Exhibit No.:
Issue(s):

Low-Income Program/ Low-Income Weatherization/ Energy Efficiency Proposals/

Rate Design
Meisenheimer/Rebuttal Public Counsel
Sponsoring Party:
Case No.:

## JUN 212004

REBUTTAL TESTIMONY
Missouri Public Sefvlee Commisgian

## OF

## BARBARA A. MEISENHEIMER

Submitted on Behalf of the Office of the Public Counsel

> AQUILA, INC. D/B/A AQUILA NETWORKS-MPS AND AQUILA NETWORKS-L\&P

CASE NO. GR-2004-0072

## BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the matter of the Application by Aquila, Inc. )
d/b/a Aquila Networks - MPS and Aquila ) Case No. GR-2004-0072
Networks L\&P, Natural Gas General Rate Increase. )

## AFFIDAVIT OF BARBARA A. MEISENHEIMER

## STATE OF MISSOURI )

) ss
COUNTY OF COLE
Barbara A. Meisenheimer, of lawful age and being first duly sworn, deposes and states:

1. My name is Barbara A. Meisenheimer. I am Chief Utility Economist for the Office of the Public Counsel.
2. Attached hereto and made a part hereof for all purposes is my rebuttal testimony consisting of pages 1 through 18 and Attachments 1 through 3.
3. I hereby swear and affirm that my statements contained in the attached testimony are true and correct to the best of my knowledge and belief.


Barbara A. Meisenheimer
Subscribed and sworn to me this 13th day of February, 2004.
KATHLEEN HARRISON
Notary Public - State of Missouri


Kathleen Harrison
Notary Public
My Commission expires January 31, 2006.

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## BARBARA A. MEISENHEIMER

# AQUILA INC. D/B/A AQUILA NETWORKS - MPS AND AQUILA <br> NETWORKS - L\&P <br> GR-2004-0072 

Q. PLEASE STATE YOUR NAME, TITLE, AND BUSINESS ADDRESS.
A. Barbara A. Meisenheimer, Chief Utility Economist, Office of the Public Counsel, P. O. 2230, Jefferson City, Missouri 65102.
Q. HAVE YOU TESTIFIED PREVIOUSLY IN THIS CASE?
A. Yes, I filed direct testimony on January 13, 2004
Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?
A. The purpose of my testimony is to respond to the direct testimony of: Public Service Commission Staff witness Anne Ross regarding the Staff's proposed design of a lowincome experimental program; Missouri Department Of Natural Resources (MDNR) witness Anita Randolph regarding the proposed energy assistance and energy efficiency programs, and Staff witness Thomas Imhoff regarding non-gas rate design.

Rebuttal Testimony of Barbara A. Meisenheimer
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## Low-Income Program

Q. WHAT EXPERIENCE DO YOU HAVE REGARDING PROGRAMS TO ASSIST LOWINCONE UTILIITY CONSUMERS?
A. In the area of telecommunications I have served on the Federal/State Universal Service Joint Board Staff for a number of years. In this capacity I have reviewed information on the design of state and federal low-income programs, assisted the Federal/State Joint Board in preparing recommendations for the FCC in implementing the Federal Lifeline and Link-Up programs and in developing guidelines for state programs. In this capacity I also review Joint Board Monitoring Reports and FCC Telephone Penetration Report designed to evaluate the performance of the Federal and state programs. At the State level, I participated in industry workshops to develop the low-income and disabled components of the Missouri Universal Service Fund (MoUSF) and currently assist the Public Counsel in his duties as a member of the Missouri Universal Service Board. The Missouri Universal Service Board is charged with oversight of the administration of the MoUSF. Currently it is working toward implementing the low-income component of the MoUSF. I also served on the committees that developed and provided oversight for the Telecommunications Equipment Distribution Program for first the PSC and later the Department Of Labor. This program provides telecommunications equipment for Missouri's disabled consumers including many that are low-income consumers.

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Finally, on behalf of Public Counsel, I worked with the Department Of The Census to develop data designed to identify low-income household telephone subscribership stratified by percentage of the federal poverty level in order to develop recommendations to better target low-income support.

With respect to low-income programs and energy efficiency programs for natural gas utilities, I participated in the Public Service Commission's Natural Gas Task Force Workshops, reviewed Roger Colton's testimony filed on behalf of Public Counsel in GR-2001-272 regarding the appropriate design of an experimental low-income program for Missouri Gas Energy, reviewed the report that Mr. Colton has recently completed on the results of that program and filed testimony in response to Laclede Gas Company's proposal to implement an arrearage forgiveness program in GT-2003-0117. In both the areas of telecommunications and natural gas I have attended public hearings in which customers at differing income levels have testified regarding the impact of rate increases.

## Q. WHAT DO YOU BELIEVE IS THE RELEVANCE OF THIS EXPERIENCE?

A. First, in activities associated with developing recommendations to assist low-income consumers I have had an opportunity to meet and learn about low-income issues from many individuals who deal with those issues on a day to day basis including representatives from DNR, the Department Of Social Services, the American Association Of Retired Persons, Community Action Agencies, the Consumer Energy Council Of America and a number of

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low-income and disabled consumer advocates. I have also participated in several meetings with individuals who work with the MDNR Energy Center.
Q. BASED ON YOUR EXPERIENCE, WHAT NEEDS DO YOU BELIEVE SHOULD BE BALANCED IN ADOPTING PROGRAMS TO ASSIST LOW-INCOME AND WEATHERIZATION PROGRAMS?
A. I believe it is paramount to balance the need for low-income and energy efficiency programs with the need to ensure that Missouri's utility consumers pay rates that are just and reasonable. To the extent that ratepayers are called upon to fund low-income and energy efficiency programs, the programs should be designed so that they can reasonably be expected to balance the interests of those who receive support with the interests of those who provide it. Ratepayer funding for programs that cannot reasonably be expected to balance both interests should not be imposed through the ratemaking process unless there is a specific legislative mandate to do so. Further, I believe it appropriate for the Commission to require that a party that proposes a particular program demonstrate the likely success of the program and that success will not come at an unreasonable cost.
Q. DO YOU HAVE ANY EDUCATIONAL TRAINING IN THE DESIGN OR EVALOATION OF EXPERIMENTS?
A. Yes. I have taken classes in statistics and experimental design.
Q. DO YOU HAVE ANY GENERAL OBSERVATIONS REGARDING EXPERTMENTAL DESIGN THAT YOU BELIEVE ARE RELEVANT TO THIS CASE?

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A. Yes. There are alternative definitions of the term "experiment", some akin to pure exploration, but in order to aid in this discussion I thought it would be helpful to provide one I believe is relevant in designing low income programs that are paid for by captive ratepayers. An experiment is a test or investigation, planned to provide evidence for or against a hypothesis. The most reasonable experiments that could be conducted with ratepayer dollars are those with a meaningful hypothesis. A hypothesis is a suggested explanation for a group of facts or phenomena, either accepted as a basis for further verification (working hypothesis) or accepted as likely to be true.
Q. HAS PUBLIC COUNSEL SUPPORTED EXPERIMENTAL LOW-INCOME AND WEATHERIZATION PROGRAMS?
A. Yes, Public Counsel has been active for over 10 years in proposing and supporting weatherization and low-income proposals on an experimental basis in cases were we believed such programs were likely to produce meaningful results while also reasonably balancing the interests of the program recipients and the rate-payers who fund the programs. Despite limited resources, the Public Counsel has been very committed to these efforts. Public Counsel retained a national expert, Mr. Roger Colton, to testify regarding the proper design of low-income programs in Missouri Gas Energy's last rate case. Public Counsel has also proposed and supported experimental low-income weatherization programs. In particular, we have been very supportive of MDNR's low-income weatherization programs.
Q. DO YOU RECOMMEND THAT THE COMMISSION ADOPT STAFF'S PROPOSED EXPERIMENTAL PROGRAM FOR SEDALIA?
A. Not as currently proposed. There are many unresolved issues associated with the Staff's proposal including;

What is the number of households other than those weatherized under the program that will receive discounted rates?

Whether the number households other than those weatherized under the program that will receive discounted rates plus the 20 that could be weatherized will constitute a large enough sample to provide meaningful evaluation of the program?

What are the methods and costs associated with evaluation of the program?
What specific information will be gathered to evaluate the program benefits to participants and non-participants?

What is the proposed margin rate discount?
What is the administrative cost?
In addition to these unanswered questions that need to be answered, Public Counsel believes that the program proposal suffers from public policy flaws. However, if the Commission directs the modifications to the program that I discuss below and the total funding requirement is reasonable, we could support a low-income program on an experimental basis.
Q. HASN'T PUBLIC COUNSEL STIPULATED THAT A SIMILAR EXPERIMENTAL PROPOSAL SHOULD BE IMPLEMENTED FOR AMERENUE?
A. No. Although the Staff sought a similar program, Public Counsel stipulated that the details of an AmerenUE program would be addressed in a collaborative. Details that cannot be
resolved will be brought to the Commission. We hoped that either through negotiations or decisions by the Commission our concerns regarding appropriate program design could be addressed prior to similar programs being proposed. However, the collaborative was not underway prior to the filing of this testimony so we are presenting our concerns in the current case.
Q. WHAT ELEMENNTS OF THE PROGRAM DO YOU BELIEVE THE COMMISSION SHOULD MODIFY?
A. I believe the qualifying conditions should be modified to avoid excluding the neediest customers from qualifying. A primary concern is that the program as currently proposed is not equally accessible to all low-income consumers. Customers below $50 \%$ of the poverty level are excluded from receiving the program's reduced rates unless their homes have been weatherized in the past 10 years under certain guidelines. This differs from the program benefits offered to low-income consumers ranging from $50 \%$ to $125 \%$ of the federal poverty level who can receive both a reduced rates and weatherization under the program. The Staff's apparent reasons for this differing treatment are that the lowest income consumers simply can't be helped ${ }^{1}$, that the program goal is to assist retired and working low-income consumers ${ }^{2}$ and that the Staff wants to maximize participation. ${ }^{3}$ I have significant concerns regarding these as a basis for designing a low-income program. My first concern is that the Staff's testimony provides no evidence that consumers below $50 \%$ of the federal poverty

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1 . level could not improve timeliness of payment and reduced arrearages and disconnects if receiving meaningful assistance. The second concern I have is that in my opinion it is bad public policy to fail in assisting the most needy if the program can be designed to achieve success for those consumers. The third concern is that differing treatment is only appropriate if customers can be shown to not be similarly situated and using criteria of "working" or "retired" versus "not working" and "not retired" does not seem to be a relevant or meaningful basis to discriminate. Even if it were a reasonable basis, there is insufficient evidence to demonstrate that the Staff's criteria would successfully weed out those consumers the Staff has proposed. For example, some types of workers such as farm workers or maids that have retired or disabled people dependent on SSI may not achieve $50 \%$ of the federal poverty level. ${ }^{4}$ I contacted Meg Powers PhD, President of Economic Opportunity Studies, Inc. regarding excluding certain consumers below $50 \%$ of the federal poverty level. She indicated that excluding consumers below $50 \%$ of the federal poverty level would be "very strange" in terms of low-income program design and was unaware of any programs with such a condition. ${ }^{5}$ A final concern I have regarding excluding many of the very poorest customers from this program is that, although not eligible, these customers will be required to help pay for the reduced rates and other program benefits afforded to

[^1]Rebuttal Testimony of
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participants at higher income levels. I strongly recommend that the program be equally accessible to customers below $50 \%$ of the federal poverty level.
Q. WHAT IS YOUR NEXT PROPOSED MODIFICATION TO THE STAFF'S LOWINCOME PROGRAM?
A. I believe that low-income program participation should not be tied to weatherization. This should not be interpreted to mean that I believe low-income weatherization is not of value or should not occur. To the contrary, later in my testimony I will discuss Public Counsel's support for a low-income weatherization program. However, I see two difficulties in tying a low-income discount program to required weatherization in this case.. The first is that the Staff's proposed weatherization component is $\$ 50,000$ and is estimated to cover the cost of only 20 dwellings. This would result in an extremely small sample to evaluate the success of the program. Further, there is little evidence to provide assurance that a mixed sample of newly weatherized and previously weatherized homes will provide a homogeneous sample upon which valid comparisons can be made. For example, if windows have been broken over the years in a home of a customer below $50 \%$ of the poverty level and the customer could not afford to replace them, the home would reasonably require greater energy use and likely skew the evaluation results to indicate that the customers below $50 \%$ of the poverty level achieved relatively lower success in the program. The second concern I have with required weatherization for participation in the low-income discount program is that there tend to be greater obstacles for renters than for homeowners in agreeing to weatherization. Renters must receive approval by the owner. In addition, once improvements are made, the

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landlord may attempt to extract greater rent thus making it less likely that renters would benefit from the program. I recommend that the Commission decouple low-income discount availability from low-income weatherization.

## Q. WHAT IS YOU NEXT PROPOSED MODIFICATION?

A. The level of program discounts should be set in a manner that meaningfully addresses energy burden. I agree with the Staff's observation that "energy burden" is a significant factor that affects a low-income consumers ability to pay their energy bills. I believe that a program that provides rates or discounts reflective of energy burden will prove more meaningful than the Staff's current proposal to provide a uniform discount to all qualified customers. I have included a report prepared by Roger Colton who performed an evaluation of the MGE experimental low-income program. On page 1 of the report, Mr. Colton provides a table showing the energy burden associated with various percentages of the federal poverty level. The table indicates that, over the range of $50 \%-74 \%$ of the federal poverty level, the energy burden was $15.4 \%$, while in the range of $100 \%-124 \%$, the energy burden was reduced to $8.5 \%$. It is also significant to note that, in the range below $50 \%$ of the federal poverty level, the energy burden was $38 \%$. Mr. Colton's analysis concluded that the MGE program, which provided "tiered" bill discounts, was successful in reducing the incidence and rate of nonpayment and reducing the incidence and level of arrears. Dr. Powers also indicated that rates based on reducing energy burden or tied bill discounts could appropriately target support. Despite recognition of the importance of energy burden, the Staff's testimony provides no evidence that the discounts proposed will be sufficient to

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offset the energy burden faced by those who will participate. Mr. Colton's testimony in GR-2001-292, indicates that a sustainable total utility burden is in the range of $6 \%-8 \%$ for utility services excluding phone service.

> According to the U.S. Department of Housing and Urban Development (HUD), a household experiencing total shelter costs in excess of 30 percent of income is likely to be over-extended. HUD defines total shelter costs to include housing (rent or mortgage) plus the cost of all utilities except telephones. As a practical matter, a consumer who pays 10 percent or more of his or her income for home energy costs is not going to experience total shelter costs of 30 percent or less. In addition, the Federal National Mortgage Association (FNMA or Fannie Mae) has indicated that utility bills should not generally exceed $20 \%$ of total shelter costs. If total shelter costs were in the range of $30 \%$ (or even $40 \%$ ) of income, this would yield sustainable utility burdens of from $6 \%(30 \% \times 20 \%)$ to $8 \%(40 \% \times 20 \%)$ of income...

Mr. Colton further explained that natural gas is only one component of total energy burden and that taking this into consideration $4 \%$ would be an appropriate target for natural gas. I have included Attachment 3, which show the income, levels relative to the 2003 federal poverty level and the natural gas expenditures at 4\% of income. Based on Residential Sales Volumes, average annual bills ( $=$ Bills $/ 12$ ) for residential customers on the MPS North/South systems, and a factor of $90 \%$ to reflect lower usage by low-income consumers, I calculate that the average low-income residential natural gas expenditures of $\$ 626$. The Staff proposal provides discounted rates November - March.

Staff's testimony does not specify a discounted non-gas commodity rate but assuming the same percentage discount as applied to the PGA rate Staff proposes I calculate an average

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low-income annual cost of $\$ 432.41$. At this estimated discount level the annual average cost would exceed an affordable gas burden for households at many levels relative to the federal poverty level. This is shown with light shading in Attachment 3. Given that the discounts would fail to achieve an affordable level for all but the higher income levels I do not believe the proposal can be assumed likely to succeed generally in assisting low-income households to reach an affordable natural gas burden. Further, for a number of households at and above $100 \%$ of the federal poverty level the subsidy the Staff proposes is unnecessary to achieve a natural gas burden of $4 \%$ or less of income. This is shown with dark shading in Attachment 3. The significance of funding above that necessary to offset the natural gas burden is that natural gas rate-payers will be providing support which goes beyond the realm of affordable natural gas rates and arguably will provide no offsetting system benefits. I recommend that the Commission modify the program to provide tiered bill discounts as was adopted for the MGE experiment. Tiered bill discounts would better target support based on need and would be less administratively burdensome than developing and applying individual rates by household. The discounts for the MGE program included monthly $\$ 40$ bill reductions for customers at or below $50 \%$ of the poverty level and $\$ 20$ for customers from $51 \%$ to $100 \%$ of the federal poverty level. Attachment 3 provides a comparison of the $\$ 40$ and $\$ 20$ tiered structure to the Staff structure assuming an average low-income residential natural gas expenditures of $\$ 626$. If the Commission wanted to more closely target rates to need, additional tiers could be added. Again assuming average low-

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income residential natural gas expenditures of $\$ 626$ I have provided an example of more targeted tiered discounts and how the results compare with the Staff and MGE structures.
Q. WHAT IS YOUR NEXT PROPOSED MODIFICATION TO THE STAFF'S LOWINCOME PROGRAM?
A. I believe the Commission should eliminate the ECIP restriction. The Staff proposes that program participants would be excluded for receiving Emergency Crisis Intervention Program assistance ECIP program which provides emergency help with fuel bills or essential electric service, to prevent shut off or obtain a delivery of bulk fuels. I am concerned that consumers could be forced to risk service disconnection by staying on the program when they might otherwise qualify for emergency assistance and would otherwise qualify for continued participation in the program.
Q. DO YOU HAVE RECOMMENDATIONS WITH RESPECT TO THE TYPE OF INFORMATION THAT SHOULD BE GATHERED TO EVALUATE THE PROGRAMS SUCCESS?
A. Yes. I would suggest that at a minimum the same type of data used by Mr. Colton to evaluate the MGE program be gathered to evaluate new programs adopted by the Commission. This would include information on customer bills, customer payments and records of various forms of customer collection efforts.
Q. DO YOU HAVE RECOMMENDATIONS WITH RESPECT TO THE LEVEL OF ADMINISTRATIVE COST THAT SHOULD BE ALLOWED UNDER THE PROGRAM?

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A. I do not have a specific recommendation at this time. However, at the time Laclede proposed the Catch Up Keep Up program, I reviewed administrative cost associated with various charitable organizations that State Employees may make contributions to through automatic payroll deductions. Based on that review and my understanding of the Laclede program, I proposed $5 \%$ as a cap on administrative cost. If the Staff or any other party believes a higher or lower level is required, I would invite them to provide further evidence on the issue.
Q. IF THE COMMISSION ACCEPTS YOUR PROPOSED REVISIONS WHAT LEVEL OF FUNDING WOULD YOU SUGGEST?
A. The MGE program was funded through a charge of about $\$ .08$ per month per customer. At this rates
Q. IS THERE INFORMATION THAT YOU BELIEVE WOULD BE HELPFUL TO EVALUATE WHETHER THE STAFF'S LOW-INCOME PROPOSAL REASONABLY BALANCES THE INTEREST OF PARTICIPANTS WITH THE INNERESTS OF THE RATEPAYERS WHO WILL BE CALLED UPON TO FUND THE PROGRAM?
A. Yes. The Staff provides little information quantifying any specific offsetting system-wide benefits it anticipates will result from its program. Since the Staff proposes that the funding will come from other ratepayers' pockets it seems reasonable for them to demonstrate what anticipated benefits ratepayers can anticipate in return. Mr. Colton preformed such an analysis for the MGE program in which discounts were more appropriately targeted toward the need associated with natural gas burdens and estimated that approximately $64 \%$ of
explicit costs were offset. If the Commission accepts the modifications I have proposed, I would anticipate a similar offset adjusted for potential differences in administrative cost. Since it appears that the Staff's program "as proposed" provides more assistance than would be needed for customers closer to the federal poverty level and less support to customers most at risk from unaffordable natural gas burdens, I would expect a substantially lower offset of explicit costs.
Q. DO YOU HAVE RECOMMENDATIONS WITH RESPECT TO ANY COLLABORATIVE OR WORRSHOPS THAT MIGHT NEED TO OCCUR BEFORE THE PROGRAM BEGINS?
A. Yes. I believe a collaborative or workshop might be necessary and I encourage the Commission to ensure that the process will be accessible to all interested entities. Given that the experimental programs might eventually form the basis for statewide programs, it should provide an opportunity for interested entities or individuals who are knowledgeable but who are not participating in this particular case before the Commission to observe and provide suggestions on how such programs can best be implemented. If a collaborative or workshop is not open and accessible to the public, then I would suggest the Commission hold public hearings or open meetings to gather input on the appropriate design, implementation and customer impacts associated with this program.

## Low-Income Weatherization

Q. DOES PUBLIC COUNSEL SUPPORT A LOW-INCOME WEATHERIZATION PROGRAM FOR AQUILLA?
A. Yes. We agree with MDNR that low-income weatherization is effective in benefiting lowincome consumers by helping to make natural gas bills more affordable. We do recommend that the level of funding be reduced to an amount proportional to the amount other LDCs' customers fund for weatherization programs. Based on program cost and customer numbers for Laclede, MGE and AmerenUE (excluding the $\$ 50,000$ weatherization money associated with the low-income discount $p$
rogram) I calculate a range of less than 5 cents per month for Lacledes ratepayer's to just under 13 cents per month paid by AmerenUE's customers. Compared to these other LDCs the number of Aquila gas customers is closest to the number served by AmerenUE. Calculating 13 cents per month per customer would produce a per customer payment proportional to AmerenUE for a total of $\$ 81,029$ annual low-income weatherization funding. I have recommended decoupling the experimental low-income discount from weatherization in the Staff's proposal. If the Commission adopts my recommendation to decouple the experimental low-income discount from weatherization but would like to further increase weatherization funding, I would suggest adding at most 4.2 cents per month per customer which is proportional to the additional amount AmerenUE customers will pay for the weatherization component of the experimental low-income program. This would produce $\$ 26,139$ in additional annual funding for low-income weatherization bringing the total to \$107,168.

## Energy Efficiency Proposals

Q. DO YOU SUPPORT MDNR'S PROPOSAL FOR A RESIDENTIAL EFFICIENCY PROGRAM AND COMMERCIAL EFFICIENCY PROGRAM?
A. We cannot support these programs at this time if they are to be funded by ratepayers. As MDNR witness Anita Randolph acknowledged on page 2 of her direct testimony, Aquila is seeking a substantial rate increase of over 6 million dollars in this case with over $90 \%$ of the increase sought from residential and commercial customers. The proposed rate increases together with the general burden associated with a sluggish economy do not provide a good environment for testing new programs which are not need based and are conducted at ratepayer expense. Further, I would not expect energy efficiency programs to provide similar system benefits to the general body of natural gas ratepayers as they might provide to the general body of electric customers. For example, incremental reductions in natural gas usage do not affect avoided production cost in the same manner, as might incremental reductions in electric usage because local gas distribution companies do not produce the commodity, as do many electric utilities.

## Rate Design

Q. DO YOU AGREE WITH STAFF WITNESS THOMAS TMHOFF'S PROPOSAL THAT RATES FOR THE MPS- EASTERN DISTRICT BE SET AT THE RATES DETERMINED FOR MPS -NORTH/SOUTH DISTRICT?

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1 A. No. To set the rates for the MPS- Eastern District be set at the rates determined for MPS North/South District would not appropriately attribute to the Company the uneconomic cost associated with choosing to enter and compete in the MPS-Eastern District. As shown in my direct testimony, the Commission clearly indicated that responsibility for the decision was the Company's.
Q. DOES THIS CONCLUDE YOUR TESTIMONY?
A. Yes, it does.

# The Impact of Missouri Gas Energy's <br> Experimental Low-Income Rate (ELIR) <br> On Utility Bill Payments by Low-Income Customers: <br> Preliminary Assessment 

October 2003

## Prepared By:

## Roger D. Colton

Fisher Sheehan \& Colton
Public Finance and General Economics
34Warwick Road, Belmont, MA 02478
617-484-0597 (voice) *** (617) 484-0594 (fax)
roger@fsconline.com

## Prepared for:

Missouri Gas Energy Company
Kansas City, Missouri
October 2003

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## CHAPTER 1: <br> introduction

This study looks at whether low-income Missouri Gas Energy (MGE) customers receiving energy assistance benefits through the Company's Experimental Low-Income Rate (ELIR) improve their payment patterns relative to low-income customers that do not receive such benefits. Assuming such improvement does in fact occur, the study then examines whether the cost of obtaining such improvement is reasonable given the results.

## The Unaffordability of Missouri's Winter Home Energy Bills

The observation that Missouri winters present high and unaffordable home energy bills to low-income households comes as no surprise. "Affordability" in this regard is measured by customer home energy burdens. A home energy burden is simply the household's home energy bill divided by household income. A household with an annual home energy bill of $\$ 1,500$ and an annual income of $\$ 6,000$ would therefore have a home energy burden of $25 \%(\$ 1,500 / \$ 6,000=0.25)$.

Home energy is a crippling financial burden for low-income Missouri households. Data from the National Home Energy Affordability Gap study reports that Missouri households with incomes of below $50 \%$ of the Federal Poverty Level pay $38 \%$ or more of their annual income simply for their home energy bills. Home energy unaffordability, however, is not simply the province of the very poor. Bills for households between $50 \%$ and $100 \%$ of Poverty take up $13 \%$ of income. Even Missouri households with incomes between $150 \%$ and $185 \%$ of the Federal Poverty Level often have energy bills above the percentage of income generally considered to be affordable.

Table 1
Missouri Residential Energy Burdens: By Poverty Level

| Poverty Level of Missouri Households |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  | Below $50 \%$ | $50-74 \%$ | $75-99 \%$ | $100-124 \%$ | $125-149 \%$ |
|  |  |  |  |  |  |
| Total home energy burden | $38.0 \%$ | $15.4 \%$ | $10.9 \%$ | $8.5 \%$ | $7.0 \%$ |

National Home Energy Affordability Gap: Missouri Fact Sheet (April 2003).
These, of course, are average annual burdens. Winter home energy bills as a percent of winter income impose much higher burdens.

Existing sources of energy assistance do not adequately address the energy affordability gap in Missouri. Actual low-income energy bills exceeded affordable energy bills in Missouri by nearly $\$ 273$ million at 2001/2002 winter heating fuel prices. In contrast, Missouri received a gross allotment of federal energy assistance funds of $\$ 38.7$ million for Fiscal Year 2003. Some of those funds will be used for administrative costs, weatherization, and other non-cash assistance.

One impact of the unaffordability of home energy service is the nonpayment of bills. Previous research by the Iowa Department of Human Rights (DHR), however, which is the agency administering LIHEAP in Iowa, found that bill nonpayment is perhaps not even the most significant of the adverse impacts of unaffordable winter home energy bills. A DHR study of Iowa LIHEAP recipients found that: '
$>$ Over 12 percent of Iowa LIHEAP recipients went without food to pay their home heating bill. Projected to the total participating LIHEAP population, that meant that about 7,600 low-income households (representing 20,000 Iowa citizens) went without food at times as a result of unaffordable home heating bills.
> More than one-in-five went without medical care to pay for heating bills. This included not seeking medical assistance when it was needed, not filling prescriptions for medicine when a doctor had prescribed it, and/or not taking prescription medicines in the dosage ordered by the doctor.
> Almost 30 percent reported that they did not pay other bills, but did not elaborate as to which bills were not paid. In addition to not paying other bills, many low-income households incurred debt in order to pay both their home heating bills and other basic necessities. They borrowed from friends and/or neighbors or used credit cards to pay for food and other necessities.

Recognizing both the payment problems and health and safety dangers of the lack of home energy during cold weather months, MGE adopted its Experimental Low-Income Rate (ELIR). Through ELIR, MGE provides fixed monthly credits toward MGE bills based on the Poverty Level for a participating customer. Customers with incomes of below $50 \%$ of the Federal Poverty Level were entitled to receive a monthly fixed credit of $\$ 40$, while customers with incomes of between $50 \%$ and $150 \%$ of Poverty were entitled to a credit of $\$ 20$ per month. ELIR participants were selected from customers that received federal fuel assistance through the Low-Income Home Energy Assistance Program (LIHEAP). The ELIR initiative was confined to a single geographic region. This allows MGE to compare the payment profile of energy assistance recipients

[^3]receiving ELIR credits to those energy assistance participants not receiving ELIR in an effort to isolate the impacts of the ELIR credit.

The discussion that follows is based on data from the first 21 months of the program's operation (December 2001 through August 2003). Data from the beginning and ending months (November 2001 and September 2003) was too limited to be useful and was excluded from the analysis.

## CHAPTER 2: <br> The Payment Impacts of the Experimental Low-Income Rate (ELIR)

The questions presented in this preliminary assessment are two-fold:
$>$ Does the Experimental Low-Income Rate (ELIR) reduce utility payment troubles and improve payment practices; and
$>$ If so, is the expenditure of money on this improvement reasonable given the results?

If the answer to the first question is "no," of course, the second line of inquiry becomes moot.

In assessing the payment impacts associated with ELIR, comparisons are made below between three populations:
$>$ The population of MGE customers receiving ELIR credits (hereafter known as the ELIR population);
$>$ A population of MGE customers that have received fuel assistance (and thus are known to be low-income) but that do not receive ELIR credits (hereafter known as the EA population); and
$>$ A population of customers from the general customer base chosen irrespective of income or receipt of energy assistance (hereafter known as the NOEA population).

Data was obtained on customer bills, customer payments, and customer collection history from December 2001 through August 2003. The collection activities ranged from reminder collection letters to the disconnection of service for nonpayment. The "count" of customers in any given month for the three populations was based on the number of bills issued. The number of customers in each population was roughly equal over the course of the project period to date (Table 2).

Table 2
Number of Bills Rendered for Three Study Populations Missouri Gas Energy Experimental Low-Income Rate

|  | Dec'01 | Mar '02 | Jun '02 | Sep '02 | Dec '02 | Mar '03 | Jun '03 | Aug '03 |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| ELIR population | 632 | 682 | 706 | 637 | 586 | 559 | 511 | 484 |
| EA population | 642 | 689 | 705 | 837 | 579 | 552 | 496 | 455 |
| NOEA population | 735 | 780 | 834 | 805 | 775 | 751 | 718 | 695 |

NOTE: Selected months
The timing of a bill or payment was designated using the Company's "revenue month." In addition, customer usage data (in units of energy) was provided monthly. Arrears were calculated both at the time a bill was issued (i.e., did a balance at the time a bill was posted exceed the amount of the bill) and at the time a payment was received (i.e., did a balance remain after a payment was posted). While ELIR credits were recorded as a "payment" on the Company's books, they were not considered "payments" within this analysis unless otherwise explicitly noted.

The fixed credit that the ELIR program provided to each customer represented a discount of roughly $30 \%$ of a participant's bill on a monthly basis (Table 3). Over the course of the 21 months for which data is available, the program provided a credit of $\$ 212,192$ toward a combined customer bill of $\$ 774,072$. No arrearage forgiveness was provided as a component of the program. Customers that participated in the program were subject to the same credit and collection procedures that are directed to all other customers, irrespective of income or energy assistance status.

Because of these substantial bill credits, one additional issue to be examined below involves whether the increased energy assistance can be associated with increased usage on the part of ELIR recipients. The concern to be addressed by this inquiry is whether ELIR participants use their fixed credits to increase consumption beyond that which would otherwise occur. If this occurs, the credit is subsidizing increased usage rather than increasing the affordability of MGE bills by reducing the home energy burden for ELIR participants.

Table 3
ELIR Fixed Credits in Dollars And as Percent of Total Monthly Bill

|  | ELIR Bills | ELIR Fixed Credits | Credit as Percent of Bill |
| :---: | :---: | :---: | :---: |
| December 2001 | \$42,523 | \$0 | 0\% |
| January 2002 | \$56,560 | \$16,556 | 29\% |
| February 2002 | \$57,012 | \$8,538 | 15\% |
| March 2002 | \$54,084 | \$0 | 0\% |
| April 2002 | \$48,687 | \$16,676 | 34\% |
| May 2002 | \$42,733 | \$15,332 | 36\% |
| June 2002 | \$43,437 | \$0 | 0\% |
| July 2002 | \$39,878 | \$27,605 | 69\% |
| August 2002 | \$28,026 | \$11,885 | 42\% |
| September 2002 | \$25,732 | \$11,035 | 43\% |
| October 2002 | \$25,160 | \$10,516 | 42\% |
| November 2002 | \$29,081 | \$9,002 | 31\% |
| December 2002 | \$33,202 | \$10,212 | 31\% |
| January 2003 | \$35,221 | \$9,812 | 28\% |
| February 2003 | \$35,013 | \$9,612 | 27\% |
| March 2003 | \$32,093 | \$9,625 | 30\% |
| April 2003 | \$27,268 | \$9,771 | 36\% |
| May 2003 | \$32,652 | \$9,536 | 29\% |
| June 2003 | \$30,208 | \$9,276 | 31\% |
| July 2003 | \$28,250 | \$8,787 | 31\% |
| August 2003 | \$27,250 | \$8,416 | 31\% |
| Total | \$774,072 | \$212,192 | 27\% |

## Defining the "Effectiveness" of ELIR

Low-income energy assistance program administrators have struggled for years over how to define when a program has been "effective." The question that presents itself is what level of improvement in payment patterns indicates a "successful" program.

This assessment bases its notions of "effectiveness" on a comparison of the extent to which, if at all, the treatment population (i.e., those receiving ELIR credits) move their bill payment profile toward the bill payment profile of residential customers as a whole. This definition of "success" is inherent with the notion of "affordability."

The stated purpose of ELIR is to make natural gas bills affordable to low-income customers. "Affordability" is defined in terms of "energy burdens" as described above. An affordable total home energy burden (including all home energy end uses) is generally considered to be six percent ( $6 \%$ ) of household income. ${ }^{2}$ In contrast, an affordable home heating burden is generally considered to be two percent ( $2 \%$ ) of household income. ${ }^{3}$ The fixed credits provided to ELIR customers were designed to reduce the annual natural gas bills to affordable levels given these boundaries on "affordability."

Reducing bills to an affordable level has a direct impact on how program impacts should be evaluated. The assumed effect of reducing a home energy bill to an affordable level is to remove income as a determinant of payment practices. ${ }^{4}$ If affordability is not a factor, lowincome payment practices should reflect the payment practices of the population generally. As with the general population, the payment history will not be perfect. Some customers will forget to pay. Others will have competing debts or financial obligations. Others will simply be deadbeats. Without bill unaffordability as a contributing cause, however, the payment profile of the ELIR population should demonstrate two discernible characteristics:
$>$ The ELIR payment profile should be better than the payment profile of the lowincome non-ELIR population (i.e., the EA population for this program); and

[^4]Deferred Payment Plans and the Ability to Pay of Working Poor Utility Customers, National Fuel Funds Network: Washington D.C.
$>$ The ELIR payment profile should be comparable to the payment profile of the customer population as a whole (irrespective of household income status). ${ }^{5}$

In sum, the notion of "affordability" provides a litmus test to use in measuring the effectiveness of the ELIR initiative. Having received ELIR fixed credits, do the payment practices of ELIR customers improve from those experienced by low-income customers not receiving the credits so as to reasonably reflect the payment practices of customers as a whole (irrespective of income)?

## Empirically Measuring a Payment Profile

While many people believe the only test for payment troubles involves the presence (as well as the aging) of arrears, this evaluation rejects that approach. While the assessment below obviously considers arrears an important indicator of payment troubles, it is not the only aspect of a payment profile. Instead, the discussion below examines the multiple facets of customer payment. The inquiry below will consider the following payment attributes:
$>$ A measurement of complete payment of bills;
$>$ A measurement of prompt payment of bills;
A measurement of regular payment of bills; and
> A measurement of "automaticness" of payment of bills.
The indices proposed below recognize that while MGE is most concerned with the completeness of bill payment received (a $\$ 100$ payment toward a $\$ 100$ bill is better than a $\$ 50$ payment toward a $\$ 100$ bill), there are other attributes of bill payment, as well, that should be recognized. These include promptness (timely payment is better than late payment), regularity ( 12 payments of $\$ 100$ are better than two payments of $\$ 600$ ), and "automaticness" (a payment received without utility collection effort is better than a payment coming in response to collection activity). All four of these attributes can be measured.

## The Completeness of Bill Payment

The most common indicator of whether complete payment has been received from a utility customer involves measuring both the incidence and extent of arrears. The

[^5]incidence of arrears considers the proportion of the total population in arrears. The extent of arrears considers the size of arrears at any given point in time. For this evaluation, arrears were calculated as of the date that a bill was rendered. The presence of arrears was determined by examining whether the posting of a bill for current usage yielded a balance due that was larger than the bill for current usage. If a $\$ 50$ bill for current usage resulted in a total balance of $\$ 85$, in other words, the account was deemed to have been carrying a $\$ 35$ arrears.

The alternative to examining arrears at the time of a bill is to consider whether arrears remain on an account at the time a bill payment is posted. This approach was not used for several reasons. First, some ELIR customers make multiple payments in a month. Arrears at the time of any one payment, therefore, would misstate the level of arrears the customer was carrying from month-to-month. Second, many payments for ELIR customers represent energy assistance payments. These payments are not intended to be tied to any particular monthly bill. While a $\$ 300$ energy assistance payment in November may yield a bill credit the following month, that bill credit does not accurately represent the affordability of winter home energy bills to that customer. Third, the question with arrears is not what arrears exist at any given point in time, but rather what arrears are carried from one month into the next month. That determination can only be made by looking at the arrears appearing on the next month's bill. Finally, while every account, by definition, has a bill each month, not every account has a payment each month. Examination of the arrears appearing on bills thus uses the fullest range of available data.

The incidence of arrears: The provision of ELIR fixed credits appears to substantively reduce the incidence of arrears in the low-income population. Figure 1 below presents a comparison of the percentage of bills having arrears in any given month. Again, it is assumed that every account receives one, but only one, bill in a given month. The number of bills thus reflects the number of accounts in each population in each month.

An average of $27 \%$ of the ELIR population carries arrears in any given month, compared to the average of $52 \%$ of the EA population. While the ELIR fixed credits have the effect of reducing the incidence of arrears in the low-income population, it fails to accomplish two objectives. First, the seasonal variability in low-income arrears remains. Unlike the NOEA population, for whom the incidence of arrears ranges from a maximum of $21.9 \%$ of the population to a minimum of $17.1 \%$ of the population over the 21 month period, the ELIR population has arrears running from $22.9 \%$ to $38.1 \%$ of the population.

In addition, the ELIR fails to completely reduce the incidence of arrears amongst fixed credit recipients to the level of arrears in the population as a whole. It appears evident that the ELIR credits reduce the incidence of arrears within the low-income population
by nearly half. While somewhat over one-in-four ELIR participants have arrears, however, only one-in-five customers in the general population have arrears.

Figure 1
Incidence of Arrears for ELIR, EA and NOEA Populations


Looking at the three-month average arrears presented in Figure 2 helps to smooth out some of the variability. Figure 2 indicates that ELIR has helped to reduce the incidence of lowincome arrears, and has helped to keep that incidence of arrears down over the course of the program period. The reason for the increase in arrears for both the EA population and ELIR population in July and August 2003 is beyond the purview of this evaluation.

Figure 2
Incidence of Arrears: ELIR, EA and NOEA Populations: 3-Month Average


Level of arrears: In addition to considering how many accounts are in arrears, it is important to consider the extent to which each account is in arrears as well (Figure 3). The average dollar of arrears is computed based only on those accounts having arrears. No trimming of arrears was performed either. Hence an account with an arrears of $\$ 0.50$ was treated the same as an account with arrears of $\$ 50$. In addition to reducing the number of customers with any arrears, the ELIR program helped reduce the level of arrears as well. Arrears within the low-income population was reduced from an average of $\$ 173$ in the EA population to only $\$ 104$ in the ELIR population, a reduction of $40 \%$ ( $[\$ 173-\$ 104=\$ 69$ / $\$ 173=0.40$ ).

Figure 3
Average Dollars of Arrears in the ELIR, EA and NOEA Populations


Figure 4 directly presents the success of ELIR in meeting the affordability objective articulated above. Given affordable bills, we have previously posited, ELIR participants should exhibit a payment profile equivalent to the population as a whole. Figure 4 presents an index of the ratio of the low-income dollars of arrears (for the ELIR and EA population) to the total population (NOEA) level of arrears. If the ELIR index is 1.0 , the level of ELIR arrears (in dollars) is exactly equal to the level of the NOEA level of arrears on a per account basis. If the index is 2.0 , the level of ELIR arrears is twice the level of NOEA arrears. Figure 4 indicates that for the last ten months of the program, the ELIR population has exhibited an almost identical level of performance to that of the population as a whole ((NOEA). In contrast, the EA population carries arrears between 1.5 and 2.5 times higher than the population as a whole.

Figure 4
Index of Low-Income Dollars of Arrears to Total Population Arrears

$\rightarrow-$ EA - -ELIR

## The "Promptness" of Bill Payment.

The promptness of bill payment considers not merely whether a customer pays his or her utility bill in full, but whether the customer pays his or her utility bill on time as well. If a utility renders a bill for $\$ 100$, that company wants a customer to pay the bill by the due date as well as paying the bill in full. Bill promptness is measured by the use of a "weighted arrears" statistic called "bills behind."

The use of "weighted arrears" as a mechanism to assess payment outcomes is based on a foundation first provided by the Bureau of Consumer Services (BCS) of the Pennsylvania Public Utilities Commission. According to a 1983 BCS analysis, contrary to the argument by that state's utility companies, the Pennsylvania winter shutoff moratorium did not result in an increase in the number of unpaid bills, or the amount of unpaid bills, that would have existed in the absence of a moratorium. The BCS study reported that:

Average overdue bills are at a low in November and rise to a high point in March or April. The apparent relationship of this pattern to Public Utility Commission regulations is obvious. That is, arrears are greatest at the end of the Commission's winter termination restrictions (December 1 to March

31 of the following year) and have been reduced to their lowest point immediately prior to the introduction of those restrictions for the following year. This pattern is consistent with the assertion put forward by utilities that they would be able to control arrearages if there were no winter termination restraints. However, the seasonal fluctuations are substantial only for heating accounts. Arrearages for non-heating accounts show only minor seasonal fluctuations. A comparison of [the data] suggests a simple explanation for this difference, that is, that the size of arrearages is related to the size of monthly bills. Heating customers' bills grow radically in the winter and so do their arrearages. Non-heating customers' bills change very little seasonally and their arrearages follow suit. In other words, if the assertion that winter termination restraints invite nonpayment were correct, then non-heating arrearages should show the same seasonal pattern of variations as do heating arrearages. That they do not casts substantial doubt on the assertion that PUC winter termination restraints are responsible for willful non-payment and consequent collection problems. ${ }^{6}$

This Pennsylvania report introduces the notion that any assessment of arrears must control for the impact of monthly bills. The BCS report is consistent with the BCS recommendation, often stated, to use a "weighted arrears" or "bills behind" statistic to factor out the impact of increased arrears caused by factors other than nonpayment.

BCS explains that its "bills behind" statistic "permits comparisons to be drawn between companies by eliminating the effects of different customer bills on arrearages." Without such a measure, "the interpretation of average arrearages, either over time or in comparison between companies, presents some difficulties."7

A similar analysis was performed for this evaluation. Figure 5 shows the number of average "bills behind" by month starting with January 2002 and continuing through August 2003. ${ }^{\text {. }}$

[^6]
## Figure 5 Weighted Arrears ("Bills Behind") for EA, ELIR and NOEA Populations



While the arrears discussion immediately above might seem to indicate that all three sets of customers (ELIR, EA, NOEA) stopped making payments to some extent during the winter heating season, the bills behind statistic reveals that this conclusion is misleading. The ELIR and NOEA populations have substantially similar payment patterns over the course of each year. What MGE has succeeded in doing for the ELIR population is taking the volatility out of the payment profile of program participants. While the EA population falls multiple bills behind during the summer months (reflecting a continuing high level of arrears through the warm weather months) (see Figure 3), the ELIR population is more successful in paying down its arrears so that even during those low bill months, the population in arrears stays only one or two bills behind at any given time.

## Figure 6 Index of Low-Income "Bills Behind" to Total Population "Bills Behind"




Figure 6 again shows the relationship between the two low-income populations and the population as a whole. An ELIR index of 1.0 indicates that the number of "bills behind" for the ELIR population is identical to the number of "bills behind" for the population as a whole. An ELIR index of 1.5 indicates that the number of bills behind for the ELIR population is 1.5 times higher than the number of bills behind for the population as a whole. Figure 6 indicates that ELIR is succeeding in improving the low-income payment performance so that it reflects the population as a whole (irrespective of income). This level of performance, and the improvement in performance for the ELIR population, is evident in Figure 6.

## The Regularity of Bill Payment

An examination of the regularity of bill payment measures a different aspect of a customer's payment profile than does an examination of customer arrears. A customer may maintain a relatively low level of arrears by paying multiple months of bills on an infrequent basis. An examination of January arrears, for example, does not distinguish between the customer that has made his or her last twelve monthly payments on time and in full, the customer that has made $\$ 0$ in payments during August through October (perhaps waiting for the annual

LIHEAP benefit to pay off those arrears), and the customer who makes three payments over the year of amounts equal to the total annual bill. While the "bills behind" statistic has a regularity of payment implicit in it, the regularity of payments can be directly measured.

Payment-to-bill index: The regularity of payments can be measured by indexing the total number payments to the total number of bills rendered each month. A payment-to-bill ratio of 1.0 means that for every bill that is rendered, exactly one payment has been received. More meaningful is to conclude that for every ten (10) bills rendered, ten (10) payments have been received. A payment-to-bill ratio of 0.8 means that for every ten bills rendered, eight payments have been received.

Figure 7
Payment-to-Bill Ratio by Month for ELIR, EA and NOEA Populations


The payment-to-bill ratio does not consider the size or "completeness" of a payment. Measuring the completeness of payment is accomplished through other aspects of the customer payment profile. The regularity of bill payment is considered important because of the generally accepted proposition that if "some" payment is made on an account in any given month, there is an increased likelihood that the customer will be able to make a future payment sufficient to reduce the account balance to $\$ 0$. The April bill is easier to
pay in full, in other words, if the customer has made some payment toward the March bill, even if that March payment is only a partial payment.

Figure 7 shows that ELIR customers do not have a consistently better payment-to-bill ratio than the EA population. Wile ELIR customers began with payment-to-bill ratios of close to 0.8 , that "regularity" performance deteriorated through the program period. Why and how ELIR customers can maintain their performance on arrearage indicators while showing deterioration in payment regularity deserves future study.

Payments resulting in $\$ 0$ balances: Given the deterioration in the payment-to-bill ratio of ELIR participants, an inquiry into the extent to which those payments that are being made succeed in clearing the customer's account becomes more important. Figure 8 shows an index of the number of accounts on which monthly payments were made to the number of accounts on which such payments reduced the account balance to $\$ 0$. If the index is 1.0 , $100 \%$ of the payments reduced the balance to $\$ 0$. If the index is $0.5,50 \%$ of the payments reduced the account balance to $\$ 0$. Accounts on which no payments were made in a month are not included in this analysis. A $\$ 0$ balance includes those accounts having credit balances.

While the payment-to-bill index indicates a deterioration in the regularity of payments by ELIR customers, Figure 8 shows that ELIR customers have exhibited a remarkable consistency in using their payments to clear their accounts of arrears. While nearly $80 \%$ of all ELIR payments result in a $\$ 0$ balance on the account, ${ }^{9}$ only $60 \%$ of EA payments result in the account being free of arrears.

[^7]Figure 8
Ratio of Payments Yielding \$0 Balance by Month for EA, ELIR and NOEA Populations


The index in Figure 8 does not indicate how many payments have been made. The extent of payments is discussed above. Figure 8 demonstrates, however, that not all payments are equal. While Figure 7 would appear to indicate that the payment performance of EA and ELIR participants is virtually identical in the months of January 2003 through August 2003 (and, indeed, they are from a regularity of payment perspective), Figure 8 shows that those ELIR payments far more frequently reduce account balances to $\$ 0$. Far more EA payments, in other words, are partial payments than are ELIR payments.

Figure 8 shows that the failure of low-income customers to bring their accounts current through a monthly payment in a particular month is not even necessarily bad news from the perspective of MGE. The Figure demonstrates that the Company's customers will make "some" payment on their accounts, even if the payment is only in partial satisfaction of their total outstanding arrears. If the index of payments resulting in a $\$ 0$ balance is 0.4 , in other words, what this means is that while $40 \%$ of the payments made
reduced account balances to $\$ 0,60 \%$ of the households making payments made their payments even though the account still had a balance remaining after the payment. ${ }^{10}$

Finally, it is interesting to see how the LIHEAP benefits flow through this data. The jump in payments resulting in a $\$ 0$ balance in December might at first seem counterintuitive. It would not be immediately evident, in other words, why the number of customer payments resulting in a $\$ 0$ balance amongst EA customers would actually increase when the higher-cost cold weather months came around. The explanation lies with LIHEAP. LIHEAP payments made in November and December reduce total balances for recipients to the point where an increased number of those recipients can zero out their account balance in that month or in the ensuing month.

## The "Automaticness" of Bill Payment.

The final set of metrics involves measuring the extent to which bill payments are made without resort to collection activity on the part of the company. The need to initiate collection activity in response to bill nonpayment is evidence first of a risk of possible longterm nonpayment (and write-off). As arrears become older and larger, the risk of the need ultimately to write-off the revenue as uncollectible increases. These write-offs directly increase a utility's cost of service. In addition, as arrears become older and larger, the need increases for a company to incur out-of-pocket collection expenses. Again, the result is an increase in the cost of service.

Nonpayment shutoffs (NPSOs) amongst all accounts: The disconnection of service for nonpayment (referred to by MGE as a nonpayment shutoff, or, NPSO) is considered by most to be the ultimate collection device by a natural gas utility. An NPSO not only costs the utility money in direct out-of-pocket expenses, however, but it also increases the likelihood that the arrears underlying the NPSO will be lost to uncollectibles as well as costs the utility money in lost revenue that would have been generated from sales that would have occurred during the time the customer was off the system.

Nonpayment shutoffs are measured using two different indices. The first index considers NPSOs per 100 bills rendered each month. A bill is used as the proxy for each separate account. This ratio of NPSOs per 100 bills permits an examination of the relative rate of NPSOs within the three study populations (the ELIR population, the low-income population, and the population as a whole) at any given point in time as well as over and within a period of time.

[^8]Figure 9
Ratio of NPSOs to Total Accounts for EA, ELIR and NOEA Populations


Figure 9 shows that ELIR has reduced the rate of NPSOs within the ELIR population well below that of the low-income population that does not receive ELIR credits. Over the 21 -month period, ELIR reduced the overall rate of service terminations for nonpayment by $65 \%$, from 2.8 per 100 accounts to only 1.0 per 100 . Indeed, Figure 10 , which presents the same data except on a three-month rolling average basis, shows the relationship even more clearly.

While the rate at which accounts are disconnected for nonpayment within the EA population is at or above 2-in-100 for 13 of the 19 months for which 3-month rolling average data is available, the three month rolling average not once ever reaches 2 -in- 100 . Indeed, the rate at which EA customers are disconnected for ELIR customer for nonpayment reaches 3-in100 on a three month rolling average basis in eight of the 21 months of data.

Figure 10
Ratio of NPSOs to Total Accounts for EA, ELIR and NOEA Populations on a 3-Month Rolling Average


Collection letters per 100 accounts: A "low-level" activity by the Company undertaken to collect past due accounts is the generation of a collection letter. While the expense of each letter is not great, the quantity generated contributes to their overall cost. For example, with an average number of EA accounts of roughly 700, the Company generated more than 3,100 collection letters in a 21 -month period. The Company generated 891 collection letters for its ELIR population in the same time period.

Figure 11
Collection Letters per 100 Accounts for EA, ELIR and NOEA Accounts


The data in Figure 11 demonstrates that while the ELIR population experienced 7.1 collection letters per account on an average monthly basis, the NOEA (total population irrespective of income) experienced a rate of collection letters of only 6.4 per 100 accounts. These both stand in sharp contrast to the collection rate of 29.0 collection letters per 100 accounts within the low-income, non-ELIR (EA) population. As can be seen, the ELIR program reduced the generation of collection letters by more than $75 \%$.

Returned checks for insufficient funds: The final collection activity tracked for purposes of this evaluation involves the incidence of checks that are returned to the company due to the lack of sufficient funds. Figure 12 presents the data. ELIR succeeds in bringing the rate at which the low-income population issues returned checks down to the level of the overall population. While the general population produced 0.2 returned checks for every 100 payments made to the company, the ELIR population produced 0.3 returned checks per 100 payments. In contrast, the low-income population not receiving ELIR produced 1.1 returned checks for every 100 payments. ELIR appears to have reduced the incidence of returned checks within the low-income population by more than $70 \%$.

Figure 12
Returned Checks per 100 Payments for NA, ELIR and NOEA Populations


## A CONSIDERATION OFUSAGE IMPACTS

The grant of fixed credits to the ELIR population does not appear to provide an incentive for those customers to systematically increase their energy consumption. Figure 13 presents the monthly consumption data. While the EA population has a total average monthly consumption of 86 therms per month, the ELIR population has a total average consumption of 68 therms. The ELIR population has consumption that is roughly $20 \%$ lower than the EA population. The consumption of the ELIR population is much closer to the total population average monthly usage of 72 therms than to the comparable low-income population not receiving ELIR credits.

The consumption for the ELIR and EA populations was tested for statistical significance at the 0.05 level. With an average consumption of 86 therms ( $\mathrm{RSE}=0.92$ ), the EA population had a statistically significant higher consumption than did the ELIR customers, who had an average consumption of 68 therms ( $\mathrm{RSE}=0.81$ ).

It cannot be concluded that the MGE ELIR program resulted in an increase in consumption relative to those customers not receiving ELIR fixed credits.

Figure 13
Average Monthly Usage for EA, ELIR and NOEA


## Summary of Payment Impacts

Based on the above data, the following conclusions are proffered with respect to the payment impacts generated by the Missouri Gas Energy Experimental Low-Income Rate (ELIR):
$>$ ELIR improved the completeness of bill payment, as measured by the incidence and level of arrears.
$>$ ELIR improved the promptness of bill payment, as measured by a weighted arrears ("bills behind") statistic.

- While ELIR did not improve the regularity of bill payment as measured by a payments-per-bill statistic, ELIR did improve the extent to which payments made reduced account balances to $\$ 0$.
$>$ ELIR improved the "automaticness" of bill payment, as measured by collection activities and returned checks.
$>$ ELIR did not induce an increase in consumption amongst customers receiving fixed credits.


# Chapter 3: <br> The Financial Implications of MGE's Experimental Low-Income Rate (ELIR) 

Having found that the ELIR program generates substantial payment benefits for the participant population, this section of the analysis turns its attention to an examination of whether those changes in the payment profiles of ELIR participants can be achieved at a reasonable cost to the customer base.

## Identifying the Costs of Nonpayment

The building blocks to be used in considering the financial impacts of the ELIR program involve assessing the costs associated with nonpayment. The cost of non-payment of a residential utility bill generally consists of three separate components:
> The cost of collecting the past-due bill (collection costs);
$>$ The cost of obtaining replacement revenue (either internally or externally) for the time the billed revenue goes uncollected; and
$>$ The cost of revenue ultimately written off as uncollectible.
The discussion below will separately consider each of these components.

## The Cost of Collection

The cost of collecting unpaid bills depends on both the collection interventions that are put into play and the point in time at which the interventions are activated. Little collection activity occurs within the first 30 days after a bill is first rendered. This occurs for three reasons:
$>$ The billed revenue is not overdue; or
$>$ The size of the receivable is not sufficiently large to cost-justify incurring collection expenses; and/or
> The age of the receivable is not sufficiently old to place the receivable at risk of long-term non-collection or eventual uncollectability.

The longer a receivable ages, the more subsequent bills will pancake on top of the oldest arrears ${ }^{11}$ and the greater the long-term risk accrues of eventual uncollectability. On a per account basis, therefore, an older arrears imposes greater costs in three ways:
> It generates a larger number of dollar lag days giving rise to working capital expense;
$>$ It generates more intense (and thus more expensive) collection interventions; and

It creates high levels of charge-offs.
Reducing both the level and age of arrears, therefore, should result in direct dollar savings to the utility experiencing the reductions.

In reaching this conclusion, resource expenditures that are not avoided altogether but that are redirected to other productive tasks are considered to be "saved" in this analysis. If a half-time full time equivalent ( 0.50 FTE ) can be moved from collecting 90 -day old residential arrears to performing other productive work, the labor cost associated with that 0.50 FTE is deemed a "savings" to the collection activities of a company.

Collection Timeline: Assuming a bill is rendered on Day 1 of a collection timeline, and is due on Day 20 , significant intervention costs begin to accrue to the utility at around Day 40. The following interventions occur along the collection timeline:
$>$ If a customer-initiated in-bound calls occurs, it will generally occur before the due date of the second bill;
$>$ An out-bound collection call will happen within ten days of the date of the second bill (which first contains the Bill 1 arrears);
$>$ A written disconnect notice is issued within ten days of the out-bound reminder telephone call;
$>$ A written disconnect notice generally generates a response by the customer. If a payment is not made, an in-bound call is handled;

- A field disconnection notice is delivered within ten to fourteen days of the presumed receipt of the written disconnect notice;

[^9]$>$ A service termination occurs within three days of the delivery of the field disconnection notice;
$>$ If service is reconnected, the reconnection generally occurs within one day of the service termination;
> Write-offs are presumed to occur at day 180 after the initial bill.
The collection time line assumed for this analysis is as follows:

| A Typical Collection Time Line and Costs Days from Bill Date |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  |  |  |  |  |
|  |  | 31-60 | 61-90 | 91-150 |
| Bill \#1 rendered | Day 1 |  |  |  |
| Bill past due | Day 21 |  |  |  |
| In-bound call | Day 25 (\$8) |  |  |  |
| Out-bound call |  | Day 40 (\$5) |  |  |
| Written DNP notice |  | Day 50 (\$0.50) |  |  |
| In-bound query |  | Day 53 (\$8) |  |  |
| Deliver DNP notice |  |  | Day 64 (\$35) |  |
| Disconnect service |  |  | Day 67 (\$40) |  |
| Reconnect service |  |  | Day 68 (\$45) |  |
| Final bill issued |  |  | Day 74 (\$6) |  |
| Write-off |  |  |  | Day 180 |
| Total cost | \$8.00 | \$13.50 | \$126.00 | \$0.00 |

The costs presented in this time line are rounded to eliminate any sense of false precision. Clearly, also, individual customers may deviate from the norm.

The data presented above have been combined into a model that considers the financial impact of the ELIR initiative. The model considers the change in costs to MGE that arise from the implementation of ELIR. Based on the discussion above, the cost savings are estimated assuming that in the absence of ELIR, the ELIR population would demonstrate the same payment profile as the non-ELIR low-income population.

Assuming that an account traverses the entire range of collection interventions once, that account will cause MGE to incur nearly $\$ 150$ in costs exclusive of any final write-off amount. Of the total collection costs, $85 \%$ ( $\$ 126$ of $\$ 147.50$ ) are incurred in the period running form 60 to 90 days after a bill is first issued. Keeping an arrears from entering the $61-90$ day age bucket will thus provide a substantial cost savings to a utility. However, the bulk of the costs arise from an account entering the active disconnect process. Even if an account enters the $61-90$ day age bucket, therefore, unless the arrears progresses to the beginning of field services, substantial savings will not arise from collection savings.

## The Cost of Replacement Revenue

Whenever a utility bills a dollar of revenue without collecting it, that utility will incur a cost of money associated with the unpaid bill. The cost of money will manifest itself in one of two ways. Either:
$>$ The utility will procure money to replace the unpaid revenue (external sources); or
$>$ The utility will use internal cash to replace the unpaid revenue (internal sources).

In the first instance, the company will incur a cost at the weighted rate of return. Since working capital is a capital expense for ratemaking purposes, the equity portion of the return will have an income tax component associated with it. ${ }^{12}$ In the second instance, in the absence of the need to use the internally-generated cash to meet cash working capital needs, the company would have presumably have invested that cash. Again, the cost consequence of the unpaid revenue is thus quantified at the rate of the weighted cost of capital (grossed up for taxes).

A customer will bring two revenue components into play in any given month:
$>$ The unpaid arrears from prior months' bills; ${ }^{13}$ and
The bill for current usage.

[^10]The Cost of Arrears: The unpaid arrears will fall into the various aging buckets that a company maintains. For purposes of analysis, the discussion below will assume that ELIR arrears would be placed into one of three aging buckets: (1) 30-day arrears; (2) 60 -day arrears; and (3) $90+$-day arrears.

The working capital costs imposed by arrears are based on the number of revenue lag days created by the arrears. The revenue lag days represent the incremental number of days that a bill remains unpaid from the day the bill is first rendered. The days from the day a bill is rendered to an on-time payment is supplied by assumption ( 15 days, assuming that bills are paid three-quarters of the way through a 20 -day payment period). The incremental lag days are then calculated by placing the arrears at the mid-point of each aging bucket.
$>$ A 30-day arrears thus adds 20 days to the initial billing period (the final five days of the payment period plus one-half of the 30 -day arrears period).
$\Rightarrow$ A 60 -day arrears adds 30 more incremental days (the final 15 days of the 30 day arrears period plus one-half of the 60 -day arrears period);
$>$ A 90 -day arrears adds 105 more days. Since the 90 -day bucket is open-ended, it is unreasonable to assume that the arrears fall within the first 30 -days of this age bucket. This analysis supplies the age of $90+$-day arrears by taking the arrears out to one-month short of the time at which they are written off as uncollectible (at Day 180). This process adds the final 15 days of the 60 -day arrears period plus the 90 more days to 150 days).

The dollar lag days are computed by multiplying the dollars in arrears times the incremental lag days for that month. The dollar lag days are then multiplied by a daily cost of capital to determine the working capital expense.

Table 4 below presents the working capital expense associated with arrears within any given month.

## Table 4 <br> Calculation of Working Capital for Any Given Month

|  | Bill Date to Due <br> Date | 30-Day <br> Active | 60-Day <br> Active | 90-Day <br> Active |
| :--- | :---: | :---: | :---: | :---: |
| Arrears | $\$ 100$ | $\$ 100$ | $\$ 100$ | $\$ 100$ |
| Incremental Age | 15 | 20 | 30 | 105 |
| Dollar Lag Days | 1,500 | 2,000 | 3,000 | 10,500 |
| Annualized Weighted Return | $8.5 \%$ | $8.5 \%$ | $8.5 \%$ | $8.5 \%$ |
| Gross Up Factor for Taxes | $40.0 \%$ | $40.0 \%$ | $40.0 \%$ | $40.0 \%$ |
| Weighted Return (GUFT) | $11.9 \%$ | $11.9 \%$ | $11.9 \%$ | $11.9 \%$ |
| Days per Year | 365 | 365 | 365 | 365 |
| Daily Return (GUFT) | $0.0308 \%$ | $0.0308 \%$ | $0.0308 \%$ | $0.0308 \%$ |
| Working Capital | $\$ 0.46$ | $\$ 0.62$ | $\$ 0.93$ | $\$ 3.29$ |
| Annualizing Factor | 12 | 12 | 12 | 12 |
| Annualized Working Capital | $\$ 5.56$ | $\$ 7.42$ | $\$ 11.14$ | $\$ 39.45$ |
| $\quad$. |  |  |  |  |
| WC per $\$ 1,000$ Receivables | $\$ 55.58$ | $\$ 74.16$ | $\$ 111.41$ | $\$ 394.48$ |
| Per $\$ 1000$ 0.0326\% |  |  |  |  |

It is important to note that the working capital expense is not additive, but incremental. With a 60 -day arrears appearing on a July bill, for example, the working capital associated with those dollars in the month they were billed would have been determined in May. The working capital associated with them when they were 30 -day arrears would have been calculated in June. The working capital expense above is presented on a dollars-per-arrears basis.

The working capital expense for a particular month would thus need to be determined as follows (in a hypothetical illustration):

## Table 5 Illustration of Working Capital Calculation

|  | Bill Date to <br> Due Date | $30-$ Day <br> Active | 60 -Day <br> Active | 90 -Day <br> Active | Total |
| :--- | :---: | :---: | :---: | :---: | :---: |
| WC per $\$ 1,000$ Receivables | $\$ 55.58$ | $\$ 74.16$ | $\$ 111.41$ | $\$ 394.48$ |  |
| Dollars of receivables | $\$ 30,000,000$ | $\$ 3,600,000$ | $\$ 2,000,000$ | $\$ 6,700,000$ |  |
| Receivables $(\$ 1000$ increments) | 30,000 | 3,600 | 2,000 | 6,700 |  |
| Working capital | $\$ 1,667,277$ | $\$ 266,970$ | $\$ 222,818$ | $\$ 2,643,006$ | $\$ 4,800,071$ |

The Cost of Current Bills: Current bills in any particular month must be divided into two buckets. The first bucket captures those bills that are paid by the due date. The second bucket captures those bills that are not paid by the due date and thus will be reflected as 30 -day arrears in the next month. Both buckets are limited to those dollars that are eventually paid and do not proceed to charge-off.

The significance of the two buckets is simply that dollars in the first bucket are assumed to be paid before the due date. The working capital associated with these current bills thus includes only those days between the billing date and the payment date. In contrast, the dollars that proceed to become arrears go full-term, and thus have a full 20 -days of working capital associated with them. For current bills that eventually become arrears, the incremental days of working capital are recognized and calculated in the working capital calculations relating to arrears.

On a per $\$ 1,000$ basis, the working capital associated with current bills not subject to eventually being charged-off is as follows:

## Table 6 <br> Working Capital Grossed Up for Taxes per $\mathbf{\$ 1 , 0 0 0}$ in Receivables

Bill Date to Due Date
Current bill not in arrears ..... $\$ 100$
Incremental Age ..... 15
Dollar Lag Days ..... 1,500
Annualized Weighted Return ..... 8.5\%
Gross Up Factor for Taxes (GUFT) ..... 40.0\%
Weighted Return (GUFT) ..... 11.9\%
Days per Year ..... 365
Daily Return (GUF'T) ..... $0.0308 \%$
Working Capital ..... $\$ 0.46$
Annualizing Factor ..... 12
Annualized Working Capital ..... $\$ 5.56$
WC per \$1,000 Receivables ..... \$55.58
The significance of this calculation lies in the ability to reduce the incremental age of the current bill at the time it is paid in the current month. The same calculation, assuming that bills are paid at Day 10 rather than Day 15, would result in the following cost determination:

## Table 7 <br> Working Capital Grossed up for Taxes <br> Assuming Bill Payment at Day 10

|  | Bill Date to Due Date |
| :--- | :---: |
| Current bill not in arrears | $\$ 100$ |
| Incremental Age | 10 |
| Dollar Lag Days | 1,000 |
| Annualized Weighted Return | $8.5 \%$ |
| Gross Up Factor for Taxes | $40.0 \%$ |
| Weighted Return (GUFT) | $11.9 \%$ |
| Days per Year | 365 |
| Daily Return (GUFT) | $0.0308 \%$ |
| Working Capital | $\$ 0.31$ |
| Annualizing Factor | 12. |
| Annualized Working Capital | $\$ 3.70$ |
|  |  |
| WC per \$1,000 Receivables | $\$ 37.02$ |

As can be seen, reducing the bill payment date from Day 15 to Day 10 would save nearly $\$ 20$ per $\$ 1,000$ of current receivables.

## The Cost of Charge-offs

The final cost component to be considered is the cost of charge-offs. The first out-ofpocket cost of charge-offs is the rate at which bills are to be written-off. Charge-offs have both a prospective and a retrospective component to them.
$>$ The prospective component consists of applying the charge-off rate to all future bills rendered for current usage;
$>$ The retrospective component consists of applying the charge-off rate to the arrears that are brought into the ELIR program.

While by its nature, the prospective rate will be repeatedly applied (as each month's current usage is billed), the retrospective component involves a one-time application to the arrears that exist on the books as arrears at the beginning of the program. Data does not exist to disaggregate the rate of charge-off based on the age of arrears.

The rate of charge-off differs depending on the age of arrears. Experience counsels that $95 \%$ of 30 -day arrears are collectable, $90 \%$ of 60 -day arrears are collectable, and $85 \%$ of $90+$-day arrears are collectable. As an arrears ages, only the incremental charge-off should be considered. Under the circumstances identified above, the incremental chargeoff rate is five percent for each age bucket.

In addition to the charged-off revenue itself, the working capital associated with carrying bills until they are finally charged-off is an expense to be considered. Some portion of each age bucket of arrears will proceed along the collection time line until it is charged off. By having those bills paid in a particular month, rather than proceeding to chargeoff, a utility would avoid the working capital from the point in time in question to the date of charge-off. Thus, for example, the time remaining until charge-off would be as follows by age bucket:
> Current receivables: 165 days
> 30-day arrears: 145 days
60-day arrears: 115 days
$90+$-day arrears: 10 days
If a company has $\$ 100$ in current receivables, $2.5 \%$ of which will eventually be chargedoff (at day 180), then having the entire $\$ 100$ paid in Month 1 will avoid $\$ 0.13$ in future working capital simply for the charge-off amount. A 30 -day arrears of $\$ 100$ would result in an avoided working capital of $\$ 0.11$ simply for the charge-off amount. The calculation translating this into a cost per $\$ 1,000$ of receivables is set forth below:

## Table 8 <br> Working Capital Associated with Charge-offs

|  | Bill Date to <br> Due Date | 30 Day Active | 60 Day Active | 90 Day Active |
| :--- | :---: | :---: | :---: | :---: |
| CHARGE-OFF WORKING CAPITAL |  |  |  |  |
| Maximum Age of Charge Off | 180 |  |  |  |
| Potential charge-off rate | $2.5 \%$ |  |  |  |
| Potential Charge Off Dollars | $\$ 2.50$ | $\$ 2.50$ | $\$ 2.50$ | $\$ 2.50$ |
| Days Remaining until Charge Off | 165 | 145 | 115 | 10 |
| Doilar Lag Days | 413 | 363 | 288 | 25 |
| Potential Working Capital | $\$ 0.13$ | $\$ 0.11$ | $\$ 0.09$ | $\$ 0.01$ |
| Annualizing Factor | 1 | 1 | 1 | 1 |
| Annualized Working Capital | $\$ 0.13$ | $\$ 0.11$ | $\$ 0.09$ | $\$ 0.01$ |
|  |  |  |  |  |
| WC per $\$ 1,000$ Receivables | $\$ 52.14$ | $\$ 45.68$ | $\$ 36.06$ | $\$ 3.09$ |

## Summary of the Costs of Nonpayment

In summary, the costs associated with nonpayment can be categorized into three elements:
> The cost of collection, which involves the expenses associated with interventions which the utility triggers in response to nonpayment;
$>$ The cost of replacing the revenue that is billed but not collected. This cost arises whether the company generates its replacement revenue externally or internally; and
$>$ The costs of charge-offs. This expense involves both the charge-off itself and the working capital associated with the billed revenue carried to the charge-off date.

## The Costs and Net Costs of the ELIR Initiative

The total direct costs of the fixed credits provided through the ELIR initiative reached $\$ 212,192$. These dollar figure were taken directly from the data provided by MGE through its data base. Spread over an average ELIR participation rate of 610 accounts,
the per participant cost was $\$ 348$ per participant. The ELIR program generated $\$ 135,000$ in offsetting program savings. The total net program cost was accordingly $\$ 77,000$, or a net program cost of $\$ 126$ per participant. A calculation of the program cost offsets is presented in Appendix A.

The bulk of the cost savings accrued in three primary areas:
$>$ Avoided charge-offs $(\$ 38,639)$;
Avoided collection costs (\$41,273); and
Avoided nonpayment shutoffs (NPSOs) $(\$ 35,974)$.
Savings were relatively constant throughout the program by month. Savings, in other words, did not substantially increase in either the winter or summer months. Total savings by month are presented in Figure 14.

Figúre. 14


The detailed financial analysis is presented in Appendix A. Three general observations will help explain the sources of the savings. While this data is embedded in the impact discussion above, it is presented again below.

## Customers in Arrears

Substantial savings arise from the ELIR program because significantly fewer ELIR accounts experienced arrears. Table 9 shows the percentage of accounts in arrears by month for the ELIR and the EA populations.

Table 9
Percent of Accounts in Arrears: ELIR vs. EA Populations

|  | EA Accounts | ELIR Accounts |
| :---: | :---: | :---: |
| December-01 | 57\% | 38\% |
| January-02 | 51\% | 23\% |
| February-02 | 52\% | 29\% |
| March-02 | 50\% | 28\% |
| April-02 | 49\% | 32\% |
| May-02 | 55\% | 29\% |
| June-02 | 56\% | 24\% |
| July-02 | 55\% | 25\% |
| August-02 | 54\% | 30\% |
| September-02 | 55\% | 26\% |
| October-02 | 53\% | 25\% |
| November-02 | 51\% | 28\% |
| December-02 | 51\% | 27\% |
| January-03 | 48\% | 23\% |
| February-03 | 49\% | 23\% |
| March-03 | 47\% | 25\% |
| April-03 | 50\% | 23\% |
| May-03 | 52\% | 25\% |
| June-03 | 55\% | 28\% |
| July-03 | 54\% | 32\% |
| August-03 | 53\% | 32\% |
| Average over program period | 52\% | 27\% |

A reduction in the number of accounts in arrears has multiple implications:
> It reduces the working capital required for arrears.
$>$ It reduces the amount of revenue subject to charge-off.
$>$ It reduces the number of accounts subject to disconnection of service for nonpayment.
$>$ It reduces non-service termination collection costs associated with nonpayment.

The reduced number of accounts in arrears is one of the most significant factors affecting the reduction in costs arising as a result of ELIR.

One impact of a reduction in the number of accounts in arrears is the reduction in the cost of collection (not associated with the termination of service). Use August 2002 as an illustrative month. In August 2002, there were 662 ELIR participants. If these accounts experienced an incidence of arrears at the rate of the EA population, $54 \%$ would have been in arrears ( 357 accounts). At an average collection cost of $\$ 12.94$, MGE would have spent $\$ 4,625$ on collections. In fact, only $30 \%$ of ELIR accounts were in arrears (199). At an average collection cost of $\$ 12.94$, the company spent only $\$ 2,569$ on collections, a savings of more than $\$ 2,000$.

## Dollars in Arrears

Not only are there fewer accounts in arrears as a result of ELIR, but those accounts that are in arrears carry lower arrears in terms of dollars. ELIR customers ran substantially lower arrears every month of the program. Table 10 presents the data by month. Only in November 2002 did the arrears approach each other ( $\$ 89$ for EA customers; $\$ 86$ for ELIR customers). No ready explanation is available for this clearly anomalous month.

The dollars of arrears and accounts in arrears do not operate independently. It is important to remember that they have their individual effects, but the combined effect is even greater. For example, consider the month of August 2002. There were 662 ELIR participants during August 2002. If those customers reflected the EA population, 54\% would have been in arrears with an average arrears of $\$ 145$. The total arrears would have been $\$ 51,835$. In fact, under ELIR, only $30 \%$ of the accounts were in arrears with an average arrears of $\$ 104$. The total arrears was only $\$ 20,654$ for the ELIR population. Because of the lower arrears, there was both a substantial working capital savings as well as a reduction in the dollars subject to charge-off.

Table 10
Dollars in Arrears by Month: ELIR vs. EA Populations

|  | EA Accounts | ELIR Accounts |
| :--- | :---: | :---: |
| December-01 | $\$ 181$ | $\$ 104$ |
| January-02 | $\$ 188$ | $\$ 101$ |
| February-02 | $\$ 198$ | $\$ 110$ |
| March-02 | $\$ 210$ | $\$ 121$ |
| April-02 | $\$ 203$ | $\$ 138$ |
| May-02 | $\$ 193$ | $\$ 136$ |
| June-02 | $\$ 182$ | $\$ 125$ |
| July-02 | $\$ 183$ | $\$ 127$ |
| August-02 | $\$ 145$ | $\$ 104$ |
| September-02 | $\$ 139$ | $\$ 85$ |
| October-02 | $\$ 113$ | $\$ 73$ |
| November-02 | $\$ 89$ | $\$ 66$ |
| December-02 | $\$ 129$ | $\$ 80$ |
| January-03 | $\$ 177$ | $\$ 108$ |
| February-03 | $\$ 184$ | $\$ 113$ |
| March-03 | $\$ 214$ | $\$ 117$ |
| April-03 | $\$ 204$ | $\$ 120$ |
| May-03 | $\$ 184$ | $\$ 95$ |
| June-03 | $\$ 188$ | $\$ 90$ |
| July-03 | $\$ 184$ | $\$ 85$ |
| August-03 | $\$ 153$ | $\$ 84$ |

## Service Terminations per 100 Accounts in Arrears

A final illustration of how and why cost savings arise lies in the rate at which customers have service terminated for nonpayment. Two factors reduce the number of terminations. First, the rate at which service terminations per 100 accounts in arrears is reduced. Even those customers that fall into arrears, in other words, are not in arrears so far that they experience the loss of service for nonpayment. Second, there are fewer customers in arrears with which to begin. Table 11 presents the monthly data on the rate of service termination per 100 accounts in arrears.

Table 11
Service Terminations per 100 Accounts in Arrears: ELIR vs. EA Populations

|  | EA Accounts | ELIR Accounts |
| :--- | :---: | :---: |
| December-01 | 0 | 0.7 |
| January-02 | 0.6 | 0 |
| February-02 | 0.3 | 0.3 |
| March-02 | 2.3 | 0 |
| April-02 | 2.3 | 0.5 |
| May-02 | 1.8 | 0.6 |
| June-02 | 18.6 | 4.2 |
| July-02 | 18.8 | 1.9 |
| August-02 | 9.7 | 5 |
| September-02 | 8.4 | 4 |
| October-02 | 0 | 1.2 |
| November-02 | 12.2 | 3.2 |
| December-02 | 0 | 0 |
| January-03 | 0 | 0 |
| February-03 | 4 | 0.5 |
| March-03 | 6.9 | 4.5 |
| April-03 | 3.4 | 4.2 |
| May-03 | 5.7 | 3 |
| June-03 | 7.6 | 2.3 |
| July-03 | 5.5 | 2.6 |
| August-03 | 0.8 | 3.9 |

To illustrate, use again the August 2002 data used above. In August 2002, there were 662 ELIR accounts. If the incidence of arrears was at the rate experienced by the EA population, there would have been 357 accounts in arrears. In August 2002, service terminations occurred at the rate of 9.7 per every 100 accounts in arrears. With 357 accounts in arrears, 34.7 terminations could be expected. In fact, however, service terminations for ELIR customers occurred at the rate of only 5.0 per every 100 accounts in arrears. Moreover, in fact, only $30 \%$ of ELIR customer accounts were in arrears. Given these reduced collection rates and reduced numbers of arrears, the ELIR population experienced only 9.9 terminations ( $662 \times 0.30 * 5 / 100=9.9$ ).

The month-by-month calculation of actual ELIR collection activity, as well as the actual level and incidence of ELIR arrears is presented in Appendix A. This analysis compares
this actual data to what the performance of the ELIR population would have been had ELIR reflected the EA performance instead.

## SUMMARY OF Financial Impacts

Base don the above data and discussion. The following conclusions are proffered with respect to the financial impacts generated by the Missouri Gas Energy Experimental Low-Income Rate (ELIR):
$>$ The improved payment profile of ELIR customers generates significant financial savings to the company. These savings arise primarily in the areas of reduced collection costs, reduced charge-offs, and reduced carrying costs. The Company's ELIR generates a cost offset of more than $\$ 135,000$.
$>$ In particular, the reduced incidence and rate of nonpayment shutoffs generates a cost savings to the company.
$>$ In particular, the reduced incidence and level of arrears within the ELIR population generate cost savings to the company.
$>$ Cost savings arose almost equally during every month of the program period. The savings were not isolated either to the warm weather months or to the cold weather months.
$>$ While the savings from the ELIR do not completely offset the costs of the program, the net cost of the ELIR program to the Company was reduced to $\$ 77,000$ for an average participation rate of 610 customers. The net cost was roughly $\$ 126$ per participant over the entire 21 -month period $(\$ 77,000 / 610=$ $\$ 126)$. The net annualized cost per participant was thus $\$ 72(\$ 126 / 21 \times 12=$ \$72).

Appendix A.




Beginning Arrears

| EA population | Total Arrears |
| :--- | ---: |
| Total accounts | 642 |
| Percentage accounts in arrears | $57 \%$ |
| Number of accounts in arrears | 366 |
|  | $\$ 181.00$ |


| Beginning Arrears |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  | Working Capital Until Charge-off |  |  |  |  |
| EA Population | Total | 30-day amears | 60-day arrears | 90-day arrears | Total |
| Total beginning arrears | \$66.235 | \$16,559 | \$13,247 | \$36,429 |  |
| Collectability rate |  | 95\% | 90\% | 85\% |  |
| Total write-off | \$7,617 | \$828 | \$1,325 | \$5.464 |  |
| Working capital per \$1,000 arrears written off |  | \$45.68 | \$36.06 | \$3.09 |  |
| Working capital for write-offs |  | \$37.82 | \$47.77 | \$16.88 | \$102.47 |
| ELIR population | Working Capital Until Charge-off |  |  |  |  |
|  | Total | 30-day arrears 60 -day arrears 90 -day arrears |  |  | Total $\begin{aligned} & \\ & \\ & \\ & \\ & \\ & \\ & \$ 50\end{aligned}$ |
| Total beginning arrears | \$66,235 | \$16,559 | \$13,247 | \$36,429 |  |
| Collectability rate |  | 98\% | 95\% | 90\% |  |
| Total write-off | \$4,636 | \$331 | \$662 | \$3,643 |  |
| Working capital per \$1,000 arrears written off |  | \$45.68 | \$36.06 | \$3.09 |  |
| Working capital for write-offs |  | \$15.13 | \$23.88 | \$11.26 |  |
|  |  |  |  |  |  |
| Charge-off cost savings | \$2,981 | \$497 | \$662 | \$1,821 | \$2.981] |

December-01
Monthly Arrears: Working Capital

| EA population | Total Arrears (\$s) | 30-day Arrea | 60-day arrears | 90-day arrears | Total |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Dollars | \$65,203 | \$16,301 | \$13,041 | \$35,862 |  |
| Dollars adjusted for charge-offs |  | \$15,486 | \$11,737 | \$30,483 |  |
| \$1,000 increments |  | 15.49 | 11.74 | 30.48 |  |
| Working capital per \$1,000 |  | \$6.18 | \$9.28 | \$32.87 |  |
| Tolol working capital expense |  | \$96 | \$109 | \$1,002 | \$1,207 |
| ELIP population | Total Arrears (\$s) | 30-day Arrear | 60-day arrears | 90-day arrears |  |
| Dollars | \$24,977 | \$6,244 | \$4,995 | \$13,737 |  |
| Dollars adjusted for charge-offs |  | \$5,932 | \$4,496 | \$11,677 |  |
| \$1,000 increments |  | 5.93 | 4.50 | 11.68 |  |
| Working capital per \$1,000 |  | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capital expense |  | \$37 | ----342 | \$384 | \$462 |
| coostsavings |  | \$59 | \$ $\$ \overline{7}$ | 管18 | \$744- |


|  | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs | 30-day Arre | -day arrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Incremental uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$3,260 | \$815 | \$652 | \$1.793 |  |
| \$1,000 increments |  | 0.82 | 0.65 | 1.79 |  |
| Working capita! per $\$ 1,000$ |  | \$45.68 | \$36.06 | \$3.09 |  |
| Tootal working capital expense |  | \$37.23 | \$23.51 | \$5.53 | \$66.27 |
| ELIP population | Total charge-offs | 30-day Arrears 60 -day arrears |  | 90-day arrears |  |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Incremental uncoilectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectabte dollars | \$1,249 | \$312 | \$250 | \$687 |  |
| \$1,000 increments |  | 0.31 | 0.25 | 0.69 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | 514.26 | \$9.01 | \$2.12 | \$25.39 |
| [Cost savings | \$2,011 | \$23 | \$15 | \$3 | \$41 |



| Collection Savings |  |
| :---: | :---: |
| Percentage of accounts in arrears (EA) | 57\% |
| Total number of accounts | 632 |
| Accounts in arrears | 360 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$4,662 |
| Percentage of accounts in arrears (ELIP) | 38\% |
| Total number of accounts | 632 |
| Accounts in arrears | 240 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$3,108 |
| CTost ${ }^{\text {cavings }}$ | \$1.554! |

January－02


| Charge－offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge－offs 30－day Arre | day arrears | 90－day arrears | Totat |
| Collectability factor | 95．0\％ | 90．0\％ | 85．0\％ |  |
| incremental uncollectable rate | 5．0\％ | 5．0\％ | 5．0\％ |  |
| Uncollectable dollars | \＄3，135 \＄784 | \＄627 | \＄1．724 |  |
| \＄1，000 increments | 0.78 | 0.63 | 1.72 |  |
| Working capilal per \＄1，000 | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capitat expense | \＄35．80 | \＄22．61 | \＄5．32 | \＄63．74 |
| ELIP population | Total charge－offs 30－day Arre | day arrears | 90－day arrears |  |
| Collectability factor | 95．0\％ | 90．0\％ | 85．0\％ |  |
| Incremental uncollectable rate | 5．0\％ | 5．0\％ | 5．0\％ |  |
| Uncollectable dollars | \＄760 \＄190 | \＄152 | \＄418 |  |
| \＄1，000 increments | 0.19 | 0.15 | 0.42 |  |
| Working capital per \＄1，000 | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capitat expense | \＄8．67 | \＄5．48 | \＄1．29 | \＄15．44 |
| Costsavings | \＄2．376－ーーー $\$ 27$ | \＄17 | \＄4 | \＄48 |


| DNP per 100 Accts in Arrears（EA） | 0.6 |
| :---: | :---: |
| No．accts in arrears（100 increments） | 3.34 |
| DNPs | 2.0 |
| Cost per DNP | \＄121．18 |
| Total cost of DNPs | \＄243 |
| DNP per 100 Accts in Arrears（ELIP） | 0 |
| No．acots in arrears（ 100 increments） | 1.50 |
| DNPs | 0.0 |
| Cost per DNP | \＄121．18 |
| Total cost of DNPs | \＄0 |
| ［Cost savings | \＄243］ |


| Collection Savings Percentage of accounts in arears（EA） | 51\％ |
| :---: | :---: |
| Total number of accounts | 654 |
| Accounts in arrears | 334 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄4，316 |
| Percentage of accounts in arrears（ELIP） | 23\％ |
| Total number of accounts | 654 |
| Accounts in arrears | 150 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄1，946 |
| CCost saving | \＄2，3701 |


|  | Monthly Arrears: Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arears (\$s) | 30-day Arrea | 60-day arrears | 90-day arears | Total |
| Doilars | \$69,086 | \$17.272 | \$13,817 | \$37,997 |  |
| Dollars adjusted tor charge-offs |  | \$16,408 | \$12,436 | \$32,298 |  |
| \$1,000 increments |  | 16.41 | 12.44 | 32.30 |  |
| Working capital per \$1,000 |  | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capital expense |  | \$101 | \$115 | \$1,062 | \$1,278 |
| EL.IP population | Total Arrears (\$s) | 30-day Atrea | 60-day arrears | 90-day arrears |  |
| Dollars | \$21,405 | \$5,351 | \$4,281 | \$11,773 |  |
| Dollars adjusted for charge-offs |  | \$5,084 | \$3,853 | \$10,007 |  |
| \$1,000 incremments |  | 5.08 | 3.85 | 10.01 |  |
| Working capitat per \$1,000 |  | \$6.18 | \$9.28 | \$32.87 |  |
| [Total working capital expense |  | \$31 | 536 | 5329 | \$396 |
| ICosit savings |  | \$70 | \$80 | \$733 | ¢ $\overline{8} \overline{81}$ |









August-02


September-02
Monthly Arrears: Working Capital


|  | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs | 30-day Arrea | day amrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$2,435 | \$609 | \$487 | \$1,339 |  |
| \$1,000 increments |  | 0.61 | 0.49 | 1.34 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$27.81 | \$17.56 | \$4.13 | \$49.50 |
| ELIP population | Total charge-offs | 30-day Arre | day arrears | 90 -day arrears |  |
| Collectability factor |  | 95.0\% | 90.0\% | - $85.0 \%$ |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$704 | \$176 | \$144 | \$387 |  |
| \$1,000 increments |  | 0.18 | 0.14 | 0.39 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$8.04 | \$5.08 | \$1.19 | \$14.31 |
| Costusavings | \$17,731 | \$20 | \$12 | \$3 | \$35 |


| Disconnection Savings DNP per 100 Accts in Arrears (EA) | 8.4 |
| :---: | :---: |
| No. accts In arrears (100 increments) | 3.50 |
| DNPs | 29.4 |
| Cost per DNP | \$121.18 |
| Total cost of DNPs | \$3,566 |
| DNP per 100 Accts in Arrears (ELIP) | 4 |
| No. acts in arrears ( 100 increments) | 1.66 |
| DNPs | 6.6 |
| Cost per DNP | \$121.18 |
| Total cost of DNPs | \$803 |
| Pcosi savings | \$2.763 |


| Coliection Savings |  |
| :---: | :---: |
| Percentage of accounts in arrears (EA) | 55\% |
| Total number of accounts | 637 |
| Accounts in arrears | 350 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$4.534 |
| Percentage of accounts in arrears (ELIP) | 26\% |
| Total number of accounts | 637 |
| Accounts in arrears | 166 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$2,143 |
| rcost savings | \$2.390] |

October-02

## Monthly Arrears: Working Capital

| EA population | Tetal Arrears (\$s) 30-day Arrears 60-day arrears |  |  | 90 -day arrears | Total |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Dollars | \$36,533 | \$9,133 | \$7,307 | \$20,093 |  |
| Dollars adjusted for charge-offs |  | \$8,677 | \$6,576 | \$17,079 |  |
| \$1,000 increments |  | 8.68 | 6.58 | 17.08 |  |
| Working capital per \$1,000 |  | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capital expense |  | \$54 | \$61 | \$561 | \$676 |
| ELIP population | Total Arrears (\$s) 30-day Arrears 60-day arrears |  |  | 90-day arrears |  |
| Dollars | \$11,133 | \$2,783 | \$2,227 | \$6,123 |  |
| Dollars adjusted for charge-offs |  | \$2,644 | \$2,004 | \$5,204 |  |
| \$1,000 increments |  | 2.64 | 2.00 | 5.20 |  |
| Working capital per \$1,000 |  | \$6.18 | \$9.28 | \$32,87 |  |
| Total working capital expense |  | \$16 | \$19 | \$171 | \$206 |
| CCostsavings |  |  | \$ ${ }^{42}$ | \$390 | 4770 |


|  | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs | 30-day Arre | -day arrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable doilars | \$1,827 | \$457 | \$365 | \$1,005 |  |
| \$1,000 increments |  | 0.46 | 0.37 | 1.00 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$20.86 | \$13.17 | \$3.10 | \$37.13 |
| ELIP population | Total charge-offs | 30-day Arre | day arrears | 90-day arrears |  |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$557 | \$139 | \$111 | \$306 |  |
| \$1,000 increments |  | 0.14 | 0.11 | 0.31 |  |
| Working capilal per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$6.36 | \$4.01 | \$0.94 | \$17 32 |
| Cosstsavings | \$1, $\mathbf{2}^{7} \overline{0}$ | \$15 | \$9 | \$2 | \$26-> |


|  | Disconnection Savings |
| :--- | ---: |
| DNP per 100 Accts in Arrears (EA) | 0 |
| No. accts in arrears (100 increments) | 3.23 |
| DNPs | 0.0 |
| Cost per DNP | $\$ 121.18$ |
| Total cosi of DNPs | $\$ 0$ |
| DNP per 100 Accts in Arrears (ELIP) | 1.2 |
| No. accts in arrears (100 increments) | 1.53 |
| DNPs | 1.8 |
| Cost per DNP | $\$ 121.18$ |
| Total cost of DNPs | $\$ 222$ |
| ICostsavings |  |


| Coilection Savings |  |
| :--- | ---: |
| Percentage of accounts in arrears (EA) |  |
| Totar number of accounts | $53 \%$ |
| Accounts in arrears | 610 |
| Cost per account in arrears | 323 |
| Total non-DNP collection cost | $\$ 12.94$ |
|  | $\$ 4,184$ |
| Percentage of accounts in arrears (ELIP) | $25 \%$ |
| Total number of accounts | 610 |
| Accounts in arrears | 153 |
| Cost per account in arrears | $\$ 12.94$ |
| Total non-DNP collection cost | $\$ 1,973$ |
| 「Cost savings |  |

November-02

|  | Monthly Arrears: Working CapitalTotal Arrears (\$s) 30 -day Arregrs 60-day arears90-day arrears |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population |  |  |  | Total |
| Dollars | \$27,279 \$6,820 | \$5,456 | \$15,004 |  |
| Dollars adjusted for charge-offs | \$6.479 | \$4,910 | \$12,753 |  |
| $\$ 1,000$ increments <br> Working capital per $\$ 1,000$ | 6.48 $\$ 6.18$ | $\begin{gathered} 4.91 \\ \$ 9.28 \end{gathered}$ | $\begin{aligned} & 12.75 \\ & \$ 32.87 \end{aligned}$ |  |
| Topal working capital expense | $-$ | S46 | $\cdots$ | \$505 |
| ELIP population | Total Arrears (\$s) 30 -day Arrears 60 -day arrears |  | 90-day arears |  |
| Dollars | \$11,106 $\quad \$ 2.777$ | \$2,221 | \$6.109 |  |
| Doillars adjusted for charge-offs | S2,638 2.64 | \$1,999 | ${ }_{55,192}$ |  |
| Working capital per \$1,000 | \$6.18 | \$9.28 | \$32.87 |  |
| Trotal working capital expense |  | 819 | ---- 8171 | 6206 |
| CCostisaving | -- |  | - | 3299 |


December-02

| EA population | Monthly Arrears: Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | Total Arrears (\$s) 30 -day Arrears 60 -day arrears |  | 90-day arrears | Total |
| Dollars | \$38,553 \$9,638 | \$7,711 | \$21,204 |  |
| Dollars adjusted for charge-offs | \$9,156 | \$6,940 | \$18,023 |  |
| \$1,000 increments | 9.16 | 6.94 | 18.02 |  |
| Total working capital expense | $\$ 57$ | $\$ 84$ | - \$32.87 |  |
|  |  |  | -\$592 | \$713 |
| ELIP population | Total Arrears (\$s) 30-day Arrears 60-day arrears |  | 90-day arrears |  |
| Doilars | \$12.658 \$3,164 | \$2,532 | \$6,962 |  |
| Dollars adjusted for charge-offs | \$3,006 | \$2,278 | \$5,917 |  |
| \$1,000 increments | 3.01 | 2.28 | 5.92 |  |
| Working capital per \$1,000 | \$6.18 | \$9.28 | \$32.87 | \$234 |
| Total working capital expense | \$19 |  | \$195 |  |
| Cost savings | \$38 | \$43 | \$398 | 479 |


|  | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs | 30-day Arre | day arrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncoliectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dolars | \$1,928 | \$482 | \$386 | \$1,060 |  |
| \$1.000 increments |  | 0.48 | 0.39 | 1.06 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total worklng capital expense |  | \$22.01 | \$13.90 | \$3.27 | \$ $\mathbf{3}+1.19$ |
| ELIP population | Total charge-offs | 30-day Arre | day arrears | 90-day arrears |  |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$633 | \$158 | \$127 | \$348 |  |
| \$1,000 increments |  | 0.16 | 0.13 | 0.35 |  |
| Working capital per $\$ 1.000$ |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$7.23 | \$4.56 | \$1.07 | \$12.87. |
| [Cost savins | 31. | \$ 15 | \$9 | \$2 | \$26 |


| Disconnection Saving <br> ONP per 100 Accts in Arrears (EA) | 0 |
| :---: | :---: |
| No. accts in arrears (100 increments) | 2.99 |
| DNPs | 0.0 |
| Cost per DNP | \$121.18 |
| Total cost of DNPS | \$0 |
| DNP per 100 Accts in Arrears (ELIP) | 0 |
| No. accts in arrears (100 increments) | 1.58 |
| DNPS | 0.0 |
| Cost per DNP | \$121.18 |
| Total cost of DNPs | \$0 |
| [Cost savings | \$01 |


| Coliection Savings |  |
| :--- | ---: |
| Percentage of accounts in arrears (EA) |  |
| Totat rumber of accounts | $51 \%$ |
| Accounts in arrears | 586 |
| Cost per account in arrears | 299 |
| Total non-DNP collection cost | $\$ 12.94$ |
| Percentage of accounts in arrears (ELIP) | $\$ 3,867$ |
| Total number of accounts | $27 \%$ |
| Accounts in arrears | 586 |
| Cost per account in arrears | 158 |
| Total non-DNP collection cost | $\$ 12.94$ |
| 「Cosil savings. | $\$ 2,047$ |

January－03
Monthly Arrears：Working Capital

|  | Monthly Arrears：Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arrears（\＄s） | 30－day Arrear | －day arrears | 90－day arrears | Total |
| Dollars | \＄49，022 | \＄12，255 | \＄9，804 | \＄26，962 |  |
| Dollars adjusted for charge－offs |  | \＄11，643 | \＄8．824 | \＄22，918 |  |
| \＄1，000 increments |  | 11.64 | 8.82 | 22.92 |  |
| Working capital per \＄1，000 |  | \＄6．18 | \＄9．28 | \＄32．87 |  |
| Tolal working capital expense |  | \＄72 | \＄82 | \＄753 | \＄907 |
| ELIP population | Total Arrears（\＄s） | 30－day Arrear | －day arrears | 90－day arrears |  |
| Dollars | \＄14，333 | \＄3，583 | \＄2，867 | \＄7，883 |  |
| Dollars adjusted for charge－offs | $=$ | \＄3，404 | \＄2，580 | \＄6，701 |  |
| \＄1，000 increments |  | 3.40 | 2.58 | 6.70 |  |
| Working capital per $\$ 1,000$ |  | \＄6．18 | \＄9．28 | \＄32．87 |  |
| Total working capital expense |  | \＄21 | \＄24 | \＄220 | \＄265 |
| iCost savings |  | \＄5 |  | \＄533 | \＄642 |


|  | Charge－offs Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge－offs 30 －day Are | day arrears | 90－day arrears | Total |
| Collectability factor | 95．0\％ | 90．0\％ | 85．0\％ |  |
| Uncollectable rate | 5．0\％ | 5．0\％ | 5．0\％ |  |
| Uncollectable dollars | \＄2，451 \＄613 | \＄490 | \＄1，348 |  |
| \＄1，000 increments | 0.61 | 0.49 | 1.35 |  |
| Working capitat per \＄1，000 | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capital expense | \＄27．99 | \＄17．68 | \＄4．16 | \＄49．83 |
| ELIP population | Total charge－offs | 30－day Arrears 60 －day arrears | 90－day arrears |  |
| Collectability factor |  | 90．0\％ | 85．0\％ |  |
| Uncollectable rate |  | 5．0\％ | 5．0\％ |  |
| Uncollectable dollars | \＄717 \＄179 | \＄143 | \＄394 |  |
| \＄1，000 increments | 0.18 | 0.14 | 0.39 |  |
| Working capital per $\$ 1.000$ | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capital expense | \＄8．18 | \＄5．17 | \＄1．22 | \＄14．57 |
| ¢Cost | \＄1，734－ーニー $\$$ | \＄13 | \＄3 | \＄35 |


| Discornection Savings |  |
| :--- | ---: |
| DNP per 100 Accts in Arears（EA） | 0 |
| No．accts in arrears（100 increments） | 2.83 |
| DNPs | 0.0 |
| Cost per DNP | $\$ 121.18$ |
| Total cost of DNPs | $\$ 0$ |
|  |  |
| DNP per 100 Accts in Arrears（ELIP） | 0 |
| No．accts in arrears（100 Increments） | 1.33 |
| DNPs | 0.0 |
| Cost per DNP | $\$ 121.18$ |
| Total cost of DNPs | $\$ 0$ |
| ICosisavings |  |


| Collection Savings |  |
| :---: | :---: |
| Percentage of accounts in arrears（EA） | 48\％ |
| Total number of accounts | 577 |
| Accounts in arrears | 277 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄3，584 |
| Percentage of accounts in arrears（ELIP） | 23\％ |
| Total number of accounts | 577 |
| Accounts in arrears | 133 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄1，717 |
| TCost savings | \＄1．867 |

February-03



|  | Charge-offs Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs 30-day Arre | day arrears | 90-day arrears | Total |
| Collectability factor | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$2,811 \$703 | \$562 | \$1,546 |  |
| \$1,000 increments | 0.70 | 0.56 | 1.55 |  |
| Working capital per $\$ 1.000$ | \$45.88 | \$36.06 | \$3.09 |  |
| Total working capital expense | \$32.10 | \$20.27 | \$4.77 | \$57.15 |
| ELIP population | Total charge-offs | 30-day Arrears 60-day arrears | 90-day arrears |  |
| Collectability factor |  | 90.0\% | 85.0\% |  |
| Uncollectable rate | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$818 \$204 | \$164 | \$450 |  |
| \$1,000 increments | 0.20 | 0.16 | 0.45 |  |
| Working capital per \$1,000 | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense | \$9.34 | \$5.90 | \$1.39 | \$16.62 |
| cosst savings | \$1.994-ニー- ${ }^{\text {2 }} \mathbf{2}$ | \$14 | \$3 | \$41 ${ }^{-0}$ |


April－03

|  | Monthly Arrears：Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arrears（\＄s） | 30－day Arrea | －day arrears | 90－day arrears | Total |
| Dollars | \＄55，794 | \＄13，949 | \＄11，159 | \＄30，687 |  |
| Dollars adjusted for charge－offs |  | \＄13，251 | \＄10，043 | \＄26，084 |  |
| \＄1，000 increments |  | 13.25 | 10.04 | 26.08 |  |
| Working capilal per \＄1，000 |  | \＄6．18 | \＄9．28 | \＄32．87 |  |
| Total working capital expense |  | \＄82 | \＄93 | \＄857 | \＄1，032 |
| ELIP population | Total Arrears（\＄s）$\$ 15,097$ | 30－day Arrears 60－day arrears |  | 90 －day arrears |  |
| Doliars |  | \＄3，774 | \＄3，019 | \＄8．303 |  |
| Dollars adjusted for charge－ofts |  | \＄3，586 | \＄2，717 | \＄7，058 |  |
| \＄1，000 increments |  | 3.59 | 2.72 | 7.06 |  |
| Working capital per $\$ 1,000$ |  | \＄6．18 | \＄9．28 | \＄32．87 |  |
| Total working cepital expense |  | \＄22 | \＄25 | \＄232 | \＄279 |
| Coststsvings |  | \＄$\overline{0}$ | \＄68 | $\$ 625$ | \＄753］ |


|  | Charge－offs Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge－offs 30－day Arre | －day arrears | 90－day arrears | Total |
| Collectabiity factor | 95．0\％ | 90．0\％ | 85．0\％ |  |
| Uncollectable rate | 5．0\％ | 5．0\％ | 5．0\％ |  |
| Uncollectable doflars | \＄2，790 \＄697 | \＄558 | \＄1，534 |  |
| \＄1，000 increments | 0.70 | 0.56 | 1.53 |  |
| Working capital per $\$ 1,000$ | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capital expense | \＄31．86 | \＄20．12 | \＄4．73 | \＄56．71 |
| ELIP population | Total charge－offs 30－day Arre | day arrears | 90－day arrears |  |
| Collectability factor | 95．0\％ | 90．0\％ | 85．0\％ |  |
| Uncollectable rate | 5．0\％ | 5．0\％ | 5．0\％ |  |
| Uncollectable doilars | \＄755 \＄189 | \＄151 | \＄415 |  |
| \＄1，000 increments | 0.19 | 0.15 | 0.42 |  |
| Working capital per $\$ 1,000$ | \＄45．68 | \＄36．06 | \＄3．09 |  |
| Total working capital expense | \＄8．62 | \＄5．44 | \＄1．28 | \＄15．35 |
| Costsavings | \＄2．035－ーーー－${ }^{\text {\％}} \mathbf{2 3}$ | \＄15 | \＄3 | \＄41－ |


| Disconnection Savings ONP per 100 Accts in Arrears（EA） | 3.4 |
| :---: | :---: |
| No．accts in arrears（ 100 increments） | 2.74 |
| DNPs | 9.3 |
| Cost per DNP | \＄121．18 |
| Total cost of DNPs | \＄1．127 |
| DNP per 100 Accts in Arrears（ELIP） | 4.2 |
| No．accls in arrears（ 100 increments） | 1.26 |
| DNPs | 5.3 |
| Cost per DNP | \＄121．18 |
| Total cost of DNPs | \＄640 |
| Pcosts ${ }_{\text {anvings }}$ | \＄ 487 |


| Collection Savings |  |
| :---: | :---: |
| Percentage of accounts in arrears（EA） | 50\％ |
| Tolal number of accounts | 547 |
| Accounts in arrears | 274 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄3，539 |
| Percentage of accounts in arrears（ELIP） | 23\％ |
| Totai number of accounts | 547 |
| Accounts in arrears | 126 |
| Cost per account in arrears | \＄12．94 |
| Total non－DNP collection cost | \＄1，628 |
| CCost saving | \＄1，911 |

May-03

|  | Monthly Arrears: Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arrears (\$s) 30-day Arrea | 60-day arrears | 90 -day arrears | Total |
| Doliars | \$51,093 \$12,773 | \$10,219 | \$28,101 |  |
| Doliars adjusted for charge-offs | \$12,135 | \$9,197 | \$23,886 |  |
| \$1,000 increments | 12.13 | 9.20 | 23.89 |  |
| Working capital per \$1,000 | . $\$ 6.18$ | .-\$9.28 | \$32.87 |  |
| Total working capital expense | \$75 | \$85 | - $\$ 785$ | \$945 |
| ELIP population | Total Arrears (\$s) 30-day Arrea | 60-day arrears | 90-day arrears |  |
| Dollars | \$12,683 \$3,171 | \$2,537 | \$6,975 |  |
| Doliars adjusted for charge-offs | \$3,012 | \$2,283 | - $\quad$. $\$ 5.929$ |  |
| \$1,000 increments | 3.01 | 2.28 | 5.93 |  |
| Working capital per \$1,000 | \$6.18 | \$9.28 | \$32.87. |  |
| Total working capital expense | $\$ 19$ | \$21 | \$195 | \$235 |
| [Costsavings | \$56 | \$64 | \$590 | \$711 |


| EA population | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  | Total charge-offs | 30-day Arre | day arrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars | \$2,555 | \$639 | \$511 | \$1,405 |  |
| \$1,000 increments |  | 0.64 | 0.51 | 1.41 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Tolal working capital expense |  | \$29.17 | \$18.42 | \$4.33 | \$51.93 |
| ELIP population | Total charge-offs | 30-day Arrears 60-day arrears |  | 90-day arrears | \$12.89 |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate | \$634 | 5.0\% | 5.0\% | 5.0\% |  |
| Uncollectable dollars |  | \$159 | \$127 | \$349 |  |
| \$1,000 increments |  | 0.16 | 0.13 | 0.35 |  |
| Worklng capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$724 | \$4.57 | \$1.08 |  |
|  |  |  |  |  |  |



June-03

|  | Monthly Arrears: Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arrears (\$s) | 30-day Arrear | 60-day arrears | 90-day arrears | rotal |
| Dollars | \$52.837 | \$13,209 | \$10,567 | \$29,061 |  |
| Dollars adjusted for charge-offs |  | \$12,549 | \$9,511 | \$24,701 |  |
| \$1,000 increments |  | 12.55 | 9.51 | 24.70 |  |
| Working capitai per \$1,000 |  | \$6.18 | --.--\$9.28 | \$32.87 |  |
| Total working capital expense |  | \$78 | \$88 | \$812 | \$978 |
| ELIP population | Total Arrears (\$s) | 30-day Arrear | 60-day arrears | 90-day arrears |  |
| Dollars | \$12,877 | \$3,219 | \$2,575 | \$7,082 |  |
| Dollars adjusted for charge-offs |  | \$3,058 | \$2,318 | \$6,020 |  |
| \$1,000 increments |  | 3.06 | 2.32 | 6.02 |  |
| Working capitai per $\$ 1,000$ |  | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capital expense |  | \$19 | \$22 | \$198 | \$238 |
| icosisaving |  | \$ 59 | \$67 | \$614 | \$739 |



July-03



| Disconnection Savings DNP per 100 Accts in Arrears (EA) | 5.5 | Collection Savings Percentage of accounts in arrears (EA) | 54\% |
| :---: | :---: | :---: | :---: |
| No. actis in arrears ( 100 increments) | 2.68 | Total number of accounts | 496 |
| ONPs | 14.7 | Accounts in arrears | 268 |
| Cost per DNP | \$121.18 | Cost per account in arrears | \$12.94 |
| Total cost of DNPs | \$1,785 | Total non-DNP collection cost | \$3,466 |
| ONP per 100 Accts in Arrears (ELIP) | 2.6 | Percentage of accounts in arrears (ELIP) | 32\% |
| No. acts in arears ( 100 Increments) | 1.59 | Total number of accounts | 496 |
| DNPs | 4.1 | Accounts in arrears | 159 |
| Cost per DNP | \$121.18 | Cost per account in arrears | \$12.94 |
| Total cost of DNPs | \$500 | Total non-DNP collection cost | \$2,054 |
| [Coststsuings | 51.283 | 「Cost savings | - $\$ 1 . \overline{412}$ |

August-03

|  | Monthly Arrears: Working Capital |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
| EA population | Total Arrears (\$5) 30-day Arrea | -day arears | 90-day arrears | Total |
| Doilars | \$39,248 $\quad \$ 9,812$ | \$7,850 | \$21,586 |  |
| Doilars adjusted for charge-offs | \$9,321 | \$7,065 | \$18,348 |  |
| \$1,000 increments | 9.32 | 7.06 | 18.35 |  |
| Working capital per $\$ 1,000$ | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capital expense | \$58 | \$66 | \$603 | \$726 |
| ELIP population | Total Arrears (\$s) 30 -day Arrears 60-day arrears |  | 90-day arrears |  |
| Dollars | \$13,010 \$3,252 | \$2,602 | \$7,155 |  |
| Dotlars adjusted for charge-offs | \$3,090 | \$2,342 | \$6,082 |  |
| \$1,000 increments | 3.09 | 2.34 | 6.08 |  |
| Working capital per $\$ 1,000$ | \$6.18 | \$9.28 | \$32.87 |  |
| Total working capita expense | \$19 | \$22 | \$200 | \$241 |
| costsavins | \$39 | \$44 | \$403 | \$ 486 |


|  | Charge-offs Working Capital |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
| EA population | Total charge-offs | 30-day Arrea | day arrears | 90-day arrears | Total |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncoliectable rate |  | 5.0\% | 5.0\% | - 5.0\% |  |
| Uncollectable doliars | \$1,962 | \$491 | \$392 | \$1,079 |  |
| \$1.000 increments |  | 0.49 | 0.39 | 1.08 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$22.41 | \$14.15 | \$3.33 | \$39.89 |
| ELIP population | Total charge-offs | 30-day Arrea | day arrears | 90-day arrears |  |
| Collectability factor |  | 95.0\% | 90.0\% | 85.0\% |  |
| Uncollectable rate |  | 5.0\% | 5.0\% | 5.0\% |  |
| Uncotlectable doliars | \$650 | \$163 | \$130 | \$358 |  |
| \$1,000 increments |  | 0.16 | 0.13 | 0.36 |  |
| Working capital per \$1,000 |  | \$45.68 | \$36.06 | \$3.09 |  |
| Total working capital expense |  | \$7.43 | \$4.69 | $\$ 1.10$ | \$13.22 |
| Costsavings | \$1, $\overline{312}$ | \$15 | \$9 | \$2 | \$27 |


| Disconnection Savings DNP per 100 Accts in Arrears (EA) | 0.8 |
| :---: | :---: |
| No. accts in arrears ( 100 increments) | 2.57 |
| DNPs | 2.1 |
| Cost per DNP | \$121.18 |
| Total cost of DNPs | \$249 |
| DNP per 100 Accts in Arrears (ELIP) | 3.9 |
| No. accts in arrears (100 increments) | 1.55 |
| DNPs | 6.0 |
| Cost per DNP | \$121.18 |
| Total cost of DNPs | \$732 |
| YCostsaving | \$ $\$ 483$ |


| Collection Savings |  |
| :---: | :---: |
| Percentage of accounts in arrears (EA) | 53\% |
| Total number of accounts | 484 |
| Accounts in arrears | 257 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$3,319 |
| Percentage of accounts in arrears (ELIP) | 32\% |
| Total number of accounts | 484 |
| Accounts in arrears | 155 |
| Cost per account in arrears | \$12.94 |
| Total non-DNP collection cost | \$2,004 |
| CCost savings | \$1,315 |

Poverty Level by Household Size(2003)

|  |  |  |  |  |  |  |
| ---: | ---: | ---: | ---: | ---: | ---: | ---: |
| Poverty Level Range | Household Size |  |  |  |  |  |
|  | 1 | 2 | 3 | 4 | 5 | 6 |
| $25 \%$ | $\$ 2,245$ | $\$ 3,030$ | $\$ 3,815$ | $\$ 4,600$ | $\$ 5,385$ | $\$ 6,170$ |
| $50 \%$ | $\$ 4,490$ | $\$ 6,060$ | $\$ 7,630$ | $\$ 9,200$ | $\$ 10,770$ | $\$ 12,340$ |
| $75 \%$ | $\$ 6,735$ | $\$ 9,090$ | $\$ 11,445$ | $\$ 13,800$ | $\$ 16,155$ | $\$ 18,510$ |
| $100 \%$ | $\$ 8,980$ | $\$ 12,120$ | $\$ 15,260$ | $\$ 18,400$ | $\$ 21,540$ | $\$ 24,680$ |
| $125 \%$ | $\$ 11,225$ | $\$ 15,150$ | $\$ 19,075$ | $\$ 23,000$ | $\$ 26,925$ | $\$ 30,850$ |
| $150 \%$ | $\$ 13,470$ | $\$ 18,180$ | $\$ 22,890$ | $\$ 27,600$ | $\$ 32,310$ | $\$ 37,020$ |

SOURCE:100\% Federal Poverty Level: 68 Federal Register 6456-6458 (February 7, 2003).

Natural Gas Burden at 4\% Based On Poverty Level by Household Size(2003)
Poverty Level Range
Household Size

|  | 1 | 2 | 3 | 4 | 5 | 6 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| $25 \%$ | $\$ 90$ | $\$ 121$ | $\$ 153$ | $\$ 184$ | $\$ 215$ | $\$ 247$ |
| $50 \%$ | $\$ 180$ | $\$ 242$ | $\$ 305$ | $\$ 368$ | $\$ 431$ | $\$ 494$ |
| $75 \%$ | $\$ 269$ | $\$ 364$ | $\$ 458$ | $\$ 552$ | $\$ 646$ | $\$ 740$ |
| $100 \%$ | $\$ 359$ | $\$ 485$ | $\$ 610$ | $\$ 736$ | $\$ 862$ | $\$ 987$ |
| $125 \%$ | $\$ 449$ | $\$ 606$ | $\$ 763$ | $\$ 920$ | $\$ 1,077$ | $\$ 1,234$ |
| $150 \%$ | $\$ 539$ | $\$ 727$ | $\$ 916$ | $\$ 1,104$ | $\$ 1,292$ | $\$ 1,481$ |
| URCE:100\% Federal Poverty Level: 68 Federal Register $6456-6458$ (February 7, 2003). |  |  |  |  |  |  |

Unaffordable Expenditures At Assumed Staff Discounts (Light Shading)
Discount But Within Affordable Natural Gas Burden Absent Discount (Dark Shading)
Poverty Level Range Household Size


SOURCE:100\% Federal Poverty Level: 68 Federal Register 6456-6458 (February 7, 2003).

Natural Gas Burden at 4\% Based On Poverty Level by Household Size(2003)
Unaffordable Expenditures At $\$ 20$ and $\$ 40$ Tiered Discounts (Shaded)
Discount But Within Affordable Natural Gas Burden Absent Discount (Dark Shading)
Poverty Level Range
Household Size

|  | 1 | 2 | 3 | 4 | 5 | 6 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | \%has |  | \$153 | \$184 | \$215 | \$247 |
| 50\% | \$180 | \$242 | \$305 | \$368 | \$431 | \$494 |
| 75\% |  | 4 48364 蜀 | \$458 | \$552 | \$646 | \$740 |
| 100\% | 4- ${ }^{\text {a }}$ S359: | \$485 | \$610 |  | 2 C | \%. |
| 125\% | \$449 | \$606 | \$763 | \$920 | \$1,077 | \$1,234 |
| 150\% |  | \$727 | \$916 | \$1,104 | \$1,292 | \$1,481 |

SOURCE:100\% Federal Poverty Level: 68 Federal Register 6456-6458 (February 7, 2003).

Natural Gas Burden at 4\% Based On Poverty Level by Househoid Size(2003)
Unaffordable Expenditures At Multi-Tier Discounts (Shaded)
Discount But Within Affordable Natural Gas Burden Absent Discount (Dark Shading)
Poverty Level Range Household Size

|  | 1 | 2 | 3 | 4 | 5 | 6 |
| ---: | :---: | :---: | ---: | ---: | ---: | ---: |
| $25 \%$ | $\$ 90$ | $\$ 121$ | $\$ 153$ | $\$ 184$ | $\$ 215$ | $\$ 247$ |
| $50 \%$ | $\$ 180$ | $\$ 242$ | $\$ 305$ | $\$ 368$ | $\$ 431$ | $\$ 494$ |
| $75 \%$ | $\$ \$ 2699$ | $\$ 364$ | $\$ 458$ | $\$ 552$ | $\$ 646$ | $\$ 740$ |
| $100 \%$ | $\$ 359$ | $\$ 485$ | $\$ 610$ | $\$ 736$ | $\$ 862$ | $\$ 987$ |
| $125 \%$ | $\$ 449$ | $\$ 606$ | $\$ 763$ | $\$ 920$ | $\$ 1,077$ | $\$ 1,234$ |
| $150 \%$ | $\$ 539$ | $\$ 727$ | $\$ 916$ | $\$ 1,104$ | $\$ 1,292$ | $\$ 1,481$ |

SOURCE:100\% Federal Poverty Level: 68 Federal Register 6456-6458 (February 7, 2003).

| Multi-Tier Annual Discount Table | 1 | 2 | 3 | 4 | 5 | 6 |
| ---: | ---: | ---: | ---: | ---: | ---: | ---: |
| $25 \%$ | $\$ 600$ | $\$ 570$ | $\$ 480$ | $\$ 480$ | $\$ 480$ | $\$ 480$ |
| $50 \%$ | $\$ 480$ | $\$ 450$ | $\$ 360$ | $\$ 360$ | $\$ 360$ | $\$ 360$ |
| $75 \%$ | $\$ 330$ | $\$ 300$ | $\$ 210$ | $\$ 210$ | $\$ 210$ | $\$ 210$ |
| $100 \%$ | $\$ 300$ | $\$ 270$ | $\$ 180$ | $\$ 0$ | $\$ 0$ | $\$ 0$ |
| $125 \%$ | $\$ 180$ | $\$ 90$ | $\$ 0$ | $\$ 0$ | $\$ 0$ | $\$ 0$ |
| $150 \%$ | $\$ 90$ | $\$ 0$ | $\$ 0$ | $\$ 0$ | $\$ 0$ | $\$ 0$ |


[^0]:    ${ }^{1}$ See page 5, line 1-4, of the direct testimony of Anne Ross.
    ${ }^{2}$ See page 12, line 21-22, of the direct testimony of Anne Ross.

[^1]:    ${ }^{3}$ See page 16 , line 11-13, of the direct testimony of Anne Ross.
    ${ }^{4}$ This example was suggested in a conversation with Meg Power PhD, President of Economic Opportunity Studies, Inc.
    ${ }^{5}$ Dr. Power has published a number of articles and performed studies for governmental interests and independent interest groups.

[^2]:    ${ }^{6}$ Direct testimony of Roger Colton, filed in GR-2001-292, p. 9.

[^3]:    ${ }^{1}$ Joyce Mercier, Cletus Mercier and Susan Collins (June 2000). Iowa's Cold Winters: LIHEAP Recipient Perspective, Iowa Department of Human Rights: Des Moines (IA).

[^4]:    ${ }^{2}$ A household's total shelter burden should not exceed $30 \%$ of income to be affordable. A household's total home energy bill should not exceed $20 \%$ of the total shelter burden. Putting these two "rules" together yields a total home energy burden of six percent $(6 \%)(20 \% \times 30 \%=6 \%)$.
    ${ }^{3}$ While heating consumption is generally greater than electric consumption (in terms of BTU's of energy used), electric bills generally comprise two thirds of a household's total home energy bill. Heating bills (including hot water) comprise the other one-third. One-third of an affordable energy burden of $6 \%$ is two percent ( $2 \%$ ).
    ${ }^{4}$ One shortcoming in this assumption is that payment practices may well reflect not simply the level of income, but the "fragility" of income as well. See e.g., National Fuel Funds Network (March 2002). A Fragile Income:

[^5]:    ${ }^{5}$ This is different from saying the low-income population should reflect the non-low-income population. The lowincome population should reflect the total customer base, comprised of both low-income and non-low-in come customers.

[^6]:    ${ }^{6}$ Joseph Farrell (1983). Utility Payment Problems: The Measurement and Evaluation of Responses to Customer Nonpayment, at 19, Pennsylvania Public Utility Commission: Harrisburg, PA
    ${ }^{7}$ Id.
    ${ }^{8}$ The need to have a prior month's bill precluded including a weighted arrears statistic for December 2001. No current bill was available for November 2001.

[^7]:    ${ }^{9}$ Again, remember that a credit balance is deemed to be a $\$ 0$ balance for purposes of this index.

[^8]:    ${ }^{10}$ The amount due for budget billing customers is the budget billing amount, not the bill for current usage.

[^9]:    ${ }^{11}$ For an arrears to be 90 -days old, the immediately two preceding bills must be in arrears in their entirety. A $30-$ day or 60 -day arrears will not be paid prior to the 90 -day arrears being retired.

[^10]:    ${ }^{12}$ Since arrears are a relatively permanent aspect of a utility's operations, the working capital reserve is a part of the company's permanent capital requirements. Accordingly, the funds procured from an external source are costed out at a company's weighted cost of capital.
    ${ }^{13}$ This unpaid arrears may be $\$ 0$, but to maintain some conceptual consistency, the presence of unpaid arrears must be recognized in all instances. To try to distinguish between a customer with "no arrears" and a customer with an arrears of \$0 leads to difficulty in application.

