in the population at the same rate as households that are concentrated. This may be difficult to achieve, however. If we find a relationship, we would predict that high-density areas would have a higher participation rate than low-density areas.

Data

There are 8,057 census tracts in the state of California. Of these, 79 do not contain households, so we excluded them from our dataset. See below for a full list of the variables tested.

In our regression analysis, the dependent variable is the number of units participating in the ESA Program per California census tract. Our explanatory variable of interest is the estimated number of LIMF units per tract. We control for a number of other variables per tract, including socio-economic demographics (such as median income and racial diversity) and the built environment specifications of the tracts (such as the total number of multifamily units). We also control for the IOU that serves the majority of the census tract, so we can determine whether some utilities have higher ESA Program penetration than others.

To control for IOU territories, we created categorical (dummy) variables for each IOU by overlaying the service territories for PG&E, SCE, SCG and SDG&E on top of the census tracts. For each IOU by fuel type, we assigned households to utilities in proportion to the percentage of each census tract that falls within each IOU's territory. We found that of the 7,978 tracts with one or more households, 86 are completely outside of the four IOUs' service territories, leaving 7,892 census tracts in our model. Of these, SCG covers the largest number of tracts at 4,129 and SDG&E covers the smallest at 678.

It is important to note that these IOU dummy variables are not necessarily mutually exclusive. Some gas territories overlap electricity territories within and across the four IOUs. In fact, there are a total of 2,785 tracts where this happens. SCG and SCE have an especially large number of overlapping census tract territories (2,484), considering that the two IOU subsidiaries both cover Southern California.

Because we do not have exact data on the number of LIMF units in each census tract, we undertook a rigorous estimation process. For details, see Section 3. California Multifamily Housing Data Relevant for Low-Income Customer Programs.

Methodology

Cadmus fit the census tract data to both log-normal and negative binomial distributions. These are appropriate distributions for data representing counts of entities, such as households, where:

- We expect a high proportion of observations (e.g., census tracts) to have small numbers or zero values, and
- There can be no negative values.

For each distribution, we ran several models to predict the number of ESA Program participants in each census tract, based on a number of control variables. A full discussion of these modeling efforts is presented below.

Findings

Cadmus developed a base regression model using only the predictor variables that our *a priori* assumptions led us to believe should be related to ESA Program participation; that is, (1) the number of low-income multifamily households, and (2) the median income of the census tract. We then fit an expanded model using the additional variables representing possible influencing factors.

BASE MODEL

Table 80 shows the parameter values and fit statistics for an Ordinary Least Squares (OLS) regression on our log-transformed dependent variable, the number of ESA Program participants. Our base model has only two predictor variables:

- The natural log of the number of low-income multifamily households within the census tract, and
- The natural log of the median income (in thousands of dollars) of the census tract.

We estimated the model separately for each IOU service territory and for the combined territories, which encompasses all census tracts with greater-than-zero households served by one of the IOUs. All models and parameter values are significant, and that the percentage of explained variance (R-Squared) is reasonably good, although the SCG model and the overall model are weaker.

Table 84. Parameter Values and Fit Statistics for Base Regression Model

Parameter	PG&E		SCE		SCG		SDG&E		Combined Territories	
	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value
Intercept	6.45423	<.0001	10.02656	<.0001	5.35443	<.0001	13.85773	<.0001	6.09658	<.0001
Log of LIMF	0.50829	<.0001	0.53618	<.0001	0.3429	<.0001	0.41887	<.0001	0.423	<.0001
Log of Median Income	-2.0401	<.0001	-2.70028	<.0001	-1.77568	<.0001	-3.87493	<.0001	-1.95949	<.0001
Obs. Used:	3184		2678		4126		677		7883	
DF	2		2		2		2		2	
F Value	911.05		1430.26		498.94		337.3		1489.63	
Pr > F	<.0001		<.0001		<.0001		<.0001		<.0001	
R-Squared	0.3642		0.5168		0.1949		0.5002		0.2744	

Once variables have been log transformed, their coefficient interpretation becomes less intuitive. If both the dependent variable (y) and independent variable (x) of a model have been log-transformed, the parameter value for x becomes the elasticity of y with respect to x, describing the rate of change in y in terms of changes in x. Thus, comparing two census tracts, the relationship predicted by our base model between ESA Program and LIMF for PG&E is as shown below.

$$ESAP_2/ESAP_1 = (LIMF_2/LIMF_1)^{0.5082}$$

Where:

- $ESAP_2/ESAP_1$ = The ratio of difference in the number of ESA Program households between two census tracts
- $LIMF_2/LIMF_1$ = The ratio of difference in the number of LIMF households between two census tracts
- 0.5082 = The estimated value of the coefficient describing the relationship between the two ratios.

A difference in the number of LIMF PG&E households, for example, from 100 to 200 households, would be associated with a predicted difference in ESA Program participation of $(200/100)^{0.5082} = 2^{0.5082} = 1.42$. A doubling of LIMF households leads to a 42% increase in ESA Program participation. Thus, the direction of the relationship is as expected, with ESA Program having a higher rate of program penetration where there are more LIMF households. However; the increase in ESA Program participation does not keep up with increases in LIMF, and high concentrations of LIMF tend to be served at a lower rate of penetration than lower concentrations. In other words, ESA Program participation goes up with a rise in the number of LIMF households, but the percentage of LIMF households served tends to go down.

For income, the negative sign of the coefficient indicates that, as predicted, ESA Program participation goes down as the median income of a census tract goes up. The rate of change among PG&E census tracts is $(200/100)^{-2.0401} = 2^{-2.0401} = 0.24$. This means a doubling of income would yield about a quartering of ESA Program participants. Again, this relationship is in the expected direction and shows the keen sensitivity of ESA Program penetration to income.

Table 81 shows the rate of change of ESA Program participation relative to each predictor variable, assuming the value of the predictor variable doubles. It is important to understand the nature of this change: it is not a change in time but rather a change from one area to another, holding other differences constant. All coefficients are in the expected direction but the relative rates of change are different among the utilities. For LIMF, PG&E and SCE have similar relative rates, but SCG and SDG&E rates are lower. This means a change in the number of ESA Program participants lags further behind a change in the number of low-income multifamily households. For SDG&E, a doubling of eligible households yields a 34% increase in participants; for SCG, a doubling of eligible households yields a 27% increase in participants.

Table 85. Relative Effect of Predictor Variables on ESA Program Participation by Utility

	Change in ESA Program				
	PG&E	SCE	SCG	SDG&E	All Census Tracts
From Doubling of LIMF	1.42	1.45	1.27	1.34	1.34
From Doubling of Median Income (\$1,000)	0.24	0.15	0.29	0.07	0.26

Table 81 also shows differences in the effect of income on ESA Program participation. In general, the smaller the number, the stronger the effect of changes in income on reduced ESA Program participation. That is, a doubling of the median income is associated with a reduction in ESA Program participation by about 5/6 in SCE’s territory, and a much larger reduction of 13/14 in SDG&E’s territory.

Thus, from the base model we conclude that ESA Program is generally performing as expected with respect to income, tending to serve areas with lower-income households more than areas with higher-income households. The rate of penetration does not keep pace with the number of LIMF households, however, suggesting there is more work to be done in the areas with highest concentrations.

EXPANDED MODEL

As discussed in the introduction to this section, Cadmus’ intent is to examine whether the penetration of the ESA Program is affected by factors that can be identified within the census data. These factors primarily relate to racial and ethnic identification and limited English proficiency (LEP). We also looked at the number of multifamily households as a predictor.

Table 82 shows the parameter values and fit statistics for an expanded OLS regression on our log-transformed dependent variable. This includes predictor variables for the percentage of the population that identifies as black, as Hispanic (these are not mutually exclusive categories), and as other ethnic groups, and for the percentage of the population for whom English is not their first language. We also included a predictor for the number of multifamily households of all income levels. In this table, parameter values in red text are insignificantly related to the dependent variable.

In other models, we tried a variety of other predictors, such as variables for other ethnic groups and for the level of education. These variables were not significantly related to the dependent variable, and we dropped them. Again, we estimated the model separately for each IOU service territory and for the combined territories.

In general, the predictive power of the expanded models, as indicated by the R-squared values, increases compared to the base models. All models are significant overall—meaning the relationship among variables is not random—but some of the new predictor variables in some models are not significantly related to the dependent variable. The coefficients of the parameters used in the base regression model are all still significant, but they have different values. Controlling for race, ethnicity, language, and multifamily households reduces the relative rates of change for both predictors.

Table 86. Parameter Values and Fit Statistics for Expanded Regression Model

	PG&E Territory		SCE Territory		SCG Territory		SDG&E Territory		All Census Tracts	
	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value
Intercept	4.3553	<.0001	5.0449	<0.0001	0.1707	0.7743	10.3679	<.0001	2.7599	<0.0001
Log of LIMF	0.4138	<.0001	0.4530	<0.0001	0.3413	<0.0001	0.3143	<.0001	0.3839	<0.0001
Log of Median Income	-1.6800	<.0001	-1.7797	<0.0001	-0.7875	<0.0001	-3.1988	<.0001	-1.3383	<0.0001
Total Multifamily Households	0.0012	<.0001	0.0007	<0.0001	-0.0001	0.0611	0.0010	<.0001	0.0003	0.0038
Total Black Population	<0.0001	0.9389	0.0004	<0.0001	0.0001	0.1805	0.0001	0.8664	0.0002	0.0383
Total Hispanic Population	<0.0001	0.8508	<0.0001	0.8932	<0.0001	0.0344	0.0005	0.0007	0.0001	0.0052
Total Other Population	0.0007	0.0001	0.0003	0.0005	0.0001	<0.0001	-0.0014	<.0001	0.0003	0.0036
Total English Barrier Population	0.0003	0.0021	0.0008	<0.0001	0.0001	<0.0001	0.0004	0.0816	0.0004	<0.0001
Obs. Used:	3184		2678		4126		677		7883	
DF	7		7		7		7		7	
F Value	296.88		530.50		199.48		114.30		488.53	
Pr > F	<0.0001		<0.0001		<0.0001		<0.0001		<0.0001	
R-Squared	0.3955		0.5817		0.2532		0.5446		0.3022	

The new variables in our model are not log-transformed values. For these, the interpretation of coefficients is different than for the transformed variables. The parameter value is interpreted as the percentage of increase in the dependent variable from a one-unit increase in the independent variable. Thus, the parameter value 0.0012 for total multifamily households in the PG&E model means that for every additional household there is 0.12% increase—*twelve-hundredths of a percent*—in ESA Program participation.

That is, for every additional 100 multifamily households in a census tract, we expect a 12% increase in ESA Program participation. Since the average number of ESA Program participants per census tract is about 20, the impact to an otherwise average census tract of an additional 100 multifamily households would be an additional 2.4 participants.

The non-transformed predictor variables can be directly compared to one another to assess their relative strength. It is important to underscore that all of these—except for multifamily households—are defined by numbers of individual people, not by households. For example, in the PG&E model, the relative effect on ESA Program participation of size of the “other” ethnic group (0.0007) is approximately half that of multifamily households (0.0012) and a little more than twice the effect of the number of the English barrier population (0.0003).

Table 83 shows the relative effect of the different predictor variables on ESA Program participation. Note that the log-transformed parameters have a different interpretation than the non-transformed parameters—percentage change associated with percentage change rather than unit change associated with percentage change—and, thus, the parameters should not be directly compared in terms of relative effect.

Table 87. Relative Effect of Predictor Variables on ESA Program Participation

	Change in ESA Program				
	PG&E	SCE	SCG	SDG&E	All Census Tracts
From doubling of LIMF	1.33	1.37	1.27	1.24	1.30
From doubling of median income (\$1000)	0.31	0.29	0.58	0.11	0.40
From 100 additional multifamily households	0.12	0.07	-0.01	0.10	0.03
From 100 additional black population		0.04			0.02
From 100 additional Hispanic population				0.05	0.01
From 100 additional other population	0.07	0.03	0.01	-0.14	0.03
From 100 additional LEP population	0.03	0.08	0.01	0.04	0.04

Discussion

In this section, Cadmus discusses the implication of each of the parameter values of the model.

NUMBER OF LOW-INCOME MULTIFAMILY HOUSEHOLDS

We have already considered the significance of parameter values for the (logged) number of low-income multifamily households. To restate the relationship, as expected, we have evidence that where there are

more eligible households, there are more ESA Program participants. The increase in participation, however, is not in the same proportion as the increase in eligible households; rather, participation rises not in step with increases in eligibility but at a lower rate. For instance, in the all-census tracts model, comparing two tracts that are the same except one has twice the number of low-income multifamily households, our model indicates not double but only 30% more ESA Program participants in that tract.

This finding could be a result of the time horizon of our data, since we are considering only three years of ESA Program participation data. (We will discuss this further later in this section.) Another possibility is that an effort on the part of programs to achieve geographic dispersion across a utility's territory has resulted in over-dispersion relative to the concentration of low-income multifamily households.

MEDIAN INCOME

We have little to add to our previous discussion of the effect of income on ESA Program participation. The coefficients all have the correct sign, and the size of the effect does not raise particular issues that we can identify. The fact that some utilities have a stronger decrease in ESA Program participation related to median income could well reflect nothing more than the relative segregation of low-income households within the different territories. If low-income households tend to be more thoroughly mixed in among higher-income households, we would expect a weaker relationship with ESA Program participation. Thus, an increase in median income has a strong suppressive effect on ESA Program participation. This supports a finding of our mapping of penetration, that where LIMF households exist among more-affluent households, they are less likely to be served by the program.

NUMBER OF MULTIFAMILY HOUSEHOLDS

We included a predictor variable representing the number of multifamily households to test the assumption that program implementers may use concentrations of multifamily housing as way of efficiently targeting participants. (This would result in households that are in areas with lower density of multifamily housing being less-well served.) For three of the four utilities, we do find an indication that concentration of multifamily housing in a particular area is associated with increased ESA Program participation. It is important to note that the model has already controlled for the number of low-income multifamily households, so this is a separate effect of only the concentration of multifamily units. The exception is SCG, where the relationship runs in the other direction, although the size of the effect is smaller.

RACIAL AND ETHNIC IDENTITY

Significant parameter values for the three items relating to race and ethnicity suggest some targeting of ESA Program by these categories—or at least targeting that has the effect of increasing participation by these categories. We might call it over-representation, with the caveat that this is intended only in a statistical sense. We note that the size of the effect tends to be small: an increase in ESA Program participation ranging from 1% to 7% per 100 additional householders who identify with each category. The over-represented identity is also different for the different utilities: blacks for SCE; Hispanics for SCG and SDG&E; and *other* for PG&E, SCE, and SCG. Interestingly, the identity *other* ethnicity is associated with lower ESA Program participation in SDG&E's territory.

LANGUAGE

We had two contradictory conjectures about LEP households and ESA Program participation.

- Either reduced facility with English could be a barrier to participation, insofar as households would be less aware of the program and less likely to seek out participation, or
- Reduced facility with English could be associated with increased participation, much as race and ethnicity are, if programs make a special effort to engage communities with language barriers.

Because all utilities have positive coefficient values for English barrier, our research suggests the latter scenario. Communities with more people who lack facility with English have a higher rate of participation. Since the model controlled for population, this is a separate language effect.

ADDITIONAL DETAILS ABOUT THE REGRESSION MODELING

Variables Tested in the Model

We collected and manipulated many variables at the census tract level that cover a number of neighborhood characteristics (see Table 84). We chose a combination of these parameters to include in our expanded model after determining their meaning, effects on the model, and statistical significance.

Table 88. Parameters Included in Dataset and Descriptions

Variable Name	Description
tot_pop	Total census tract population
total_households	Total number of household units
tot_mf	Total number of multifamily units
tot_limf	(Estimated) Low-income multifamily units
esa_participants	Number of ESA Program participants
pct_mf	Percentage of household units that belong to multifamily buildings
pct_limf	Percentage of household units that are low-income multifamily
pct_esa	Percentage of eligible LIMF households that participated in ESA Program
pct_ed_9gr	Percentage of households with less than 9 th grade education
pct_ed_no_dipl	Percentage of population without a high school diploma
pct_ed_hsg	Percentage of population that are high school graduates
pct_ed_somcoll	Percentage of population with some college education
pct_eng	Percentage of population that speaks English "very well"
pct_noeng	Percentage of population that speaks English less than "very well"
tot_eng	Total population that speaks English "very well"
tot_noeng	Total population that speaks English less than "very well"
medinc1000	Median Household Income, in thousands of dollars
pct_white	Percentage of population that is white
pct_bl	Percentage of population that is black or African American
pct_ai	Percentage of population that is American Indian
pct_asian	Percentage of population that is Asian

Variable Name	Description
pct_pi	Percentage of population that is Hawaiian or Pacific Islander
pct_other	Percentage of population that is an "other" race
pct_2races	Percentage of population that is two or more races
pct_hisp	Percentage of population that is Hispanic or Latino
tot_bl	Total population that is black or African American
tot_asian	Total population that is Asian
tot_ai	Total population that is American Indian
tot_hisp	Total population that is Hispanic or Latino
tot_pi	Total population that is Hawaiian or Pacific Islander
tot_other	Total population that is an "other" race
tot_2races	Total population that is two or more races
tot_white	Total population that is white
pge	Categorical variable for PGE territory: 1 is within PGE's territory, 0 not
sce	Categorical variable for SCE territory: 1 is within SCE's territory, 0 not
scg	Categorical variable for SCG territory: 1 is within SCG's territory, 0 not
sdge	Categorical variable for SDGE territory: 1 is within SDGE's territory, 0 not

When we created categorical (dummy) variables for the IOU territories, we found that SCG has the largest presence in California, followed by PG&E, SCE, and then SDG&E. Table 85 shows the number of census tracts in which an IOU's service territory covers more than 50% of the area.

Table 89. Census Tracts by IOU

IOU	Number of Census Tracts
PG&E	3189
SCE	2681
SCG	4129
SDG&E	678

Many census tracts were counted in more than one IOU territory, and Table 86 lists the number of census tracts that are counted by both IOUs.

Table 90. Non-Mutuality of IOU Territory Categorical Variables

Overlapping IOU Territories			
	SCE	SCG	SDG&E
PG&E	0	246	0
SCE	--	2484	0
SCG	--	--	55

Summary Statistics of Data

Table 87 lists the central tendencies—divided by demographic category—of all the variables in the models’ dataset. Note that some of these values are totals and some are percentages.

Table 91. Descriptive Statistics of Variables Included in the Dataset

	Min. Value	Max. Value	Median	Mean	Std. Deviation
Built Environment and Population Statistics					
Tot_Pop	12	36,880	4,415	4,588.46	1973.06
Total_Households	9	7,914	1,474	1,543.15	666.58
Tot_MF	0	7,132	209	350.16	450.65
Est_LIMF	0	2,045	86.86	148.27	178.16
ESA_Participants	0	567	2	19.57	45.80
pct_mf	0	0.98	0.13	0.21	0.23
pct_limf	0	0.73	0.06	0.09	0.11
pct_esa	0	-	0.03	0.16	0.47
Education and Economic Demographics					
Pct_Ed_9Gr	0	65	6.8	11.07	11.46
Pct_Ed_No_Dipl	0	50.4	7.9	9.12	6.62
Pct_Ed_HSG	0	53.5	21.6	21.21	7.97
Pct_Ed_SomeColl	0	56.8	21.6	21.64	7.22
pct_eng	0.18	1.00	0.844	0.8033	0.1528
pct_noeng	0	0.822	0.156	0.1967	0.1528
tot_eng	12	36,106	3,476.07	3,708.12	1,719.94
tot_noeng	0	8,322	684.7	928.65	830.58
medinc1000	4.08	227.5	60.36	66.47	30.95
Racial Demographics					
Pct_White	0	1.00	0.65	0.62	0.21
pct_bl	0	0.94	0.03	0.06	0.10
pct_ai	0	0.72	0.00	0.01	0.02
Pct_Asian	0	0.95	0.08	0.13	0.15
pct_pi	0	0.21	0.00	0.00	0.01
Pct_Other	0	0.77	0.09	0.14	0.14
pct_2races	0	1.00	0.03	0.04	0.03
pct_hisp	0	1.00	0.29	0.36	0.27
tot_bl	0	5,773	115.6	281.24	464.79
tot_asian	0	10,439	326.43	608.18	805.87
tot_ai	0	2,119	12.88	35.46	68.82
tot_hisp	0	13,488	1,273.65	1,732.49	1,537.79
tot_pi	0	1,268	0	17.76	54.63
tot_other	0	6,706	401.44	647.54	720.36

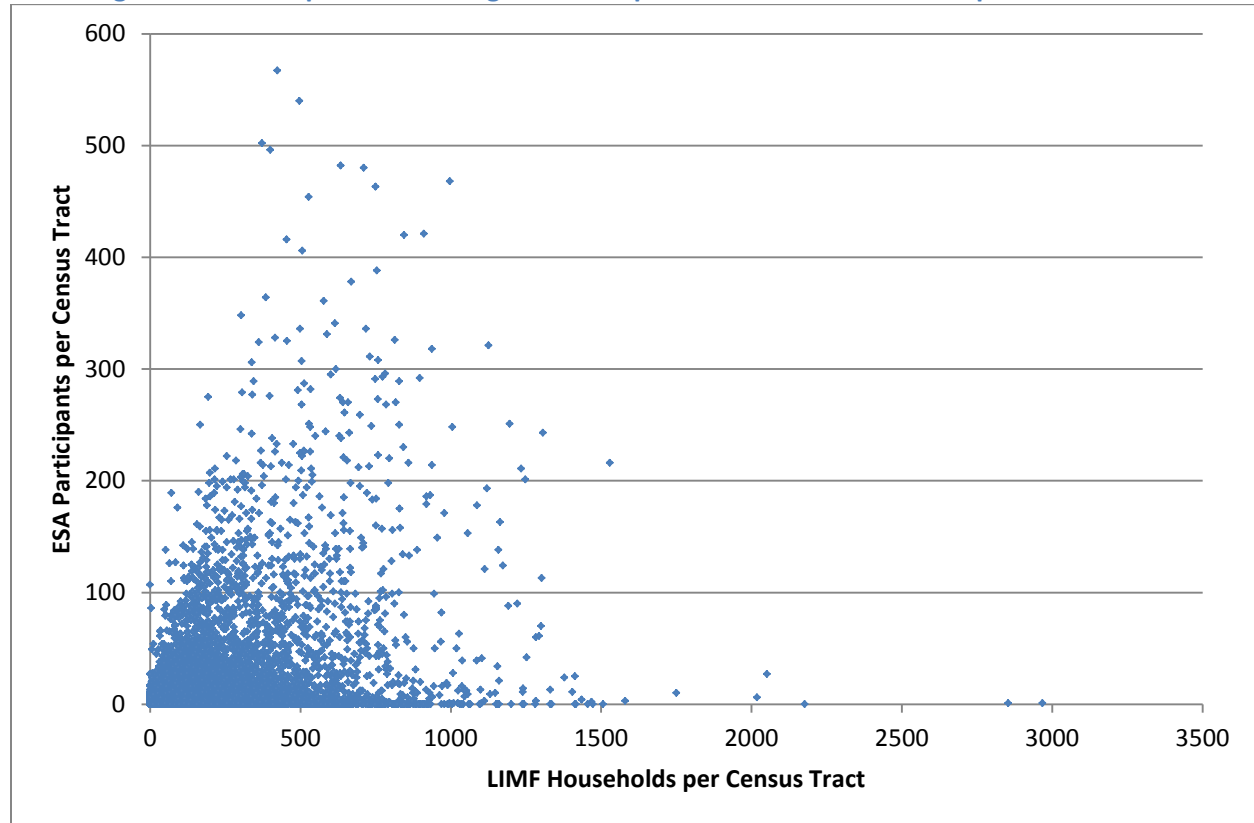
	Min. Value	Max. Value	Median	Mean	Std. Deviation
tot_2races	0	2,840	150.18	182.81	151.91
tot_white	0	23,050	2,653.66	2,863.81	1,509.52

Graphical Analysis

Figure 48 is a scatterplot showing ESA Program participants and LIMF units per census tract. The majority of tracts have less than 500 LIMF units and less than 100 ESA Program participants.

There appears to be a weakly positive linear correlation. Many tracts lie along the horizontal axis, representing high numbers of LIMF units with very low or zero ESA Program penetration. However, some points are very high outliers at greater than 10 standard deviations. Contrarily, some tracts appear to have near perfect ESA Program penetration, the maximum being 567.

Figure 48. Scatterplot of ESA Program Participants and LIMF Households per Census Tract



Analysis Methods

The original degree of skew in the ESA Program and LIMF may contribute to the violation of the assumption for a normal distribution required to run a normal ordinary least squares (OLS) statistical regression. Because of this, Cadmus tested two possible regression models that address this issue: negative binomial distribution and log-normal distribution.

- **Negative Binomial Distribution.** This is appropriate because it is designed to model “count” data that are over-dispersed, using maximum-likelihood estimation as opposed to ordinary least squares. This regression is typically used in analyzing crime data (in which the count number of crimes committed, for example, tends to be small relative to the total population). The negative binomial distribution is based on the Poisson distribution, which has a high left peak and a long right tail, much like our ESA Program data.
- **Log-Normal Distribution.** This entails log-transforming our ESA Program participants and LIMF variables and then running an OLS regression. It requires replacing the zero counts with a small positive number to avoid problematic missing data. We chose a value of 0.01 for this value. The log transformation better normalizes the variables, pulling the mean peak in towards the middle of the data.

COMPARING THE REGRESSION STRATEGIES

To compare the regression strategies, we plotted the respective residuals, which graphically show trends in the predictive error of the models. We found that the log-normal OLS regression was a better fit than the negative binomial, as it more accurately predicted the response variable (that is, with less error in the residuals).

The plot of predicted ESA Program participants to actual ESA Program participants in the negative binomial regression model (Figure 49) shows a number of very large negative outliers. This indicates that the model predicted very high ESA Program participants for a number of census tracts that, in fact, had very low values. The largest over-prediction in the negative-binomial regression is more than 38,000 ESA Program participants for a census tract in which the actual ESA Program participation is 1. More than 200 tracts have predictions that are three standard deviations above the mean ESA Program participation (greater than 156). The model attempts to force the data to the right-skewed distribution.

**Figure 49. Negative Binomial Distribution Regression Model:
Plot of Predicted to Actual ESA Program Participants.**

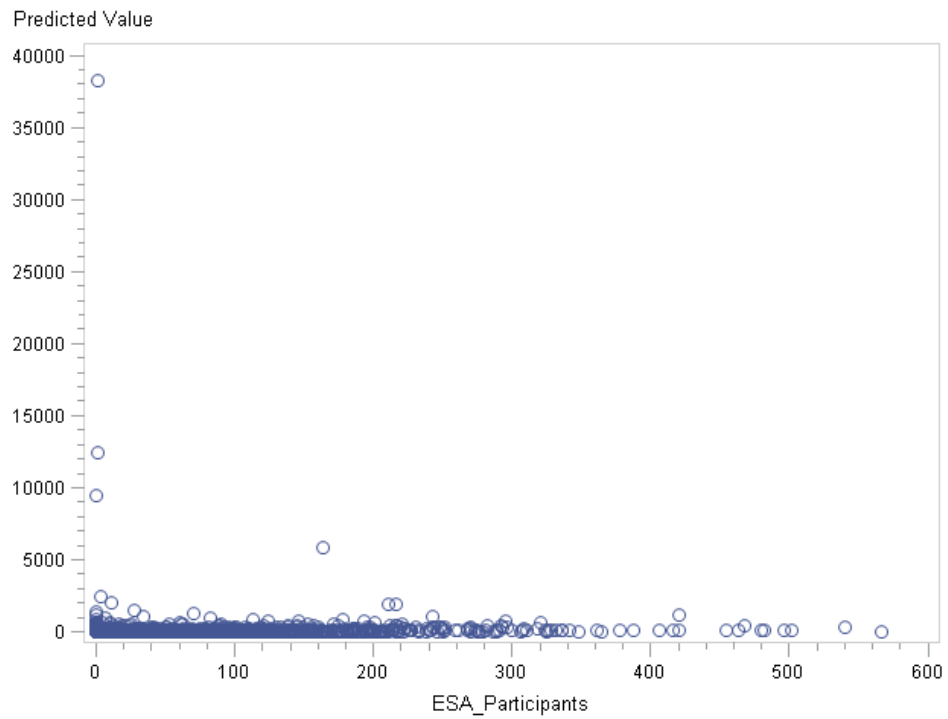
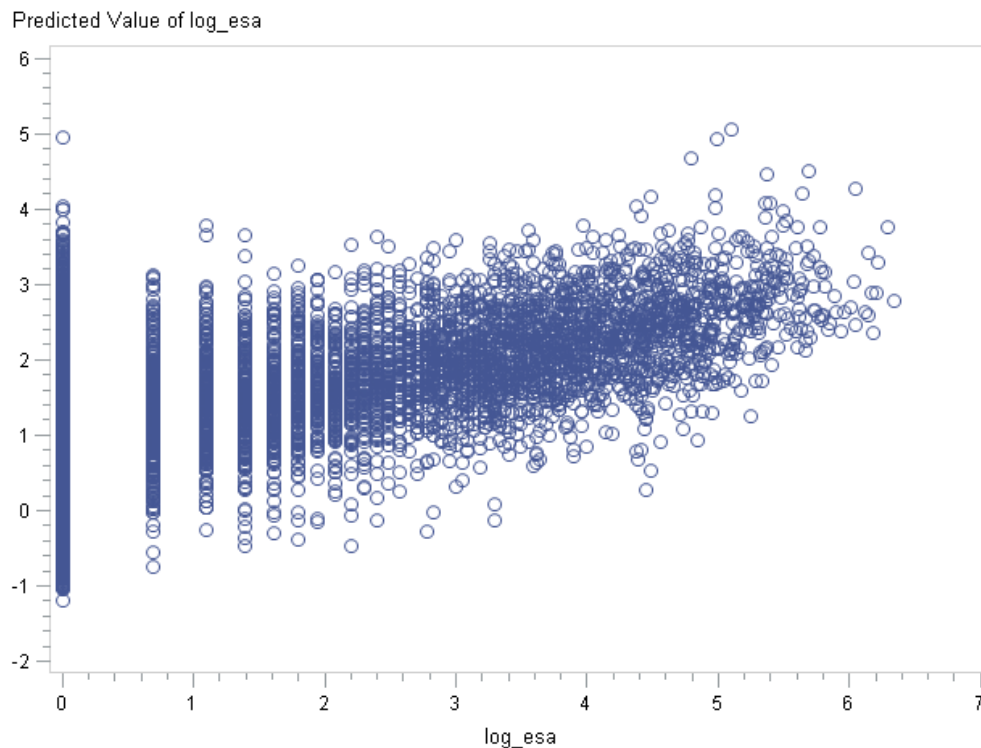


Figure 50 shows the predicted number of participants versus the actual ESA Program participants in the log-normal OLS regression model. A linear trend with a slope of 1:1 would indicate perfect prediction. Our findings show a slight trend toward under-prediction. Despite this, however, the OLS model has fewer outliers than the negative binomial regression model, thus reaffirming our choice to use this model.

**Figure 50. Log-Normal OLS Regression Model:
Plot of Predicted to Actual ESA Program Participants.**



Impact of MFEER Program on the Low-Income Multifamily Sector

The Multifamily Energy Efficiency Rebate (MFEER) program offers incentives to property owners and managers of multifamily buildings when they install energy-efficiency improvements in common areas and tenant units. Where low-income households live in units that benefit from the program, the MFEER program adds to the total set of services provided by utilities to low-income households.

Cadmus assessed the impact of MFEER on the low-income multifamily sector by analyzing three years of program participation data for each of the four IOUs in this study. We undertook two forms of analysis:

- We looked for matches between addresses of MFEER and ESA Program participants, and
- We looked at the rate of participation by census tract of MFEER and the ESA Program.

It is important to note that MFEER serves properties, while the ESA Program serves tenants. Thus, a single property could have multiple ESA Program participants. Also, we are reviewing only three years of data for each program. What we seek to capture is the rate of crossover between the programs, not the total effect of MFEER on the low-income multifamily sector.

METHOD

Cadmus reviewed each utility's MFEER participant table for unique participant identifiers. However, because MFEER participants are defined as properties, not individual units, we needed to link the records for individual units to a single property. The SCE participation data contain batch numbers and project IDs that tie multiple units in the same building together; however, in cases where installation dates vary, multiple batch numbers and project IDs occur.

We consolidated the participant data from all utilities into a single data table and geocoded the records. Because unique street addresses are often associated with single units in multifamily properties—but no unique participant identifiers were provided with the data—we chose to geocode the participants and then use the latitude and longitude coordinates in an attempt to group properties that appeared to have more than one street address.

After some experimentation and review of the data, we determined that rounding the coordinates to three decimal places gave acceptable results. At 35 degrees north latitude, this represents a distance of about 91 meters. However, we observed that there are a number of properties that cover a relatively large geographic area (larger than one block). These properties include many distinct street addresses. In these instances, using the rounded coordinates did not succeed in producing unique identifiers for each property.

Geographically large properties were most prevalent in the SCE program data, where project/batch IDs were provided (although with some multiples due to differing installation dates). We found that by counting the distinct project/ batch IDs from the SCE tables and using the distinct rounded, concatenated latitude and longitude coordinates from the other tables, the results produced the least amount of double counting of properties. We note that this method still results in some degree of counting error; however, we have observed that MFEER participation does not have nearly as wide a distribution amongst census tracts as ESA Program participation (there are more individual ESA Program participants and fewer, more dispersed MFEER participants), so our method can at least be used to identify census tracts where there is some participation, versus none.

PROPERTIES SERVED BY BOTH MFEER AND ESA PROGRAM

We identified 9,939 distinct addresses that have participated in MFEER within the past three years for all utilities except SDG&E, for which we had only one year of data. Comparing those with the street addresses of ESA Program participants during the same period, we find 654 matched addresses. This suggests that MFEER has combined with ESA Program at about 6.6% of properties. Because of the difficulty in matching addresses for the two programs, we expect that this estimate probably under-represents the total number of combined program properties.

We also looked for latitude and longitude matches between the two programs. As noted, we considered two records matched when they were within 0.001 degrees latitude and longitude of one another. Using this approach we found 2,469 distinct MFEER locations, with 808 matching ESA Program locations, for a rate of 33% of MFEER locations serving ESA Program participants across all utilities.

Table 88 shows the number of MFEER-participating properties by utility (counting unique addresses or unique geographic coordinates) and the number and percentage of MFEER properties that also had ESA Program participants. For example, our data for PG&E MFEER participants contains 387 distinct addresses. Of these, 46 match addresses in the ESA Program participant database, so that 12% of MFEER addresses match an ESA Program address. Using geographic coordinates, we identify 372 MFEER participants, with 92 matching ESA Program coordinates, indicating a 25% match rate. SCE stands out as having a particularly high rate of overlap between MFEER and ESA Program participation, using geographic coordinates to identify matches.

Table 92. Number and Percentage of MFEER Properties Served by ESA Program

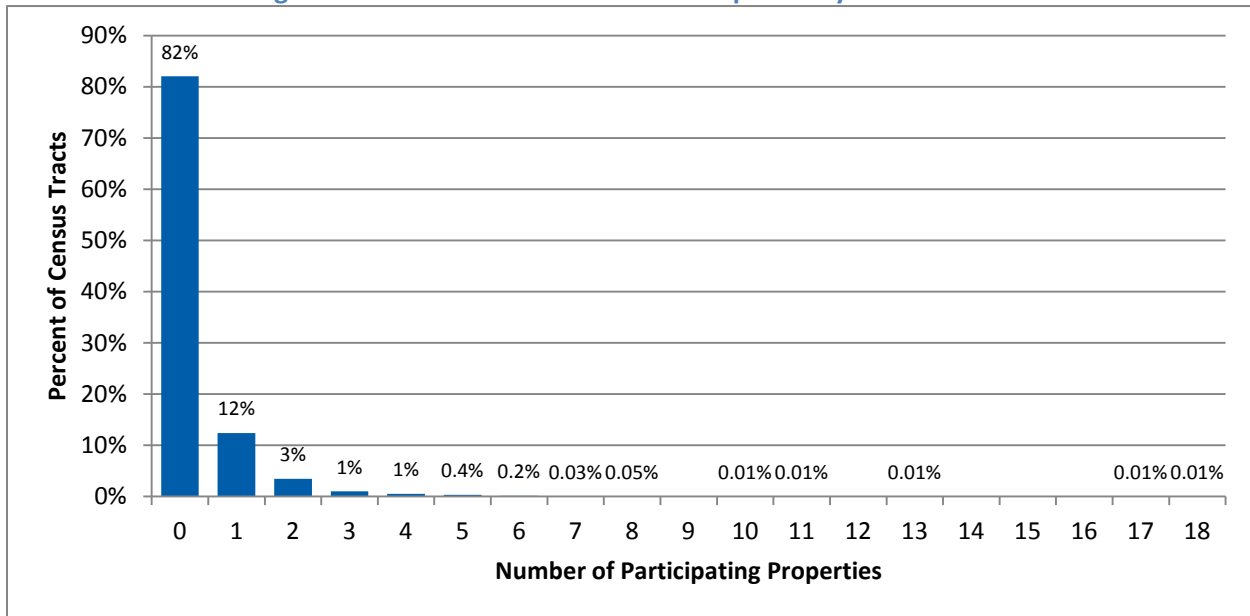
Utility	MFEER Addresses	MFEER & ESA Program Joint Addresses	Percentage of ESA Program & MFEER Addresses	Unique MFEER Coordinates	Unique MFEER & ESA Program Coordinates	Percentage of MFEER & ESA Program Coordinates
PG&E	387	46	12%	372	92	25%
SCE	7989	403	5%	946	424	45%
SCG	1120	149	13%	857	208	24%
SDG&E	445	56	13%	305	88	29%

MFEER Impact by Census Tract

Our program participation data suggest MFEER has not penetrated nearly as many areas as the ESA Program. Figure 51 shows the distribution of MFEER participation across all utility census tracts. Among 7,892 census tracts served by the four IOUs:

- 6,473 census tracts (82%) have had no properties participating in MFEER during the past three years, and
- 976 census tracts (12%) have had one participating property during this time.
- Only five census tracts have had 10 or more participating properties during this time

Figure 51. Distribution of MFEER Participation by Census Tract



Given the small proportion of census tracts that have had any MFEER participation, Cadmus conducted a simple preliminary analysis of the data to assess whether tracts that have had MFEER participation are more likely to have had ESA Program participation. We compared the mean number of ESA Program participants among census tracts that have had some MFEER participation and those that had none. On average, census tracts with no MFEER participants—across all IOUs—had 15 ESA Program participants. However, census tracts that had at least one MFEER participant had more than double that number of ESA Program participants (an average of 39). This pattern persists across each of the IOUs, with a factor of two or three times as many ESA Program participants in census tracts with MFEER participants as in census tracts without MFEER participants. We conclude that MFEER and ESA Program tend to serve the same census tracts (the same geographical areas).

We wanted to rule out the *opportunity* explanation: that is, that more populous census tracts, or census tracts with more multifamily households, or with more low-income multifamily households, are more likely to have participants in both programs simply on the basis of more relevant units that have the opportunity participate.

We estimated a logistic regression model predicting the binary outcome of having MFEER participation within a census tract or not having MFEER participation, with explanatory variables for:

- The number of ESA Program participants,
- The total population of the census tract,
- The total number of multifamily households, and
- The number of low-income multifamily households.

If the relationship between MFEER and ESA Program participation is purely a matter of *opportunity* (that is, the number of available households), the coefficient for ESA Program participation in the model is expected to be non-significant, because all variance will be explained by the other variables in the model.

The model we estimated was:

$$\text{logit}(y) = \alpha + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \beta_4 x_4$$

Where:

- $\text{logit}(y)$ is the log of the odds that a census tract has any MFEER participation
- α is the odds that a given census tract has any MFEER participation when all other variables in the model are set to zero
- β_n is the expected change in the log of the odds that a census tract has any MFEER participation from a unit change in variable x_n

Table 89 shows the results of our model. In summary:

- For PG&E and SDG&E, the opportunity explanation appears to account for the relationship between ESA Program and MFEER participation by census tract. The coefficients for ESA Program participation in these models are not significant.
- For SCE and SCG—even controlling for total population, the number of multifamily households, and the number of low-income multifamily households—the number of ESA Program participants is positively associated with the probability that at least one property has participated in MFEER.

Thus, the increased opportunity for participation does not appear to be a sufficient explanation for the relationship. We do not have direct evidence for what causes this association, but something in the way the two programs are administered may have created an increased likelihood that the two programs will operate in the same locations. The parameter value for ESA Program participants in both SCE and SCG territories suggests that for each additional ESA Program participant within a census tract, the likelihood that there will be at least one MFEER participant increase by slightly less than 1%.

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Table 93. Parameter Values for Logistic Regression Model of MFEER Participation¹

	PG&E Territory		SCE Territory		SCG Territory		SDG&E Territory		All Census Tracts	
	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value	Parameter Estimate	p-value
Intercept	-3.2804	<.0001	-2.1724	<.0001	-2.2800	<.0001	-1.8354	<.0001	-2.5285	<.0001
ESA Program Participants	0.0013	0.2646	0.0068	<.0001	0.0076	<.0001	0.0025	0.4215	0.0042	<.0001
Population (000)	0.0868	0.0064	0.0229	0.3841	0.0423	0.0508	-0.0374	0.3454	0.0419	0.0089
Multifamily Households	-0.0006	0.0630	0.0007	0.0398	0.0014	<.0001	0.0004	0.4132	0.0004	0.0236
Low-Income Multifamily	0.0043	<.0001	0.0024	0.0050	0.0005	0.3533	0.0034	0.0063	0.0026	<.0001
Obs. Used:	3189		2681		4129		678		7892	
DF	4		4		4		4		4	
Likelihood Ratio	133.03		410.45		575.87		113.46		853.48	
Pr > ChiSq	<.0001		<.0001		<.0001		<.0001		<.0001	

1. In this table, parameter values in red text are insignificantly related to the dependent variable.

APPENDIX F. ELIGIBLE MEASURES FOR CALIFORNIA PROGRAMS TARGETING THE MULTIFAMILY SECTOR

Table 94. ESA Program Eligible Measures

Measure Category	Measure ¹
Heating Systems	Furnaces
Cooling Measures	A/C Replacement - Room
	A/C Replacement – Central
	A/C Tune-up - Central
	A/C Services – Central ²
	Heat Pump
	Evaporative Coolers
	Evaporative Cooler Maintenance ²
Infiltration & Space Conditioning	Envelope and Air Sealing Measures
	Duct Test and Sealing
	Attic Insulation
Water Heating Measures	Water Heater Conservation Measures
	Water Heater Replacement - Gas
	Water Heater Replacement – Electric ²
	Tankless Water Heater – Gas ²
	Tankless Water Heater – Electric ²
Lighting Measures	CFLs
	Interior Hard wired CFL fixtures
	Exterior Hard wired CFL fixtures
	Torchiere
Refrigerators	Refrigerators -Primary
	Refrigerators – Secondary ²
Pool Pumps	Pool Pumps
New Measures	Forced Air Unit Standing Pilot Change Out
	Furnace Clean and Tune
	High Efficiency Clothes Washer
	Microwave
	Thermostatic Shower Valve
	LED Night Lights
	Occupancy Sensor

Measure Category	Measure ¹
Pilots	Smart Power Strips
	A/C Tune-up Central Home ²
	Interior Hard wired CFL fixtures ²
	Ceiling Fans ²
	In-Home Display ²
	Programmable Controllable Thermostat ²
	Forced Air Unit ²
	Microwave
	High Efficiency Clothes Washer ²
1. Measures listed in Table 2 of IOU ESA Program PY 2012 Annual Reports. 2. Measure not installed in 2012.	

Table 95. CSD Program Eligible Measures

Measure Type	Measure	
Building Shell Measures	Install insulation in walls, floors, ceilings, attics, and foundations	
	Blower door-directed air sealing of the building shell	
	Repair or replace primary windows and doors	
	Install storm windows and doors	
	Install window films, solar screens, window louvers, and awnings	
	Apply reflective roof coating	
	Repair minor roof and wall leaks prior to insulating attics or walls	
Mechanical Measures	Clean, tune, repair or replace heating systems including:	Furnaces
		Boilers
		Heat pumps
		Vented space heaters
		Wood stoves
	Clean, tune, repair or replace cooling systems including:	Central air conditioners
		Window air conditioners
		Heat pumps
		Evaporative coolers
	Install insulation on ducts and heating pipes	
	Replace standing pilot lights with electronic ignition devices	

Measure Type	Measure	
	Install vent dampers	
	Add return ducts	
	Replace diffusers and registers	
	Replace air filters	
	Install thermostatic radiator controls on steam and hot water heating systems	
	Replace or add air-purging vents on steam heating systems	
	Install programmable thermostats, outdoor reset controls, and other HVAC control systems	
	Repair or replace water heaters	
	Install insulation on water heater tanks and water heating pipes	
	Install solar water heating systems	
	Install waste heat recovery devices including:	Desuperheater/water heaters
		Condensing heat exchangers
		Heat pump water heating heat recovery systems
		Energy recovery equipment
	Repair or replace electric motors	
	Install motor controls such as variable-speed drives	
Electric Base-Load Measures	Install motor controls such as variable-speed drives	
	Convert incandescent lighting to fluorescent	
	Replace refrigerators	
Health and Safety Measures	Install smoke and carbon monoxide alarms	
	Repair or replace vent systems on fossil-fuel-fired heating systems and water heaters to ensure that combustion gases draft safely to outside	
	Install mechanical ventilation to ensure adequate indoor air quality if house is air-sealed to building tightness limit	
	Incidental safety repairs to enable the installation of energy-efficiency measures, such as:	
	Electrical repairs prior to insulating attics or walls or convert incandescent lighting to fluorescent	

Source: U.S. Department of Energy Weatherization Assistance Program. Program Overview. Downloaded from: http://www.waptac.org/data/files/website_docs/briefing_book/wap_programoverview_final.pdf

Table 96. MFEER Eligible Measures¹

Measure Type	Measure
Lighting	Screw-in CFL Reflector bulbs (ENERGY STAR® Qualified)
	Interior LED Lamps
	ENERGY STAR® LED Recessed Down Light <= 25 Watt
	Interior CFL Fixtures (ENERGY STAR® Qualified)
	Low Watt T8 or T5 or Lamps w/electronic ballasts
	Exterior CFL fixtures (ENERGY STAR® Qualified)
	Exterior LED lamps
	Exterior LED fixtures
	Occupancy sensors
	Photocells
	Ceiling Fans (ENERGY STAR® Qualified)
	LED Pool and Spa lighting
	Vending Machine Controls
	Exterior Induction Fixture <=400 Watts Base Case
Building Envelope	High Performance Dual-Pane Windows
	Cool Roof
	Attic and/or wall insulation
Water Heating	Electric storage water heaters
	Electric Heat Pump storage water heaters
	Central system natural gas water heaters/boilers
	Natural gas water heater and/or boiler controllers
	Natural gas storage water heaters
	Tankless Water Heaters
	Pool Heaters
	Low Flow Shower Head
HVAC	Package terminal air conditioners & heat pumps
	Unitary AC Units
	Central Natural Gas Furnaces
	HVAC Quality Maintenance
	Brushless Fan Motor for Central AC
	Evaporative Coolers
	Programmable Thermostats
	Wall Furnaces

Measure Type	Measure
Appliances	Refrigerators (ENERGY STAR® Qualified)
	High-efficiency Clothes Washers
	ENERGY STAR® Dishwashers
	Cold Water Clothes Washers
Pumping	Variable Speed Pool Pumps
	Programmable Thermostats (Common Areas only)
	Demand Control for Centralized Water Heater Recirculation Pump

1. The measures listed reflect all measures listed in 2013-2014 MFEER PIPs, some measures vary by IOU.

Table 97. Whole Building Program Eligible Measures¹

Measure Type	Measures
Domestic Hot Water (Individual and Central)	Boiler or DHW replacement – Must meet current T-20 standard
	Central system natural gas water heaters
	Circulation pump
	Combined space and water heater
	Condensing gas water heater
	Demand Control for Centralized Water Heater Recirculation Pump
	DHW heaters/boilers
	DHW tank insulation
	Electric storage water heaters
	Faucet Aerator
	Heat pump DHW
	Low flow water fixtures
	Natural gas storage water heater
	Pipe insulation
	Tankless/instant DHW
	Water Heater Blanket
	Water heater repair & replacement
HVAC	A/C equipment replacement – Must meet current T-20 standard
	A/C Tune-up (Central AC)
	AC Time Delay

Measure Type	Measures
	Bathroom fans
	Central natural gas furnace
	Chillers
	Cogeneration systems
	Controls optimization (OA reset, zone reset)
	Cooling towers
	Duct insulation
	Duct sealing
	Ducted evaporative cooling
	Ductless air-conditioning for common areas
	Evaporative Coolers
	Evaporative coolers repair & replacement
	High performance rooftop unit
	HRV
	HVAC pipe insulation
	HVAC Quality Maintenance
	HVAC system commissioning
	Natural gas furnace
	Natural gas hydronic heat boiler/space heating hot water boilers/hydronic systems
	Natural gas steam heat boiler/space heating low pressure steam boilers
	Package terminal air conditioner
	Package terminal heat pump
	Package terminal heat pumps
	Premium efficiency motors (ECM included)
	Programmable thermostat
	Refrigerant charge verification
	Room air conditioner
	Space cooling equipment
	Space heating equipment
	System airflow verification
	System fan size/hp
	System fan wattage verification
	Tank insulation

Measure Type	Measures
	Thermostatic radiator valves (TRV)
	Unitary AC Units
	Variable refrigerant flow for common areas
	Variable speed motor
	VAV systems
	Ventilation schedules
	VFD controls for CHW, HW, CW pumps
	VFD controls for cooling tower fans
Appliances	Clothes Dryer
	Clothes washer (in-unit and common area)
	Cold Water Clothes Washers
	Dishwasher (in-unit)
	ENERGY STAR® Refrigerator
	Microwave-(displacing gas or electric oven use)
	Vending Machine Controls
	Advanced HID lighting for site lighting
Lighting	Advanced lighting controls
	Bi-Level lighting
	Ceiling fans
	CFL bulb (screw-in)
	Cold cathode lamps
	Common area lighting fixtures – high efficacy hardwired fixtures
	Daylighting
	De-lamping
	Dwelling unit lighting fixtures – high efficacy hardwired fixtures
	Exterior CFL fixtures (ENERGY STAR® qualified)
	Exterior LED fixtures
	Exterior LED lamps
	Interior CFL fixtures (ENERGY STAR® qualified)
	Interior LED fixtures (ENERGY STAR® qualified)
	Interior LED lamps (ENERGY STAR® qualified)
	Landscape/parking lighting

Measure Type	Measures
	LED exit signs
	LED interior lighting
	LED night lights
	LED pool and spa lighting
	LED site lighting
	Lighting controls – Occupancy sensor, photo sensor, or dimmer switch
	Linear fluorescent fixtures and bulbs
	Outdoor lighting retrofits – high efficacy hardwired fixtures
	Photocells
	Screw-in CFL reflector bulbs (ENERGY STAR® qualified)
	T5 or Lamps w/electronic ballasts
	Task lighting
	Timer
	Torchiere
Building Shell	Air sealing
	Attic insulation (with attic plane sealing)
	Cool roof
	Floor insulation
	High performance dual-pane windows
	Overhangs
	Radiant barrier
	Wall insulation
	Weather-stripping
	Window shading – permanent, non-retractable
	Windows
Swimming Pools	Filtration pump and motor
	Pool booster pump
	Pool and spa heater
Other	Gearless Elevators

1. The measures listed are those included in IOU EUC MF Path and REN PIPs for 2013-2014. This list is not exhaustive: PIPs specify that eligible measures are not limited to those listed.

APPENDIX G. FINANCIAL SOLUTIONS CATALOG

Table 98. Financial Solutions Catalog

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
Green Finance Plus	Fannie Mae	US	Financing	Yes	N/A	No minimum or maximum loan amount. Loans above \$50 million require HUD consent	N/A	Green Refinance Plus loans are available for existing properties that are 10 years or older and that will meet MAH income and rent restrictions going forward, nationwide. Borrowers must track energy and water using ENERGY STAR portfolio	Standard third-party reports – Green Physical Needs Assessment (GPNA), Appraisal, and Phase I Environmental Assessment - are required. The GPNA must contain an assessment of a property's physical needs, an energy audit and identification of cost effective opportunities for increasing energy and	EE/RE	N/A	The Green Refinance Plus execution for Multifamily Affordable transactions provides additional proceeds to support the green retrofitting and general renovation of existing Affordable properties. 4-5% more proceeds than our regular DUS Affordable preservation execution, to support energy retrofitting and other needed renovations.	https://www.fanniemae.com/content/fact_sheet/grnrefiplus.pdf	N/A

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Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
								manager and submit the ENERGY STAR performance report annually	water efficiency, and reducing operating and capital costs.					
Green Affordable Housing Preservation Loan Fund	National Housing Trust, Inc.	US	Financing	Yes	Loans provided on a case by case basis	\$50,000 - \$500,000	The loan will be sized to be repaid by a combination of existing cash flow and anticipated savings produced by the conservation measures	Existing multifamily affordable housing	Measures designed to reduce energy costs and make properties environmentally sustainable. At least 75% of the units are occupied by residents that are at or below 80% of area median income, and either at least 20% of the units are occupied	EE/RE	4 loans funded so far, all for new construction.	Offers subsidized financing for multifamily building owners to incorporate green elements into existing buildings. Financing can be applied to both planning and implementations of projects.	http://www.nhtinc.org/green_loan_fund.php	N/A

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
									with residents at 50% of area median income; or 40% of the units are occupied at 60% of the area median income.					
Rural Development Multifamily Housing Energy Efficiency Initiative	USDA Rural Development	US (Section 516 funds can be used for off-farm housing for farm workers in urban areas. All other projects must be in non-urban areas, which cover	Financing and grants	No	Varies annually. Initiative applies to Section 515 Rural Rental Housing Program for New Construction, Section 514 Farm Labor Housing Loans and Section 516 Farm Labor	This initiative does not have funds set aside for it, but applicants to several Multifamily Housing programs receive priority scoring if they incorporate energy efficiency aspects to their projects	This initiative does not have funds set aside for it, but applicants to several Multifamily Housing programs receive priority scoring if they incorporate energy efficiency aspects to their projects	Varies by funding source, but options available for private, non-profit, government, and tribal organizations	Recognizes green construction, energy conservation, and energy generation measures in new and existing housing structures	EE	At least 7 projects in CA	Gives priority to projects applying to other USDA loan or grant programs when they incorporate energy efficiency or conservation in to the project scope.	http://www.rurdev.usda.gov/project_details.html	http://www.rurdev.usda.gov/project_MC.html

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Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
		most of CA. Non-urban area map: http://eligibility.sc.egov.usda.gov/eligibility/welcomeAction.do)			Housing Grants for Off-Farm Housing, Section 522 Housing Preservation Grants, and Sections 514, 515 and 516 Multifamily Housing Revitalization Demonstration Program.									
Mark-to-Market (M2M) Green Initiative Pilot	HUD	US	Grant/ Loan Restructuring; Performance Incentive for havin	Yes	N/A	N/A	N/A	Existing affordable housing owners currently engaged in M2M (HUD Section 8 portfolio) and those	EE and water-saving measures	EE	N/A	Program provides favorably termed loans to finance cost of EE and water saving measures in existing affordable multifamily housing	http://www.hud.gov/offices/hsg/omhar/paes/green/greenini.pdf	N/A

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
			g LEED professional involved with property management					taking out new M2M loans						
Business Energy Investment Tax Credit	IRS	US	Tax Credit (Federal Corporate Tax)	No	10-30% of installation expenditure	10-30% of installation expenditure	N/A	Commercial property	Installation of renewable energy generation equipment	RE (including CHP)	N/A	Corporations installing new renewable energy generation equipment are eligible for the credit. 30% credit for solar, fuel cells, small wind, and technologies eligible for the Production Tax Credit; 10% credit for geothermal, CHP and	http://energy.gov/savings/business-energy-investment-tax-credit-itc	N/A

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Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
												microturbines. Must be in service by 2016 to qualify.		
California FIRST (PACE)	California FIRST	Over 100 cities and counties throughout the state, as well as statewide	Financing	No	\$50,000+ per loan, "hundreds of millions" in available capital	\$50,000+ per loan, "hundreds of millions" in available capital	100% upfront financing for qualified energy upgrades	Multifamily with 5+ units; ASHRAE level 2 audit	Energy and water improvements that protect against rising utility costs	EE/RE	N/A	100% financing for energy retrofits to commercial properties, where the financing payment is made as an assessment to the property and paid back on the tax bill.	https://californiafirst.org/property_owners_overview	N/A
CalHFA Preservation Loan Program	CalHFA	State of California	Financing	Yes	Unknown; loans in excess of \$10 million may require additional levels of affordability	Minimum 115% for debt service coverage ratio	Lesser of 90% of restricted value or 80% of development costs	Available to for-profit, non-profit, and public agency sponsors	A Green Physical Needs Assessment is required, but financing can apply to acquisition and general building retrofit	EE	New program started in April, 2013. No projects have been completed yet under this new program. Over the past 30	Financing to support rehabilitation of low-income multifamily housing. Credit-enhanced loans through FHA also available	http://www.calhfa.ca.gov/multifamily/financing/terms/index.htm	N/A

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
											years, CalHFA's Multifamily division has invested more than \$2 billion for the construction and preservation of 36,000 affordable rental housing units assisting low income Californians.			

ESA Program Multifamily Segment Study – DRAFT

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
Multifamily Portfolio Loan Prepayment Program	CalHFA	State of California	Financing Prepayment	Yes	Unknown; loans in excess of \$10 million may require additional levels of affordability	Loans in excess of \$10 million may require additional levels of affordability	N/A	Borrowers through a CalHFA program	Considers "green rehabilitation" as a favorable qualification. A Green Physical Needs Assessment is required.	EE	New program started in April, 2013. No projects have been completed yet under this new program. Over the past 30 years, CalHFA's Multifamily division has invested more than \$2 billion for the construction and preservation of 36,000 affordable rental housing units assisting low income California	Allows for early repayment of CalHFA multifamily portfolio loans for rehabilitation of low-income multifamily housing	http://www.calhfa.ca.gov/multifamily/financing/termsheets/index.htm	N/A

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
											ns.			
Property Tax Incentive	State of California	State of California	Tax Exclusion (State Property Tax)	No	100% of system value (75% for dual-use systems)	100% of system value (75% for dual-use systems)	N/A	Any property	Solar technologies only	RE	N/A	The State of California allows a property tax exclusion for certain types of solar energy equipment installed between 1999 and 2016.	http://www.bore.ca.gov/proptaxes/gase.htm	N/A
Multifamily Affordable Solar Housing (MASH)	State of California	State of California	Rebate	No	\$108 million through 2015, now fully subscribed. Individual	Individual incentives range from \$1.90 - \$2.80 per watt depending on	N/A	Multifamily	Solar PV only	RE	6,200 tenant units participating in Virtual Net Metering thanks to	NOTE: Incentives have been fully subscribed for all three program administrators and	http://www.cpuc.ca.gov/PUC/energy/Solar/m	N/A

ESA Program Multifamily Segment Study – DRAFT

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
					incentives range from \$1.90 - \$2.80 per watt depending on whether common area load or tenant load is offset	whether common area load or tenant load is offset					the MASH program	waitlists have been established. Provides fixed rebates for solar PV system installed on multifamily properties, based on the size and expected performance of the solar PV system installed.	ash.htm	
Bay Area Multifamily Retrofit Loan Fund	LIIF	San Francisco Bay Area	Financing	Yes	Total program size is \$4,000,000; the program had a 1 year origination period and an 11.5 year term	Maximum of \$500,000	25% funded by Bay Area Multifamily Retrofit Loan Fund, 25% funded by their partners, Enterprise Community Partners	Affordable housing developers and owners in the nine-county Bay Area seeking to retrofit existing buildings to make them greener, more	Measures should be identified through the Bay Area Multifamily Fund's free audit	EE	5 properties financed through BAM, for a total of 429 units retrofitted	Offers audit services and customized financing for energy efficiency upgrades to affordable multifamily housing	http://www.liifund.org/products/community-capital/capital-for-affordable-housing/	N/A

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
								efficient and less costly are eligible					ay-area-multi family-fund/	
LEED Incentive Program	Burbank Water & Power	Burbank, CA	Rebates	No	Up to \$30,000 depending on LEED level	Up to \$30,000 depending on LEED level	Not specified	Commercial, Nonprofit, Multifamily Residential	N/A	EE/RE	N/A	Provides rebates up to \$30,000 provided by Burbank Water & Power for LEED certification levels of Certified or better.	http://www.burbankwaterpower.com/incentives-for-businesses/leed-incentive-program	N/A
Energy Solutions	Burbank Water & Power	Burbank, CA	Rebates	No	25% of measure cost, up to \$100,000 per building	25% of measure cost, up to \$100,000 per building	Up to 25% of the installed cost of the measure	Commercial	N/A	EE/RE	N/A	Provides rebates up to 25% of the cost of the measures installed for businesses that conduct	http://www.burbankwaterpower.com/in	N/A

ESA Program Multifamily Segment Study – DRAFT

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
												a whole-building energy audit.	centives-for-businesses/energy-solutions-business-rebate-programs	
Energy Upgrade California Multifamily Program - Bay Area	BayREN/ Stop Waste	Bay Area, CA	Rebates and free technical assistance	No	\$7.3 million per proposed decision approving 13/14 EE budgets (application 12-07-001)	\$750 rebate per unit upgraded up to a maximum of \$300,000. Also, free energy project consultation of a value up to \$5,000.	20 – 40%	5 or more attached dwelling units. Located in 9-county Bay Area. Affordable housing, market rate rentals, condominiums, other ownership	The program assists in planning energy saving improvements designed to save a minimum of 10% of a building's energy usage	EE/RE	N/A	Energy Upgrade California in the Bay Area offers free energy planning assistance and cash rebates for multifamily properties that undertake energy and green upgrades	https://multifamily.energyupgradeca.org/local#bayarea	https://multifamily.energyupgradeca.org/#case_studies_tab

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
								configurations are eligible. Program services and funds available to eligible participants on a first-come, first-served basis. The program runs from July 2013 through December 2014.						

ESA Program Multifamily Segment Study – DRAFT

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
Energy Upgrade California Multifamily Program - Los Angeles County	SoCalREN	Los Angeles County, CA	Rebates and free technical assistance	No	\$9.5 million per proposed decision approving 13/14 EE budgets	Free consultation: \$5,000 valueAssessment incentive: \$5,000 for 5-20 unit building, \$10,000 for 21-50 unit building, >50 units \$20/addtl. unit Improvement incentive: \$200-\$1,200 per unit based on improvement in building performance.	Improvement Incentive max: the lesser of \$100,000 or 60% of the net construction costs of the energy efficiency measures	Property must be served by both Southern California Edison and Southern California Gas Company. All existing multifamily properties (minimum of 5 attached dwelling units) are eligible, including both market rate and affordable housing.	Energy upgrades must be completed by November 30, 2014. Energy upgrades must result in achieving a minimum of 10% improvement over the baseline building conditions. Project must include at least three energy-efficiency measures to meet the performance measure. Project must work with an approved Rater.	EE	N/A	The program provides free technical assistance to identify cost-effective upgrade measures. It also offers incentives for comprehensive energy audits, and retrofit work	https://multifamily.energyupgradeca.org/losangeles	https://multifamily.energyupgradeca.org/case_studies_tab

Name of Program /Product	Sponsor	Region	Type	Targets Low-Income ?	Program Size	Individual Project Amount	% of Project Fundable	Eligibility	Restrictions on Measures (if Applicable)	EE or RE	# Projects Complete	Description	Web site	Project Site
Energy Upgrade California Multifamily Program - Marin	Marin Energy Authority	Marin County, CA	Financing	No	N/A	N/A	5% interest on 5-10 year term. Loan charge placed on utility bill	Must be Marin Clean Energy (MCE) customer. Open to multifamily and commercial accounts	Scope of Work must be recommended through MCE Energy Efficiency Program. Must be a MCE customer. Credit is subject to lender's approval	EE	N/A	On-Bill Repayment Plan to help multifamily and commercial accounts finance energy efficiency upgrades.	https://multifamily.energyupgradeca.org/local/marin	N/A

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