

# ENERGY ASSISTANCE FOR THE ELDERLY

---

---

HEARING  
BEFORE THE  
SPECIAL COMMITTEE ON AGING  
UNITED STATES SENATE  
NINETY-SIXTH CONGRESS  
FIRST SESSION

---

PART 1—AKRON, OHIO

---

AUGUST 30, 1979



Printed for the use of the Special Committee on Aging

---

U.S. GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1980

**SPECIAL COMMITTEE ON AGING**

**LAWTON CHILES, Florida, *Chairman***

**FRANK CHURCH, Idaho**

**JOHN GLENN, Ohio**

**JOHN MELCHER, Montana**

**DAVID PRYOR, Arkansas**

**BILL BRADLEY, New Jersey**

**QUENTIN N. BURDICK, North Dakota**

**PETE V. DOMENICI, New Mexico**

**CHARLES H. PERCY, Illinois**

**JOHN HEINZ, Pennsylvania**

**NANCY LANDON KASSEBAUM, Kansas**

**WILLIAM S. COHEN, Maine**

**E. BENTLEY LIPSCOMB, *Staff Director***

**JOHN A. EDIE, *Chief Counsel***

**DAVID A. RUST, *Minority Staff Director***

**(II)**

# CONTENTS

	Page
Opening statement by Senator John Glenn, presiding-----	1
Statement of Hon. John F. Seiberling, a Representative in Congress from the 14th District of Ohio-----	3
Statement of Hon. Ralph Regula, a Representative in Congress from the 16th District of Ohio-----	3

## CHRONOLOGICAL LIST OF WITNESSES

Hoffman, Richard, Columbus, Ohio, legislative liaison, Senior Awareness Liaison Network, Ohio Commission on Aging-----	6
Foster, Howard, Westerville, Ohio, manager, Senior Awareness Liaison Network, Ohio Commission on Aging-----	8
Whaley, Roger, Columbus, Ohio, supervisor, energy credits program, Ohio Department of Taxation-----	9
Mewhinney, Richard C., Akron, Ohio, assistant commercial manager, East Ohio Gas Co-----	10
Eckart, Representative Dennis E., Columbus, Ohio, chairman, Energy Credits Advisory Committee, State of Ohio-----	17
Sweet, David C., Cleveland, Ohio, dean, College of Urban Affairs, Cleve- land State University-----	20
Spratley, William A., Columbus, Ohio, director, Ohio Office of Consumers Counsel; member, Energy Credits Advisory Committee-----	24
Sawyer, Representative Thomas C., Akron, Ohio, member, Ohio House of Representatives-----	29
Love, Barbara, director, area agency on aging, Akron, Ohio-----	37
Greenleaf, Katherine A., Wooster, Ohio, director, Wayne County Com- munity Action-----	39
Dominic, Nellie, Wooster, Ohio-----	43
Hammontree, Helen, Akron, Ohio-----	44
Perry, Hilbert W., Cleveland, Ohio, president, Ohio Coalition of Senior Citizens Organization, Inc-----	45
Vore, Glenn P., Marietta, Ohio, member, AARP/NRTA Ohio Joint State Legislative Committee-----	47

## APPENDIXES

Appendix 1. Material submitted by witnesses:	
Item 1. News release from the State of Ohio Office of Consumer's Counsel, dated June 26, 1979, submitted by William A. Spratley-----	53
Item 2. Special newsletter from the State of Ohio Office of Consumer's Counsel, dated August 1979, submitted by William A. Spratley-----	77
Item 3. Survey questionnaire of the State of Ohio Office of Consumer's Counsel, submitted by William A. Spratley-----	80
Appendix 2. Statements submitted by the hearing audience:	
Bagley, Opal B., Canton, Ohio-----	102
Bannister, Marilyn, Kent, Ohio-----	102
Buxton, J. R., Akron, Ohio-----	102
Dodson, Nancy, Committee on Planning Services for the Elderly, Kent, Ohio-----	102
Haynes, Jane Fussell, Akron, Ohio-----	103
Hughes, Suzanne, executive director, Ohio Senior Power, Uniontown, Ohio-----	103
Jenkins, David J., Akron, Ohio-----	103
Kouchy, Virginia, Burbank, Ohio-----	103
Layfield-Faux, Ruth, Barberton, Ohio-----	104
Little, Sarah, Wooster, Ohio-----	104
Maddern, May, Canton, Ohio-----	104
Oliver, Anice, Akron, Ohio-----	105

# ENERGY ASSISTANCE FOR THE ELDERLY

THURSDAY, AUGUST 30, 1979

U.S. SENATE,  
SPECIAL COMMITTEE ON AGING,  
*Akron, Ohio.*

The committee met, pursuant to notice, at 1:10 p.m., in the John S. Knight Auditorium of the University of Akron, Senator John Glenn presiding.

Present: Senator Glenn, Congressman John F. Seiberling, and Congressman Ralph Regula.

Also present: E. Bentley Lipscomb, staff director; Deborah K. Kilmer, professional staff member; Tony Arroyos, minority professional staff member; Diane Lifsey, legislative assistant to Senator Glenn; Steven Avakian, press secretary to Senator Glenn; Theresa M. Forster, financial clerk; and Helen M. Wallace, clerk.

## OPENING STATEMENT BY SENATOR JOHN GLENN, PRESIDING

Senator GLENN. The hearing will be in order.

This is an official hearing of the Special Committee on Aging of the U.S. Senate.

Before I give my opening statement, I would like to introduce some of the staff members. We have with us Bentley Lipscomb, staff director; Debby Kilmer, legislative liaison; Theresa Forster, financial assistant; Helen Wallace, clerk; Tony Arroyos, minority professional staff member; Diane Lifsey, my legislative assistant who follows these matters on my personal staff in Washington; and I know a number of you who have been in our office in Washington have had contact with her already. With us also today is Steve Avakian, my press secretary.

We also have with us today Congressman John Seiberling and Congressman Ralph Regula who have joined us this afternoon. I will ask them for any comments they might have after my opening statement.

On this warm day in Ohio, it is difficult to remember the bitter cold of the last few winters which hit the Midwest, but now is the time to remember and to prepare for the future. Energy conservation, development of alternative sources, and an overall national energy plan must be developed.

An important part of a national energy plan, which is often overlooked, is a program to provide assistance to low income and elderly households who cannot meet continually rising energy costs. We are all hurt by our present high rate of inflation. But the greatest impact is on senior citizens who are living on minimum fixed incomes, who do not have the flexibility that some of the rest of us in our normal working years have.

The Senate Special Committee on Aging has received much testimony on the impact of inflation and rapidly rising energy costs on the elderly. We have found that some elderly people are actually having to make a choice between heating and eating. It is a tragic comment on our society, with all that we have in this country, when the choice literally has to be made whether to keep warm or to eat.

With over 30 percent of their incomes going for utilities, many older people cannot afford adequate food or medicine. This winter, many elderly could pay as much as 50 percent of their incomes on utilities because of expected fuel price increases.

Having to make a choice between fuel, food, and medical care is jeopardizing the health of many older people. The Aging Committee has learned from the National Institute on Aging and other medical experts that elderly persons are far more susceptible to temperature-related health problems such as hypothermia and heat prostration. Oftentimes, their good health depends on adequate heat and air-conditioning.

An additional problem is that poor, elderly persons often live in homes which are in need of repair and are not adequately insulated. In most cases, the elderly are already conserving as much energy as they can—often more than is healthy—and they have no extra money to make their homes more energy efficient.

There are various proposals before Congress—such as fuel stamps, cash assistance and income indexing—which would provide various degrees of relief for low-income persons; and President Carter has proposed that \$24 billion in windfall profits taxes be used over the next 10 years for a program to help low-income households pay their fuel bills.

Today's hearing is the first in a series scheduled by the Special Committee on Aging to explore the subject of energy assistance for the elderly. In September, the committee will hold hearings in Washington, D.C., to analyze with the administration and others the various proposals and to determine the most effective action that can be taken on the Federal, State, and local levels to provide energy assistance for the elderly. This analysis will assist the committee in influencing the national energy plan being developed by Congress in order that it be responsive to the elderly's needs.

I especially wanted to hold this hearing in Ohio to discuss the particular energy-related problems elderly Ohioans are facing and to learn more for our committee records and for those who will be testifying in Washington about Ohio's energy credit program for the elderly and disabled. This approach, which gives eligible households a 25-percent reduction in their monthly utility bills, is rather unique. In fact, it could be a model program for other States to follow, or perhaps could set the pattern for a national program of some kind that we will be considering later this year. We plan to learn more about it today and to take this information back to Washington to use at the committee's September hearings.

Today, the committee will also look at the weatherization program of the Department of Energy and the Community Services Administration and see how effective it has been in Ohio. This program, which assists low-income households in securing their homes against the loss of heat and cold has been favorably received across the

country. Both program administrators and elderly consumers will testify today about the problems and successes experienced in the weatherization program. I anticipate that they will have some recommendations to offer for improving the program.

Ohio has a wealth of knowledge to draw from on energy matters. The administrators of the energy credit program, the Energy Credits Advisory Committee, the fuel and utility companies, local program administrators, and the elderly themselves will all assist the committee in a better understanding of the issues.

We do have three panels of witnesses scheduled to appear this afternoon. We have a wide and diverse group of people, and I will hear from them after we hear from Congressman Seiberling and Congressman Regula.

**STATEMENT OF HON. JOHN F. SEIBERLING, A REPRESENTATIVE IN CONGRESS FROM THE 14TH DISTRICT OF OHIO**

Representative SEIBERLING. Thank you, Senator Glenn.

I just want to thank you on behalf of this community for holding these hearings here in Akron. The problem, as you have stated, is a very serious one. Since this is a Senate committee and not one of the House, I am here as a guest. I do appreciate the opportunity to be here, because it concerns me greatly that heating oil costs for a modest home are now reaching the range of \$1,000 a year just for oil. Fortunately, gas is not yet at that level of expense, nevertheless the cost of providing simple heating for people's homes is becoming a very serious one, particularly for people who are below the poverty line. And it is nowhere more serious, as you have already stated, as it is with respect to senior citizens whose incomes are fixed, many of whom are living entirely on social security and who are in very dire need of assistance.

We do have currently an emergency assistance program that Congress has enacted but it is quite clearly not going to be adequate to meet the needs of the millions, and there are millions, of senior citizens who are going to require this help, not to mention these who are not senior citizens. So I think this is most timely and I want to strongly commend you, Senator, and urge that your committee act promptly to report out legislation on this very, very vital matter.

Thank you.

Senator GLENN. Thank you, John. We appreciate your participation in this hearing.

Congressman Regula.

**STATEMENT OF HON. RALPH REGULA, A REPRESENTATIVE IN CONGRESS FROM THE 16TH DISTRICT OF OHIO**

Representative REGULA. Thank you, Senator.

I also want to commend you as a member of the committee and your staff for holding this hearing in Ohio.

I think it is very important that we have the experience in Ohio because our State has been one of the leaders in dealing with this problem that is critical to the elderly. I serve on the Select Committee on Aging

in the House of Representatives and we will be very interested in getting a transcript of this hearing because I know that this is a subject that Chairman Pepper intends to pursue as part of the House program in dealing with this problem.

I do hope that out of these hearings, where we gain from the experience that has been achieved in Ohio, that perhaps we can structure a program that will develop a Federal-State partnership and therefore that the dollars that we appropriate will get to the people that need the help and won't be used up in excessive costs for an additional agency in Washington. I hope constructively that perhaps we can develop a program as a result of the Ohio experience that will result in getting the dollars out to the people that need the help, and therefore I think it is especially appropriate to have a hearing here in Ohio and gain from the experience that we have had.

Senator GLENN. Thank you, Ralph. We would be glad to work with the committee you are on in the House on whatever legislation we have on this.

I think perhaps our senatorial and congressional dignity would not suffer if we took our coats off. The energy problem we are facing is apparently here also. We talked to the university about cooling the auditorium down a bit but they are going along with the President's recommendations and that leaves us just a bit warm for coats.

Representative SEIBERLING. That is OK with me.

Senator GLENN. Before we go to the first panel, Senator John Heinz, a member of Special Committee on Aging from our neighboring State of Pennsylvania, has submitted a statement for the record of today's hearing, which I will insert at this point.

[The statement of Senator Heinz follows:]

#### PREPARED STATEMENT OF SENATOR JOHN HEINZ

Mr. Chairman, the terrible impact of rising energy costs on elderly and handicapped individuals is well known and does not require a lengthy description. We have all heard of tragic episodes of utility services being cut off in below freezing weather, of deaths and illnesses resulting from exposure, and of old people eating fewer meals or resorting to dogfood because energy costs have depleted their meager resources. No caring and responsible public official or citizen can fail to be deeply concerned by such events.

These are not isolated horror stories. The prevalence of such problems has been well documented by recent studies and statistical evidence. For example, a recent study by the Department of Energy showed that the average low-income household spends an astonishing 33 percent of its income on energy, while the average middle income household spends only 9.6 percent of its income for this purpose. This reflects an extremely rapid increase in energy costs in a short time: between 1972 and 1978, fuel oil prices increased by 151 percent while the Consumer Price Index increased only 56 percent. This has affected low-income persons in a particularly harsh manner since they do not have the option of cutting back on essential items and their incomes have not risen as the incomes of the remainder of the population.

The coming winter will be much worse. The latest OPEC price increases will directly affect the cost of home heating oil, and current estimates are that oil will rise to 80 cents per gallon, compared with 50 cents per gallon a year ago. If the winter is especially severe, or the anticipated shortages develop, this will make the situation worse. Electric costs will also rise in response to the increase in oil used for generating purposes. Indeed, the Department of Energy study estimates that an increase of 25 percent in energy costs is not unlikely, and that would increase the expenditures of low-income households on energy to 40 percent of income, an intolerable amount.

Winter will be here all too quickly. If the present situation continues, we can anticipate further hunger, illness, and suffering as poor people struggle to pay for energy. It is therefore imperative that we act promptly to provide assistance to needy elderly and handicapped persons and to avert further tragedy.

I have introduced a bill that would provide such assistance by granting a tax credit to utilities and sellers of oil, coal, and wood for home heating that reduce their bills to eligible low-income elderly and handicapped persons. Those eligible for assistance would be persons who are age 60 or above or disabled and whose household income does not exceed the limits of eligibility for food stamps or supplemental security income. This would include single individuals whose income is up to \$4,512 per year or \$376 per month, and couples whose income is up to \$5,676 per year or \$473 per month. It is estimated that some 5 million persons, in some 3.5 million households, would be eligible for assistance under this program.

Elderly persons would have their fuel bills reduced by 25 percent below what the bill would be to other persons. The utilities or other participating firms could claim a credit that would compensate for the revenues lost as a result of providing the price reductions to eligible people. The credit would be refundable, so that utilities whose tax liability is less than the cost to them of participating in the program would receive a cash refund. This refund could be paid quarterly. The bill also provides for a reduction of greater than 25 percent to those households that spend more than 10 percent of their incomes on utilities.

The advantages of this approach to assisting the needy elderly and handicapped are its administrative simplicity, its relatively modest cost, and the fact that it can provide benefits to all persons who meet the statutory eligibility requirements. The eligibility provisions are based on existing programs that verify income, age or disability, namely food stamps, SSI, and social security.

To the maximum extent possible, administrative procedures would be designed that relied on current records and information to identify eligible individuals and provide them with identification that establishes their eligibility for fuel cost reductions. Thus, a separate income verification procedure would not be necessary. Moreover, the administrative impact on utilities and sellers of home heating oil, coal, and wood, would be minimized, since their responsibility would be limited to recording the identities and numbers of households that had submitted evidence of eligibility to them, and of the amount by which their bills had been reduced. It is estimated that the cost of the program, if 100 percent of those eligible participate, would be in the range of \$519 million to \$770 million; if two-thirds of eligible persons participate, which is more typical, the cost would range from \$347 million to \$516 million.

This bill does not depend upon enactment of a windfall profits tax, which should be considered on its own merits, or any other source of new revenue. Its budgetary impact would be small, and the bill can stand on its own. It can be implemented quickly and begin to provide aid this winter. Its aid is targeted to the most distressed groups in our country who have been most disastrously affected by the increased energy costs. These people cannot afford to wait while we consider more ambitious proposals.

Thank you, Mr. Chairman, for giving me the opportunity to include my thoughts about energy problems facing the elderly.

Senator GLENN. I would ask our first panel as I call their names to come forward.

One other administrative matter here. We have a very diverse group of people testifying today. We try and make it as broadly representative as we can so we can approach the problem from several angles. Obviously, it is impossible for us to have everyone testify who might wish to, and it is difficult to try and pick the people at each hearing who will testify. We do our best and the staff does their best to get a very diverse group to testify.

Those of you who might have comments you wish to make, the green sheets in the lobby—if you would bring them down the aisle now—are for your comments or additional information you might wish to provide to us.



I will say this. We take those comments back and include them as part of the committee record of this hearing. So any of you who wish to make comments on anything that is said today, we will appreciate your writing it out. If you will do that and give it to one of the staff members or leave it up here, we will appreciate it. There is room for your name and address, I am told, and you will get a copy of the printed hearing when it is published.

So with those remarks we would like to get on with our hearing. Our first panel is composed of Howard Foster, manager, Senior Awareness Liaison Network, Ohio Commission on Aging, accompanied by Richard Hoffman, legislative liaison; Roger Whaley, supervisor, energy credits program, Ohio Department of Taxation; and Richard C. Mewhinney, assistant commercial manager, East Ohio Gas Co.

Gentlemen, we welcome you to our hearing today and look forward to your testimony. If you have prepared statements, we will welcome them or whatever comments you wish to make from notes.

Mr. Foster, we would be glad to have you lead off.

Mr. FOSTER. Thank you, Senator Glenn, and members of your staff. Briefly I am going to defer except for a couple of opening remarks to Mr. Hoffman who was the man that directed the program for the commission.

Senator GLENN. If I might interrupt, they will be addressing mainly the Ohio energy credits program and how it has worked here. This panel will address that particular problem.

Mr. FOSTER. We are quite proud of the program that has been developed under Representative Eckart and the legislature in Ohio over the last 2 years. My part of it was compared to that of Mr. Hoffman, and basically I worked with the outreach part of it, so I would like to defer my statements about the way we carried out the program and first let Mr. Hoffman present to you his part in developing the energy discount program.

**STATEMENT OF RICHARD HOFFMAN, COLUMBUS, OHIO, LEGISLATIVE LIAISON, SENIOR AWARENESS LIAISON NETWORK, OHIO COMMISSION ON AGING**

Mr. HOFFMAN. Senator, Congressman, members of your staff, I will keep my remarks brief. I am with the Ohio Commission on Aging. I am the legislative liaison for the Ohio Commission on Aging representing the senior citizens of Ohio at the statehouse in Columbus, Ohio. My duties and responsibilities are to watch all legislation and advocate that type of legislation which is beneficial to seniors.

Of course, we have been following Representative Eckart's energy credit program for 2 years. His third piece of legislation is now in the Senate Finance Committee, having passed the House. We are waiting patiently for them to get back on September 11 so we can move out on the energy credit program, and we are gearing ourselves up to handle that program because it will be on a very tight schedule.

The Ohio Commission on Aging was given an appropriation for an outreach program. This we undertook the first year with no funding. The second year we did receive funding. I administer this particular

program with the help of many others, for which Mr. Foster has spoken, his organization, and so forth. Therefore, I will keep my remarks to the outreach portion of the particular program.

My remarks will center on the 2-year experience gained in the Ohio energy outreach program as directed and amended in substituted House bill 1730, working in conjunction with the Energy Credits Advisory Committee and the Ohio Department of Taxation.

In my opinion, this program is an excellent program, and when we pass the one that I just spoke about, I am sure it will be an improvement on the one we had for the past 2 years. Benefits will be increased as far as the income level is concerned and the subsidy for those who use oil, coal, wood, and kerosene will be increased, but we cannot finalize that until the legislation is completed and signed by the Governor.

The thing I like about this particular program, it has been improved each year and now it includes most everyone that it is possible to include in a program, and it easily could be adopted, in my opinion and in the opinion of many others, as a national program. The major feature includes homeowners, renters, mobile home residents, apartment dwellers, those on master meters, and this is where you have one meter for an apartment or complex. The only persons not qualified are those who are directly subsidized, and this includes those whose utility bills are included in their rent, so in that portion it is an excellent program, covering everyone.

Other features are the administrative costs. The administrative costs of this outreach program were very low, in my estimation, in relation to what was accomplished in the program. We were given a tremendous amount of latitude to go out and to reach everybody in the State of Ohio eligible for the program. I don't want to bore you with a lot of figures. We worked with all types of agencies throughout the State of Ohio. Every different type of one that we could think of we worked with—senior citizens groups, nutrition site, radio stations, referral, newspaper publications, community action organizations, churches, all types of organizations. This was done with cost amenable to the Ohio Commission on Aging and our network.

Another part which I like about the program is that it can be used with established State units. Each State has a State unit on aging already established. Also, we worked down through the area agencies on aging. Every State has an area agency on aging. Therefore, it looks like this type of program is in the right slot, handled by the right type of agencies, where it can reach all of those 65 years of age or older, or whatever age limit would be set at the national level. So very easily this makes for a perfect outreach program and one that, as I mentioned before, could reach all on a national level and become a national program and would definitely improve and assist all of our older Americans and result in probably a national senior citizen energy conservation program.

As a functional program, we can also get much information to our seniors through these two particular agencies that I mentioned. We are proud of the program in Ohio for the reasons stated.

I appreciate your inviting me to express my thoughts.

Thank you.

**STATEMENT OF HOWARD FOSTER, WESTERVILLE, OHIO, MANAGER,  
SENIOR AWARENESS LIAISON NETWORK, OHIO COMMISSION ON  
AGING**

Mr. FOSTER. I would like to take just a brief time to talk about the part the people who worked under me played and which, I feel, in any program we develop nationally has to have a similar organization, if you are to reach the people that need to be reached. I have approximately 100 people in the 88 countries, or I should say in the State, because I have a few countries that do not have a liaison aide. These are senior citizens hired under what was title IX, now title V. They work 20 hours a week.

The great majority of these people, as you know from their requirements under the Older Americans Act, are low-income senior citizens, 55 and over. A great many of these people were participants in the energy discount program; therefore, when they went out to do the outreach part, they knew the importance of this. Through this group of people, in the rural areas especially and in the inner cities, we had them going right down the rural road and stopping at house after house to see if there was a senior citizen there that was eligible, and in many cases helping them fill out their application blanks.

They carried posters out to the country stores and into any place in the rural area, particularly where senior citizens might be attending or gathering for a meeting or buying their groceries. They ran into a problem. Many of these senior citizens, they found, did not take a newspaper; many of them didn't have a television or radio, so knew nothing about the program until these awareness people knocked on the door. In doing so, we found out not only their need for energy, but also many needs for other people.

Some of these people that are working under me are here today, and one of them will be testifying in the third panel, Helen Hammon-tree. These senior citizens, knowing the needs of themselves, became one of the most dedicated groups of people I have ever seen, and in every program, I feel that you are going to have to have some kind of a body of people that will reach out almost door to door in the rural areas and who will get down into the inner city.

One thing that was lacking last year in the organization that was under me, I was unable to recruit any Spanish-speaking people, and that was a handicap because, while I had minorities, many of them could not speak the language of the Spanish people, and as you know, in the northeast part of Ohio, we have a large number. I have since gone into some of the Spanish nutrition sites and talked to them about the program through an interpreter, but hopefully, as this program develops this fall, we will recruit some Spanish people that can get into those areas.

That is about all I need to say, but I do feel that it has got to be a group of senior citizens working with these people and getting particularly out into the rural areas, because just publicity in the newspaper and television, radio, and such, does not seem to reach some of these that have the most vital need for the program.

**SIGN UP NOW!**

# Ohio Energy Discount

- **65 years of age or older?**
- or**
- **permanently and totally disabled?**
- and**
- **head of household or spouse?**
- and**
- **total income \$7,420 or less**

For general information call Ohio Department of Taxation  
**TOLL FREE 1-800-282-4310**

Or contact your local Information and Referral Office  
**PHONE NUMBER \_\_\_\_\_**

Forms available at the Ohio Commission on Aging, Area Agency offices, senior citizen centers, nutrition sites, county auditor offices, Taxation Department District Offices and other public offices.

Of course, Mr. Hoffman and I worked very closely and called very frequently upon Roger Whaley, who was the supervisor of the energy credits program of the Department of Taxation, and I think he can give you some of the problems.

Senator GLENN. Mr. Whaley?

## **STATEMENT OF ROGER WHALEY, COLUMBUS, OHIO, SUPERVISOR, ENERGY CREDITS PROGRAM, OHIO DEPARTMENT OF TAXATION**

Mr. WHALEY. Thank you for inviting the department to testify on behalf of the energy credits program. The energy credits program is unique, and I am very fortunate in being associated with it, in that I am able to hear the "thank you." Very seldom do you get into a program where somebody calls in and offers a thank you, and I remember one day that is all the lady said. There was a faint voice that said, "Thank you," and she hung up. That in itself means a whole lot. There were many more thousands of people out there that took advantage of the program and were able to be somewhat more comfortable than they were 3 years ago.

Two years ago, the Department of Taxation was asked to administer the energy credits program, and at that time it was a joint effort between the county auditors in the State of Ohio and the Department

of Taxation. I believe the main reason for the county auditor at that time was because they had the names of a lot of eligible Ohioans with low income, fixed income, and therefore they had a ready mailing list.

We had our problems. We had duplications of efforts. We had, in some cases, duplication of interpretation of incomes and who was eligible and who was not eligible, but I believe that after 2 years of experience in the ironing out of these problems, none of them were major. The program, as it is written now, is going to put the entire administrative operation under the Department of Taxation, and I believe that this will be much more efficient. I think people will be less confused as far as applying for the energy discount program, and hopefully we will be better able to serve these people.

Another thing is that the Department of Taxation is in a unique role in that it is the first time that they are giving out a benefit rather than taking in. Most people don't care for the Department of Taxation, in that they always have to pay, and this is one of the few times in its history we are distributing money the other way.

Probably some people would like to know why the Department of Taxation is involved in the program. We feel, with our experience in handling the processing of the income tax returns and different State tax returns, we have the system set up, hopefully, to be the most efficient and to give the benefit as quickly as possible, but also we offer a financial control.

Unfortunately, some persons apply and we have to tell them, you are not eligible, because of that very thing. I think in most cases they were ineligible because they did not understand. I admit there were a few cases where they tried to get the benefit when they were not eligible, but in most cases they applied and were not sure and, unfortunately, when we had to make our check, they were ruled ineligible. You would like to give everybody the discount, and of course we cannot. We had to follow the requirements and therefore could not change the rules. We are anticipating another energy credits program.

The program has been delayed this year. The original date was hopefully going to be June 17, and we are currently waiting for the Ohio Legislature to come back in session September 11. We are going to have a hurry-up filing season.

We also want to take one moment to tell those persons who have friends and relatives who are on the program that if they were approved last year, they will receive an application automatically from our department, and once they receive it, they must reapply and send it back to the Ohio Department of Taxation. We will forward the certification to the utility company or to the Auditor of State for payment to those persons who are approved for the program.

With that, I defer to the next witness.

**STATEMENT OF RICHARD C. MEWHINNEY, AKRON, OHIO,  
ASSISTANT COMMERCIAL MANAGER, EAST OHIO GAS CO.**

Mr. MEWHINNEY. Thank you.

Senator and Congressmen, I get the feeling these fine gentlemen who preceded me are the good guys and I might be one of the bad guys; I don't know.

My name is Richard Mewhinney and I am assistant commercial manager of the East Ohio Gas Co. My testimony will cover the company's experience with Ohio's energy program and various weatherization and conservation programs that are offered by East Ohio, which assists its residential customers to make the most efficient use of natural gas energy in their homes.

You should know that East Ohio serves over 910,000 residential customers in that 18-county area in northeastern Ohio. Of that number, approximately 76,000 customers received a 25-percent discount on their gas bills for the 1978-79 heating season, on the basis of eligibility certification by the State Department of Taxation from the auditor of the county in which they reside. Total credits were \$5,561,000, or approximately \$73 per customer. Of those persons who submitted applications, there were a few in East Ohio who did not certify because they were not with the company.

As with any new program, we encountered certain problems with legislative and administrative officials. These included establishment of a uniform deadline for filing applications by both homeowners and renters, allowing sufficient leadtime to assure effective matching of certified applications with our customers' records so that the discount can be granted in the first month of the heating season, the prompt forwarding by the State of certified applications to the company, designation of a single agency to handle applications, timely reimbursement to the utility to minimize cash flow difficulties, and use of the utility's customer list of expedited annual recertification.

The uniform deadline eliminates confusion and helps assure that qualified customers will receive the credit on a timely basis. It has been our experience that at least 1 month's leadtime is needed to assure the matching of certified application of our customers. This is especially true with respect to new applications where we found as high as 50 percent of the certified applications not matching our records because we had no accounts with the customer's name, or the address was different than that in our records. Very often the name is the name of a deceased spouse, and it is rejected by the computer as improper. Such applications must be manually checked to find the discrepancy, and the end result is a delay, causing a hardship for the customer.

In addition to the State energy credit, some elderly customers of our company received assistance in paying utility bills through grants of up to \$250 from the federally funded crisis intervention program. These funds were administered in Ohio by community action agencies. Our company does not have statistics on the number of elderly customers assisted by this program or the extent of that aid.

East Ohio has long been committed to helping its customers to make the most efficient use of natural gas energy, not only in their homes, but businesses and industry as well. Our company produced a comprehensive program, "Heat Your Home for Less," in 1966, long before gas was in short supply in this and other areas of the country. We have continued and expanded these conservation programs to the present time.

You may be interested to know that East Ohio customers have saved approximately 1 billion cubic feet of gas since 1973, due to their conservation efforts which resulted in savings of nearly \$200 million.

Their gas consumption, measured since the base year of 1973, has been reduced from 24.3 cubic feet per degree day to 20.4 cubic feet per degree day.

The major thrust is insulation of our customers' homes. Because heat rises, the most efficient way to save is by putting insulation in the attic of the home. We estimate that in 19 installations, 87 percent of the possible heat savings is through the ceiling areas of the home.

Under our program, the company performs a computer analysis of data supplied by our customers to determine what amount of insulation can be added economically. Our customers are also provided with information about other entities. The company also promotes booklets like the "Sunshine Book of Home Insulation," inside tips. We have a "Sunshine Savings Book" and a "Heat Your Home for Less." In addition, twice each year, in May and September, we mail a brochure listing insulation contractors and lending institutions, showing the areas they serve and, for lending institutions, their current rates and terms for home insulation financing.

Providing this information to our customers is required by Ohio law. The criteria for listing as an insulating contractor are carefully outlined. They must agree to use only approved insulating materials and they must be approved by underwriting laboratories. There are also flammability standards. In addition, installers must satisfy our company that they will provide the necessary workmanship and guarantees to protect the consumers. The installer also must demonstrate evidence of experience in all facets of insulation in the home.

We believe that the criteria have been followed in seeking a listing. Proof of this can be found in the fact we have had almost no complaints from our customers in arranging financing for the installation of home insulation. We have had almost no complaints about installers on the list.

East Ohio surveyed lending institutions to provide information, with respect to home loans, required by Ohio law. Although we had no way of knowing how many owners may use the lending institutions listed, we do know that we have not had any complaints from our customers about difficulty in arranging financing for the installation of home insulation.

The computer analysis program has been offered to our customers for 2 years and has been requested by more than 4,000 of our customers. There is no charge for this analysis. We believe it has been very effective in informing customers of ways to reduce energy waste. Cost to the company is approximately \$2 for each analysis performed. I mention this cost because the computer analysis required representative of our company to make personal inspections of customers' homes to gather the same information we can get in the computer analysis.

The personal inspections cost our company nearly \$50 each. In addition to this cost, we encountered other problems, principally with respect to making appointments during normal business hours.

In connection with our computer analysis program, East Ohio also offers an energy report guide that we believe is unique to the company. This quarterly report card is given to customers, on request, to provide a comparison of their cost during the previous 3 months with the same period a year ago. These report cards provide our customers

with the details of the progress of the heating conservation efforts. I have samples of these report cards, that will be available to the committee.

Finally, our conservation program last year included the offer of a unique service—an infrared picture of the home provided. This showed where heat was escaping and pinpointed other areas where the customer could cut down on heat loss. These were called thermograms and were offered at a price of \$29.95 and included a computerization report called, "The Home Owner," and showed where insulation might be needed or where storm windows or doors would save energy or money.

That concludes my testimony on the East Ohio experience on the energy credits program. However, as a final note, we submit a copy<sup>1</sup> of the comments of the Consolidated Natural Gas Co., our parent company, in response to the Department of Energy's advance notice of proposed rulemaking provided for by part 1 of the National Energy Conservation Policy Act.

I thank you for your attention.

Senator GLENN. Thank you very much, Mr. Mewhinney.

Mr. FOSTER. May I make one followup comment to the gentleman.

We got a number of calls, and when I say a number I mean up into the hundreds, from people that say, "I didn't get my discount on my gas bill last month." I would either turn the call over to Dick or call Roger, and we would find out that they did receive their gas bill—I don't know how this applies to the East Ohio Gas Co.—but the bill itself did not show the 25-percent discount; it only showed what they owed after the discount, and many of them felt they were not getting the discount.

I think it would be agreed by the rest of the panel that the program would be improved if the company were required to show the actual cost of the gas and then show the 25-percent discount so that these people, when we take into consideration that they are low-income people, and many of them have only a moderate educational level, could see the discount.

If the committee should desire any breakdown in numbers, or any listing of the various sources that went into distributing this information and doing the outreach, I will be glad to see that it is furnished.

Senator GLENN. I had a couple of questions on it right now, as a matter of fact.

Do you use utility bills, social security, post office, tax rolls, and so forth, in trying to do an outreach program, or do you get in trouble with our privacy laws on that?

Mr. FOSTER. Well, we used every source that we could think of. I don't think we used the social security, did we, Dick?

Senator GLENN. That would probably be the most valuable of all because it would identify the age level.

Mr. FOSTER. We have in Ohio, as you know, the "golden buckeye card," and we planned and printed up inserts for the golden buckeye card, but time did not allow us to go more than the 500,000, 600,000 that already had the card, but we inserted about 30,000 in new applications.

<sup>1</sup> Material never received by committee.



Senator GLENN. Will you do that this year?

Mr. FOSTER. The program, I am sure, will be broadened because the experience that we gained in outreach certainly will be passed on.

Senator GLENN. The people that are the very most in need may be the hardest to get in touch with, because they are the people who do not take a newspaper and do not have television, maybe don't even have a radio, and so it is really a problem getting to those who may need help.

Mr. FOSTER. One of the things that we found very effective in getting to particularly the low-income people in the rural areas was the cooperation of the churches, and through these churches we sent applications to every minister of the church that we could get a name of, and they were particularly effectively done in the rural areas where the ministers were able to get at it and where they were able to see that it got to those people in those areas.

Senator GLENN. Using senior citizens who wanted to help out in the program on a volunteer basis, has that been effective?

Mr. WHALEY. No, we do not use that because of the Privacy Act, and I think violation of that would cause more trouble.

As far as contacting people, I have always thought from the start, a lot of times it is the neighbors' and friends' responsibility, if nothing else. They basically have an idea of who they are, and they could obtain the applications and should sit down with them and help them fill them out and send them in because, like you said before, television and newspapers, and so forth, have been effective, but not 100 percent.

Senator GLENN. Do any of you have the figure for an average utility bill for an average household in Ohio, for this particular area or the general statewide figure?

Mr. HOFFMAN. Senator, it is probably in this booklet. This is the Energy Credits Advisory Committee report from that committee to the general assembly. That has all the detail.

Senator GLENN. We can go through that and see if the staff can get that. We might want to get that later from you for the committee record.

The reason I was asking was, I was wondering about a credit program reducing bills by 25 percent. I was wondering what we are talking about, in dollars, for the average household?

Mr. WHALEY. I believe it was \$80 for the winter period, and for electric service it was \$98, I believe.

Senator GLENN. That was the reduction? That was the amount saved?

Mr. WHALEY. Talking about \$400, \$450.

Senator GLENN. Has it been a real administrative nightmare or not?

Mr. WHALEY. No, not an administrative nightmare.

Senator GLENN. We are trying to cut down paperwork and cut down bureaucracy, and the last thing someone wants to do is add a new huge bureaucracy.

Mr. WHALEY. Our budget has been around \$350,000 per year, and that is to distribute moneys of \$25 million. With 300,000 applications at just over \$1 an application for the persons who receive the benefit, I believe, compared to other organizations distributing money and benefits, we are quite low in the overall cost.

Senator GLENN. On the costs of this winter—I guess, Mr. Mewhinney, this should fall to you. Is there good news or bad news? Last winter, I think our cost of heating fuels in Ohio was 47 cents a gallon. Do you know what the projections are for this winter, and what the average increases will mean to the average household heating bills?

Mr. MEWHINNEY. No. In the PGA, purchase gas adjustment, there are some proposed increases, figures of about 11 percent. If there are other rate increases, the company would probably be filing in the future.

Senator GLENN. Will such a system work at the State level or at the Federal level?

Mr. MEWHINNEY. It would work. It requires a lot of time. There are a number of people that apply. Maybe somebody has died and they continue paying the bill under somebody else's name. Maybe they live where the gas heat is furnished. If we get the names early, we can have processing time, but I understand there is going to be a late program this year. We will have more trouble because we will have to go back and prorate the bills.

In many cases, the customers will be calling us when they notice on their bill that they have not received the credit. Well, it is because we have not received the names in time. There is about a month's lead-time to be able to process all these names through our system, so it is important, the earlier that we are notified of this, the better it is.

I just might add one thing. We do bill for the actual gas amount and we show the discount amount deducted. Maybe some of the other companies don't do that.

Senator GLENN. This was a mandatory bill for all the utility companies in Ohio. Do you think it is a good thing that it is mandatory, or do you think that most companies would have participated voluntarily?

Mr. MEWHINNEY. I don't know about voluntary, but—

Senator GLENN. It is better this way?

Mr. MEWHINNEY. It is probably better.

Senator GLENN. Congressman Seiberling?

Representative SEIBERLING. Thank you, Senator.

Perhaps Mr. Hoffman is best able to answer this question. Of course, about 25 or 30 percent of the people in this State heat their homes by oil, and I was wondering if heating oil qualifies under this program. If so, how?

Mr. HOFFMAN. Yes, heating oil does qualify.

Representative SEIBERLING. For the credit or just the one-shot payment?

Mr. HOFFMAN. The one-shot payment of \$87.50 has been raised to \$125, if the legislation passes for this next biannual. It was \$87.50.

Representative SEIBERLING. Electric is a utility but oil is not.

Mr. HOFFMAN. If I understand you properly, electricity would be the 25 percent and the natural gas and gas, the wood, coal, fuel oil, kerosene, and propane by bottle, has a subsidy of \$87.50.

Representative SEIBERLING. Is there any reason why it should not be handled under the same 25-percent system as gas or electricity?

Mr. HOFFMAN. The sponsor, Representative Eckart, will be on the next panel, and I am sure he is much better qualified to answer why

he wrote it in that direction. I think probably because it was easier to administer.

Representative SEIBERLING. Thank you.

Senator GLENN. Congressman Regula?

Representative REGULA. Thank you, Senator.

Mr. Foster, just one question. Do you think that if there were to be a Federal program it would be most effectively administered through the State by increasing the percentage to say 40 percent, to pick a figure, and the State appropriation be supplemented by a Federal grant? I guess what I am saying is, would the administration be most effective to utilize the existing State program and second if it were, would it be equitable? In effect I am asking, is your system equitable to the people who should be benefited?

Mr. FOSTER. I feel definitely that any program has got to be broken down and administered on the State level, using the facilities that the State already has developed that have contracts with the senior citizens, particularly the needy senior citizens, and then supplementing it with additional personnel as it is needed in that period of time, such as this group of liaison people of about 100, because you have to get down and go almost house to house in some of these areas, to come up with the people.

Now we didn't get them all. We added some 20,000 last year, and hopefully it will be considerably more than that this year when the legislation is passed.

Representative REGULA. Are you satisfied that Ohio's program is equitable, given the needs of the seniors?

Mr. FOSTER. Yes, I think it is as equitable as you can get in a program like that. I think the longer we handle it and develop it—this is our third year coming up—the more equitable and more beneficial it will get.

Representative REGULA. Thank you.

Senator GLENN. I had only one other question.

Mr. Mewhinney, I was wondering in this weatherization program and all that you have, there has been some difficulty getting adequately trained people to do those programs. There were some rather large ripoffs reported on weatherization programs as they were applied to households where the elderly live. Have you had any problem getting trained people to do this or have you had to go into a training program of your own?

Mr. MEWHINNEY. As I pointed out in testimony here, they are screened and they have to live up to certain standards. We have not really had any problem. We do not entice those dealers that we feel will not do the job.

Senator GLENN. Do you work with community services in this regard?

Mr. MEWHINNEY. We do have a big department that does. We have the Department of Community Services.

Senator GLENN. Thank you, gentlemen. We may have other questions and we will forward those to you. Perhaps you could respond to those and, if so, we could include those questions and answers in our hearing record.

We appreciate very much your being with us today. Thank you very much.

Mr. FOSTER. Thank you.

Mr. HOFFMAN. Thank you.

Mr. WHALEY. Thank you.

Mr. MEWHINNEY. Thank you.

Senator GLENN. Our next panel is Representative Dennis E. Eckart, chairman of the Energy Credits Advisory Committee, State of Ohio; David C. Sweet, dean of the College of Urban Affairs, Cleveland State University; and William A. Spratley, director, Ohio Office of Consumers Counsel, and member of the Energy Credits Advisory Committee.

Gentlemen, we appreciate your being here today to advise us in this particular area.

Dennis, we would be glad to hear your comments.

**STATEMENT OF REPRESENTATIVE DENNIS E. ECKART, COLUMBUS, OHIO, CHAIRMAN, ENERGY CREDITS ADVISORY COMMITTEE, STATE OF OHIO**

Mr. ECKART. Senator, before I begin there is another cosponsor of the legislation who also serves with me, Representative Tom Sawyer.

Tom, would you like to join us up here?

Senator GLENN. Fine.

Mr. ECKART. Tom has helped articulate some of the energy-pricing questions that are going to be the central part of my report to the legislative assembly.

I have some prepared remarks, Senator. If you don't mind, I will probably not stay with them. I will try to address some questions that were raised of the panel before me.

The biggest gap is how the question of the energy crisis is described. Senator Edward Kennedy has said that is the greatest failure of our Nation's energy policy. There seems to be a linchpin around which any national energy assistance program would fall, both the President's energy proposal and the draft proposal advanced by the Department of Energy. The legislative proposal submitted by Congressman Stokes and Senator Javits attempts to alleviate the cost burden experienced by the people.

Senator and Congressmen, you and I could debate many hours as to what manner would best generate electricity, be it coal, nuclear, solar, geothermal, wind. Somebody, somewhere, is going to have to pay to heat their home in the winter or cool it in the summer which we are not particularly sensitive to in Ohio, but in Texas almost a dozen elderly people died during the tremendous heat wave 1½ years ago.

Senator, approximately 33 percent is the amount of income that a person in the low-income level must spend on energy. This is expected to rise to approximately 50 percent in the next two winters. The middle income spend only 10 percent of their income. Yearly energy costs have risen from \$337 in 1972 to \$1,100 for poor families, and even worse for others.

You have been presented with a copy of the study that my committee has just completed which provides for a complete and thorough analysis of the efforts being done by the other 50 States. Senator, speaking as a State legislator we don't need "another Federal solution" rammed down our throat but what we do need is an attempt to create a meaningful partnership which takes advantage of the efforts done by the other 50 States.

In the past, a credit of \$87.50 was given. This benefit was extended to over 270,000 Ohio households, including renters, homeowners and master meters. The benefit level was in excess of \$48 million for the first 2 years of the program and is budgeted for in excess of \$80 million during the next 2 years. House bill 657 would continue the program and place it in permanent law in Ohio.

We viewed the first 2 years of this program, Senator and Congressmen, as a temporary law. This became automatic sunset this past June 30. We wanted to see, if in fact, what we were doing was good. There is nothing worse than creating a permanent program and walking away from it, and throwing millions of dollars into it and saying that we now have deliberately sunsetted it and we have to pass complete enabling legislation again. I believe that people are very concerned about getting the most back for their tax dollars.

I refer to the blue report that you received where the State of Michigan has spent almost \$38 million in energy assistance. The State of Wyoming has spent \$2.5 million, which is almost \$400 per person. Of course, they are a much smaller State and they have less people.

David Sweet underlines the need that the program be simple, understandable, and substantial. A program such as took place in Iowa which provides for a \$15 rebate was almost meaningless. The check was sent out in May long after the need was there during the winter. Ohio has done a very competent job and the public record should reflect the department of taxation's longstanding and firm commitment to this program.

I believe, Senator and Congressmen, that congressional guidelines and appropriations should set minimum national standards by which the vagaries of the particular problems that confront the public is heavy into fuel oil. Texas has a substantial electric demand in the summer time, and a need for natural gas, which is the single largest source of heating in Ohio.

Each State should mold the program around certain Federal guidelines without being told. Here is what it is, and if you don't do it the cost of energy will outstrip the ability of individuals to pay for it. The problem is not endemic to Ohio, it goes from coast to coast. I think we in the public sector, have to draw up something that will not only work, but is effective.

I want to respond to some of the questions that were raised with the earlier panel.

First of all, Senator, we did contact the Social Security Administration to see if we could have access to recipients in Ohio. The letter we received was very short and to the point, and basically said no, that it was a question of the Federal Privacy Act.

Printed notices of the program were included on the billing itself so when a person received their bill—and East Ohio can correct me—

in May and September, there was an actual insert in that billing that said that you may be eligible for this program and telling people where to go and how to sign up for it.

The other issue is that the legislation provided that the bill was to show consumption for the winter heating months November through March in the bills because you are billed 1 month after. If your usage was \$100, it would show \$100 less 25 percent discount and that was supposed to be printed right on the bill. Some companies did not do that until after a month or two and the people just remitted the balance then, \$75.

The utility companies then grouped their credits that they granted for the month and submitted it to the taxation department for verification. The State auditors checked this and then we reimbursed the utility companies directly.

The issue as to trying to access other lists, Senator, that you raised, is exceptionally difficult with all the conflicting privacy acts. We researched sending out notices to those people who received disability benefits, either Federal or State, from workers' compensation. We found out that they could not give those lists to us. However, I should say that the Workers' Compensation Administration here in Ohio did a mailing for us. They never let us see their list, they preserved privacy, but they contacted those individuals who were at or below the normal income level.

Senator GLENN. Do you not send a good red-bordered notice in with the bill, or something like that? Isn't that about as effective as anything?

Mr. ECKART. We found we are only at about 75 percent of the people that we identify as being eligible for the program. I was shocked. It is, however, more than the homestead exemption program, with which you may be familiar. That is where they receive a reduction off their real estate taxes. Some felt it was a handout, a dole, and they didn't want it. Some were afraid that they would have to pay it back later on. They could not understand that it was something that was not reimbursable by them.

Our funding level is keyed to 75 to 80 percent participation. They expect that will result in 385,000 households this year. This year we have been in public hearings that were conducted here in Akron, as well as public hearings that were conducted in Toledo, Columbus, and Cleveland, the deserving and the undeserving. The \$7,000 for the elderly that has a family of four, that is \$7,000 in income and he is working. So we created the leap program, low income/energy assistance which makes available for 125 percent of the poverty level a rebate of up to \$200 for the payment of utility bills. Again, we are trying to be flexible and not make a determination between that family of four or three that is working and, perhaps, a menial for those with a low-paying job but who need help with the paying of their bills as well.

In the previous question and answer period, you asked about the insulation program which was administered through our local community services agencies. The biggest problem that you raised in your question was the provision of good labor. We have in this State warehouses full of insulation, calking material, to do a good job through the courtesy of the Federal Government's program, but we do need

good people to install it. There is nothing worse than putting in insulation improperly or not doing the job correctly with calking.

We are providing \$10 million in House bill 657 for the State to hire installers for the insulation materials. The CETA program doesn't work because of the recent changes made in who can be hired and what can be hired, and perhaps there is some political abuse in that program as well. We felt we should hire our own competent insulation people. We train someone how to install insulation. We saved the State \$10 million on labor alone.

We tried to mail to the golden buckeye card recipients, as was suggested earlier. There was a difficulty in time in that regard, and we hoped to be able to take advantage of that.

The energy credits program in the State of Ohio is the single largest program in any State of the United States. No one comes close to us. We would hope that the benefit of our experience in the report, as submitted to you, as well as difficulties that we have experienced—it has not been easy to start up a new program. I am not sure I would want to do it again, particularly when we place ourselves in an oversight position, but I think it has been beneficial. It has helped a great number of people when the need has been there. We would hope that anything that the Federal Government does in that Javits bill—your proposal, I understand you would take into consideration the efforts of the other States.

Thank you.

Senator GLENN. Thank you very much.

There is good news and bad news as far as CETA goes, as I am concerned. CETA was designed as a program to train people and move them on to other jobs that were permanent. Maybe the fact that you were training them and they were moving on to other jobs, maybe CETA is working better than I thought it was, in some respects.

Dave Sweet, welcome to our meeting here. David Sweet is the dean of the College of Urban Affairs, Cleveland State University.

**STATEMENT OF DAVID C. SWEET, CLEVELAND, OHIO, DEAN,  
COLLEGE OF URBAN AFFAIRS, CLEVELAND STATE UNIVERSITY**

Mr. SWEET. Thank you.

Senator Glenn, Congressman Seiberling, and Congressman Regula, it is a pleasure to step out of the ivory tower and provide at least some thoughts based on our work at Cleveland State University College of Urban Affairs with Representative Dennis Eckart's Energy Credits Advisory Committee, on one of our most pressing national problems: What are we going to do about the issue of rising energy costs and their impact on low-income and elderly households?

We were privileged at Cleveland State University to participate in a State supported evaluation program, the program Representative Eckart has just discussed, and have provided the Energy Credits Advisory Committee with two reports, the first of which you have before you, entitled, "Energy Assistance Programs and Pricing Policies in the Fifty States to Benefit Elderly, Disabled, or Low-Income Households."<sup>1</sup> This report is a survey of programs initiated in the 50 States

<sup>1</sup> This report has been published as a working paper of the Special Committee on Aging, single copies are available from the committee.

to deal with the problem of rising energy costs and their impact on low-income households. We found, somewhat to our surprise, that there have been extensive efforts initiated in many of the States to deal with this issue, and a variety of programs tailored to meet the specific needs of the low-income and elderly in those States. The second report is entitled, "Energy Pricing Policies and Their Possible Impact on Elderly and Low-Income Households."

In over half of the States that we surveyed, we found unique innovative efforts on the part of State officials to deal with this problem. I will summarize my written statement, which basically speaks to and reinforces the points that Representative Eckart has made, and that is: President Carter has submitted to the Congress a \$1.6 billion energy assistance program for this coming winter heating season—\$1.2 billion of that would flow through Federal programs, and \$400 million would flow through State generated programs.

One of the major conclusions of our report was that we now have in place in many of the States a substantial effort directed at assisting low-income and elderly individuals to meet their rising energy costs. I suggest that the objective of the administration and the Congress should be to reinforce these efforts rather than to go out and duplicate or establish a whole new Federal bureaucracy.

If we look at what the impact of \$1.6 billion would do to Ohio, if it were to flow through and reinforce a program that has been described by Representative Eckart, it would provide an additional approximate \$80 million to reinforce ongoing successful and effective energy assistance programs. Unfortunately, that is not the way the program is now being structured. In essence, probably less than \$20 million would flow through the Ohio program and not provide the potential impact on Ohio's low-income and elderly energy consumers.

The survey that we took of the programs in the 50 States categorized the efforts that are underway into four distinct groups: (1) Direct assistance programs—these include programs where there are a direct cash payment of vendor line of credit. (2) Rate structure approaches—such as lifeline rate structures, where a discount or a lower charge is assessed for initial levels of energy consumption. These programs may focus on all households or specifically target low-income or elderly households. (3) Weatherization and conservation efforts which focus on improving the efficiency of energy use. (4) A variety of techniques which are generally grouped under the label of load management, seeking to defer or reduce the tremendous capital outlays being confronted by utilities, and therefore benefiting not only low-income households but all households. As a result, the major recommendations I would make in structuring a program, particularly at the Federal level, due to the substantial number of dollars that will be directed at this problem, should be to reinforce and not to duplicate or to establish a new Federal bureaucracy.

At the Cleveland State University College of Urban Affairs, we are seeking to further develop our expertise in this area. We plan to initiate, early next month, a major study for the U.S. Department of Energy, focused on one dimension of the possible approaches in dealing with the problem area: Various lifeline rate structures operational in



the States. Also, the Ford Foundation has expressed interest in supporting an effort which compliments the DOE lifeline study by evaluating other kinds of programs and policies as direct assistance, conservation/weatherization, and the load management techniques. We hope to be providing some model programs and working with the National Conference of State Legislatures in assisting legislators that are just beginning to address this issue. Fortunately, in Ohio, the general assembly has been playing a lead role in enacting programs which deal with this problem area.

I might add that one of the questions raised earlier concerned privacy. In our survey and, in fact, in work which we are currently engaged in for the State of New Jersey, an interesting funding source was identified for programs of this type.

The New Jersey Legislature has recently enacted a program that taxes gambling casinos in the State of New Jersey. Specifically, it taxes the casinos that are now being established in Atlantic City. They have taken 8 percent of the gross receipts and put it into a casino fund, and it will be used to establish an energy assistance fund.

The Governor has vetoed the bill just this past week, and is using it as a lever to push the tax from 8 percent to 12 or 14 percent, in order to increase the fund. There will be a program enacted in New Jersey, and we are helping structure an evaluation process so that the legislature of New Jersey evaluates the impact of the program.

One of the problems we have concerning these new programs is a lot of unanswered questions. Are they effective? What is the impact on energy consumption? If we offset or reduce the consumers utility bill and the subsequent result is that the consumer uses more energy, we will then be defeating one of our national energy objectives; conservation.

We need further work in monitoring programs like the Ohio program and seeing, over time, what impact it will have on the targeted population and on energy conservation. Ohio, again, is in a unique position as a result of William Spratley's efforts—Office of Consumers Counsel—of initiating probably the most comprehensive survey of energy users in the country. This survey—which Mr. Spratley will describe in greater detail—will provide a 3-year history of energy consumption for utility consumers.

The Ohio energy credits program was enacted during this 3-year period, as a result, we now have a benchmark. We can see what the low-income elderly were consuming prior to enactment of the program, and we are beginning to see what their consumption levels are after enactment of the program.

In conclusion, my statement reinforces what Representative Eckart has stated: Many States are responding to this national problem, and Federal efforts should seek to reinforce these State initiated efforts.

One of the proposals now pending before the U.S. Department of Energy is somewhat complex—that implementation and subsequent auditing would create a major nightmare. It would be impossible, even for the wisest of Washington's bureaucrats to administer, and it would be unfortunate if that kind of program were implemented. While theoretically attractive, reality requires that these efforts remain fairly simple and straightforward.

Finally, the data we have analyzed and in Congressman Seiberling's observations, fuel oil customers will experience a tremendous erosion of their income, due exclusively to energy payments, in some areas of Ohio, but more dramatically in New England. It will be questionable as to how these people can survive.

I will conclude with that statement in which Mayor Kenneth Gibson said in testimony on this issue, that we are afraid and we don't think we are hitting the panic button of people freezing.

Again, I appreciate the opportunity to share with you our work and to participate on this panel with Representative Eckart and Mr. Spratley.

Senator GLENN. Thank you, Mr. Sweet.

Dave referred in passing to the study they did. I think it deserves more than that kind of passing notice, because it is probably the single most definitive work that has yet been done in this country on a comparison of all the energy assistance programs and pricing policies in the 50 States for the benefit of the elderly, the disabled, or low-income households.

It was done for Representative Eckart. His work at the State level is really a great work, and is of interest to us at the Federal level. I understand this was submitted to the White House, or is going to be. Has it been submitted to them yet? The White House staff has it now?

Mr. ECKART. Yes, I think it does.

Senator GLENN. So it deserves far more than just a passing reference here that David and his people at Cleveland State have put together this excellent summary of all the things being done in all the various States and then comparing them for their benefits.

Mr. SWEET. One comment, Senator, if I might, and that is as the Congress, the administration, and the State legislatures increasingly understand and respond to the problem, increased resources are being made available and appropriated. Unfortunately, these programs are not being implemented, made available in a coordinated fashion. If we just took the Federal programs that are designed to somehow aid low-income elderly with their energy costs and we put them off on a chart identifying the Administration on Aging, the Community Services Administration, the Department of Health, Education, and Welfare, the Department of Labor, the Department of Energy, and so forth, and we start breaking them down into divisions, offices, and bureaus, and so forth, all with little pots of money that are appropriated for a specialized assistance program, and then we get down to the "bottom line": Assistance levels to low-income energy consumers.

The question is, how do we begin to coordinate these resources and then maximize the impact of the funding for the persons we are trying to aid? Mr. Spratley's utility users' survey, I think, is a devastating result of his particular survey which reveals the people's awareness of the Ohio energy assistance program is five times greater than their awareness of the Federal programs in this area, and yet the Federal Government spends a whale of a lot more money in this particular area.

Senator GLENN. Bill Spratley is the director of the Ohio Office of Consumers Counsel and a member of the Energy Credits Advisory Committee.

Bill?

**STATEMENT OF WILLIAM A. SPRATLEY, COLUMBUS, OHIO, DIRECTOR, OHIO OFFICE OF CONSUMERS COUNSEL; MEMBER, ENERGY CREDITS ADVISORY COMMITTEE**

Mr. SPRATLEY. Senator Glenn, Congressman Seiberling, Congressman Regula, the Consumers Counsel Office represents residential consumers primarily before the Public Utilities Commission of Ohio.

An East Ohio Gas customer wrote to the Office of the Consumers' Counsel in August of this year:

I am an old lady, 76 years old, have crippling arthritis and live on my social security checks, no other income and own my own home . . . I have got to sell my home as I cannot keep up with repairs, gas bills, house and auto insurance. My check don't leave any money left for clothes or for any money to go enjoy my last few days here on earth . . . (I) must sell my home and move into a small trailer and it's breaking my heart. . . .

In his July 15, 1979 energy speech, President Carter indicated that "our Nation must be fair to the poorest among us." A synopsis of the assistance program he proposed acknowledges that "Americans living in poverty will bear the heaviest burdens from higher energy prices and tighter energy supplies, and they will be least able to bear those burdens. Our Nation's energy goals must not be pursued without addressing those pressing human needs."

Senator and Congressmen, this hearing today I believe is a significant step in the Federal Government's efforts to address those pressing human needs, especially if you look at the impact of rising energy costs on Ohio's elderly and low-income citizens. The years since 1973 have been marked by a dramatic escalation in the cost of energy to Ohioans. The "energy crisis," inflation, lack of aggressive regulation by public utilities' commissioners, poor planning and management inefficiencies by some public utilities have given rise to spiraling utility rates.

Although this appalling increase in utility service costs has affected the budgets and lifestyles of most Ohio families, no one has been affected more seriously than our elderly and low-income citizens. These citizens, who have worked hard all their lives, building their assets for retirement, now find that their dollars do not stretch far enough to handle today's inflationary costs and mounting energy bills. In fact, a number of these honest, hard-working citizens are facing the possibilities of having their utility services disconnected. Yes, it is a sad commentary on our society's economic problems that we can allow "necessity of life" services to be terminated for many of our citizens.

As we have traveled around the State, and as we have battled to keep utility costs as low as possible, we have found that many elderly and low-income citizens often are faced with a frightening choice—whether to spend their money to buy food or to keep warm.

A 93-year-old woman who was blind dropped behind in her gas payments to East Ohio Gas Co. because of extraordinary medical expenses in her family. The company requested a \$47 security deposit and threatened to disconnect her service in March of this year. Ohio's weather can be quite cold in March and April and the disconnection of utility service to a 93-year-old person could be serious. The Office of the Consumers' Counsel was able to negotiate payment arrangements to insure continuation of her service.

Throughout recent years the cost of energy has been increasing at a rate faster than the increases in the Consumer Price Index.<sup>1</sup> As the Ohio Energy Credits Advisory Committee pointed out in its recent report to the Ohio General Assembly, the adjustment to higher utility rates by low-income citizens has been inhibited by several factors.<sup>2</sup> The committee reported stated:

According to the most recent national figures, the disposable income of the poor and near-poor has not kept pace with inflation. Also, the major public assistance programs did not make up the inflationary gap for people receiving aid. The major income-transfer mechanisms that exist for low-income people did not come close to matching inflation, and thus low-income households lost real purchasing power. Cost deductions through conservation are extremely difficult for low-income households because (1) they are generally conserving as much as they can, and (2) low-income families do not have the money to upgrade their housing quality.<sup>3</sup>

Clearly, these developments are causing not only senior and low-income citizens to demand solutions to the energy cost problem, but are awakening the conscience of all Americans.

In a recent poll by national pollster Lou Harris, the public placed help to the elderly and poor third out of a list of 10 priorities. The economy and energy issues headed the list. Lou Harris says this emphasis on helping the poor and elderly indicates clearly that the American people are not cynical at base, but instead have deep compassion and feeling about their fellow citizens who are suffering most from the double-digit inflation and the escalating cost of energy.<sup>4</sup> Indeed, in another ABC News-Harris survey, 54 percent of those questioned were prepared to see the Federal Government spend up to \$8 billion to give aid and assistance to the less advantaged in our midst.<sup>5</sup>

No one can seriously doubt the seriousness of the effect of escalating utility prices on Ohio's senior and low-income citizens when you consider a number of facts. For example:

Revenue recovered from automatic fuel adjustment clauses of Ohio gas and electric utilities grew from \$507 million in 1974 to \$622 million in 1975.<sup>6</sup>

In 1976, the Public Utilities Commission of Ohio (PUCO) granted utility companies \$665 million in increased rates. At the same time, electric and gas utilities passed on \$855 million in fuel charges to their customers.<sup>7</sup>

In 1977, utility rate increases and automatic fuel adjustment charges reached \$1.1 billion.<sup>8</sup>

In 1978, Ohio's 13 major utilities were granted \$153 million in rate increases. This compares to \$124 million in increased rates granted the same utilities in 1977. Ohio's eight electric and four major gas com-

<sup>1</sup> Report to the General Assembly—Energy Assistance Program, Energy Credits Advisory Committee, 113th Ohio General Assembly, p. 7.

<sup>2</sup> *Ibid.*, p. 8.

<sup>3</sup> *Ibid.*, p. 8.

<sup>4</sup> Louis Harris, remarks to the National Conference of State Legislatures, San Francisco, Calif., July 28, 1979, p. 3.

<sup>5</sup> *Ibid.*, p. 3.

<sup>6</sup> Annual report (1977), Consumers' Counsel Governing Board, Office of the Consumers' Counsel, State of Ohio, Columbus, Ohio, Apr. 1, 1977, p. 1.

<sup>7</sup> Annual report (1978), Consumers' Counsel Governing Board, Office of the Consumers' Counsel, State of Ohio, Columbus, Ohio, Apr. 1, 1978, p. 61.

<sup>8</sup> Remarks before the Ohio AFL-CIO 11th biennial convention, Public Hall, Cleveland Ohio, June 28, 1978, by William A. Spratley, Consumers' Counsel, State of Ohio

panies collected \$1.9 billion through the automatic fuel adjustment clause in 1978.<sup>9</sup>

In February 1979, there were \$637 million in utility rate increase requests pending before the PUCO. This represented 13 percent of all utility rate increase requests pending throughout the 50 States.<sup>10</sup>

All eight of Ohio's major electric utility companies have either filed for or been granted major rate increases during 1979.<sup>11</sup>

I also would like to briefly discuss the lack of attention to the Federal wage and price guidelines.

In the fall of 1978, the President's Council on Wage and Price Stability issued voluntary wage and price guidelines, which it asked business and labor to adopt in the fight against inflation. Under the guidelines, wages were not to increase more than 7 percent a year and price increases should not exceed 9.5 percent annually.

Most of the major utility rate cases pending at PUCO in early 1979 and many of those major cases filed in recent months exceed the 9.5-percent price standard.

Information disseminated by the Council on Wage and Price Stability explaining the guidelines indicated that utility companies should comply. However, in the first major case decided by the PUCO after the guidelines were announced, Columbus & Southern Ohio Electric was granted a 15-percent increase over its present rates. The PUCO opinion and order in that case totally ignored the price guideline issue as raised by the Consumers' Counsel.

Since then, the PUCO has repeatedly stated that it does not consider interpreting the guidelines to be its responsibility.

Although the guidelines are generally being ignored by Ohio utilities, many utilities and utility regulatory commissions in other States are attempting to comply. For example, in New York the Public Service Commission is requiring utilities seeking rate hikes to state whether their request falls within the price guidelines. In Michigan, Detroit Edison indicated it was asking for \$64 million less than it actually needed in increased revenues so it could comply with the Federal guidelines.<sup>12</sup> Finally, in Connecticut the Public Utilities Control Authority has required all regulated utilities to comply with the price guidelines to the fullest extent possible.

Certainly, our office would like to see the Federal Government and the PUCO be more aggressive in this area and affirmatively apply the price guidelines in setting future utility rates. We contend that any State utility commission which does not encourage compliance with the goals of controlling inflation should be the object of attention from the Council on Wage and Price Stability.

In looking at the presently existing energy assistance programs, there have been a variety of programs to help the poor and elderly pay their utility bills. Our agency is familiar with the following:

<sup>9</sup> "Summary of Recent Consumers' Counsel Financial Analysis of Ohio's 18 Major Utility Companies," Office of the Consumers' Counsel, State of Ohio, Columbus, Ohio, spring 1979, see generally.

<sup>10</sup> Annual report (1979), Consumers' Counsel Governing Board, Office of the Consumers' Counsel, State of Ohio, Columbus, Ohio, Apr. 1, 1979, pp. 116-120. Also documented in various letters to Alfred Kahn, Chairman, U.S. Council on Wage and Price Stability, from William A. Spratley, Consumers' Counsel, State of Ohio.

<sup>11</sup> *Ibid.*

<sup>12</sup> "Detroit Edison Asks for Rate Increase of \$166 Million," Wall Street Journal, Dec. 15, 1978.

One: Emergency assistance funds from county welfare departments in the State of Ohio. People who qualify for this program can receive a one-time payment of funds, annually, to cover an emergency situation. Generally, the amount a person can receive in emergency assistance is dependent upon the amount they receive in monthly welfare benefits. However, because of budget restraints there may be a maximum allowable payment in some counties that is less than the individual's monthly benefits. The money can be used to pay utility bills.

Problems with this program include: (a) Many times the amount available in emergency assistance is not enough to pay an outstanding utility bill and guarantee that service will not be disconnected. (b) If a consumer elects to use any emergency assistance funds from the welfare department, they cannot receive additional funds during the next 12 months. What this means is that if a person elects to use \$80 in January of a given year, they cannot use any additional emergency funds during that year, even if the total of their emergency needs during that year does not exceed their monthly welfare check.

Two: State of Ohio energy credits program. This program was established by the Ohio Legislature in 1977 and has been in existence the past 2 years. Under the program, elderly and disabled residents of the State who have less than \$7,420 in annual income can lower their December, January, February, March, and April heating bills by 25 percent. This program has been a big help to some persons in the State who cannot pay bills, but it does not help low-income people who are not elderly or disabled. Also, unfortunately, with the rising rate of inflation, many of those who are benefiting from the discount will be paying as much, if not more, in heating bills this winter compared to last winter.

Three: Federal crisis intervention program. Administered by the Community Services Administration, this 3-year program has had a rocky history. Originally managed by State welfare departments, it has been handled by community action organizations in Ohio over the past 2 years. Eligibility requirements and what the program money can be used for have also changed.

Those in need have waited anxiously for the Community Services Administration's crisis intervention program moneys to reach local agencies—wondering whether the assistance or the utility serviceman coming to disconnect the service would arrive first. This year, the lag time was more than 2 months; not until the end of March did the funds become available to Ohioans—2 months after final rulemaking and at the end of the winter heating season.

Four: Social service agencies and churches have been willing to pay utility bills on occasion but their funds are limited and piecemeal.

In looking at the characteristics of Ohio residential electric and gas customers, on June 26 of this year the Office of the Consumers' Counsel released the results of an extensive study of energy use in Ohio. The study by Elrick & Lavidge, Inc., of California involved personal interviews with 4,237 customers of Ohio's seven major investor-owned electric utilities.<sup>13</sup> Usage data for the customers surveyed was obtained from the companies for the period October 1977–September 1978.

<sup>13</sup> Utilities surveyed include: Cincinnati Gas & Electric, Columbus & Southern Ohio Electric, Dayton Power & Light, Cleveland Electric Illuminating Co., Toledo Edison, Ohio Edison, Ohio Power.

I have attached to my testimony as an appendix a copy of the survey questionnaire<sup>14</sup> along with our special August newsletter<sup>15</sup> which summarizes very briefly the results, and also the June news release.<sup>16</sup> I do have a full copy for the committee's consideration of the survey.

Although the survey was conducted to determine general utility usage patterns in Ohio, specific information on the elderly and the poor can be extracted and examined for this committee:

First: Of those interviewed whose annual family income before taxes was under \$7,500: 63 percent were 65 years of age or older; 62 percent relied solely on income from pensions, welfare social security; 58 percent were in the lowest annual electric usage quartile; by that I mean if you took all the individuals in the survey, 58 percent were in the lower quarter or 25 percent; 31 percent were in the lowest annual gas usage quartile; 84 percent had heard of Ohio's energy credits program; 37 percent participated in Ohio's energy credits program.

Second: Of all the 4,237 interviewed in the entire survey, 70 percent of those who did not participate in the energy credits program were "strongly in favor" of it; 58 percent of those who did participate in the energy credits program found it to be of a "great deal of help"; only 28 percent had heard of a Federal utility payment assistance program.

These results show a definite correlation between low electric usage and low income. Also, there is very strong support shown in the survey for the State's energy credits program.

It is hoped that this information will provide valuable assistance to this committee in identifying the scope of the energy issue as it affects the poor and elderly of this State.

We support the following portion of President Carter's administration proposals:

First: The two-phased nature of the program which allows funds to go to low-income people automatically without a "crisis" situation having to be proven.

Second: The fact that eligible households can participate in both the special energy allowance portion of the program and the energy crisis assistance portion.

Third: The increase in maximum benefits from \$250 to \$400. OCC found that many times \$250 was not enough to pay the winter heating bills of the poor and elderly nor to prevent the disconnection of service for nonpayment.

Fourth: The change in the eligibility requirements to allow persons whose incomes do not exceed 150 percent—compared to 125 percent last year—of the Federal poverty guidelines to participate in the program.

The Office of the Consumers' Counsel—OCC—would like to make the following recommendations that, hopefully, will strengthen the program.

First: That all funds distributed under the low income assistance program be earmarked for heating bills. This could be accomplished by making direct payments to utility companies or sending low-income persons vouchers that could be used to pay for utility bills. These

<sup>14</sup> See app. 1, item 3, p. 80.

<sup>15</sup> See app. 1, item 2, p. 77.

<sup>16</sup> See app. 1, item 1, p. 53.

vouchers could still be sent automatically to those persons who qualify under the guidelines for the special energy allowance.

Second: Since utility bills have increased at a greater rate than inflation, OCC feels it is important that all States use the 150 percent of the Federal poverty guidelines as the eligibility requirement for the emergency crisis assistance portion of the program. The geographic location of a low-income household should not determine the amount of money available from the program.

Third: While OCC generally agrees with the formula used to distribute funds under the program, we question why in the distribution of funds under the energy crisis assistance program there is such a heavy emphasis on fuel oil consumption. It might be appropriate to also take into account: (a) The amount of increases in utility rates that public utility commissions have granted in a particular State or; (b) the price per kilowatt-hour or hundred cubic feet in the States or; (c) the average monthly bill in a given State.

Fourth: Assistance must reach needy Ohioans in the early months of the year—January, February, March—in order to remove the threat of loss of service during the heating season. Dividing the special energy allowance into two payments and distributing them at the beginning and near the end of the winter will alleviate the anxiety which resulted from awaiting past crisis intervention funds.

OCC urges the President's Council on Wage and Price Stability to tighten the anti-inflation guidelines relating to public utility rate increases and to aggressively monitor and seek compliance by public utilities and State regulatory agencies.

Finally, I urge Congress to expedite the passage of the low-income energy assistance program. Those agencies responsible for eligibility determination and the distribution of assistance must have enough time to prepare for the program in order to avoid the dissemination of incorrect information and the resulting confusion, and to insure that those in need are made aware of the program.

A concerted effort must be made to publicize the availability of the assistance through the coordinated efforts of social services agencies and the news media. It would be helpful to set up a clearinghouse in each State with a toll-free hotline number to allow citizens to contact one service for information on all energy assistance programs in that State and to cut through the bureaucracy.

As indicated in our utility usage survey, only 28 percent of those interviewed had heard of a Federal utility payment assistance program, after at least 3 years of such programs being available to Ohioans.

Thank you.

Senator GLENN. Thank you, Mr. Spratley.

Representative Tom Sawyer, do you have some comments you want to make before we go to questions?

**STATEMENT OF REPRESENTATIVE THOMAS C. SAWYER, AKRON,  
OHIO, MEMBER, OHIO HOUSE OF REPRESENTATIVES**

Mr. SAWYER. Thank you, Senator Glenn, and Congressmen.

I do not have a specific comment I would like to make. I would like to ask Representative Eckart to take just a moment to respond spe-



cifically to the question that Congressman Seiberling asked about the genesis of flat rate payments for nonmetered heating bills.

Mr. ECKART. We realize, as you know, there are a lot of people who receive propane by pipeline and have propane tanks in their house, and there is even a scant percent of people who use coal and wood in Ohio. We realize with the utility services, we are going to eliminate 13 to 18 percent of the people in the State, particularly in some rural portions of Ohio. Those areas are 90 percent propane. Because there are so few homes, we try to strike a figure that would provide relief for those people without excluding them from the program, and upon presentation of their heating fuel source to the Department of Taxation, they would receive a check for \$87.50.

The check was presented only during the winter months, and they had to certify that they had spent at least that much money for heating purposes, but that is not very hard to do with the way the price of fuel oil has gone. We have raised that rate to \$125. That passed the House and is still in the Senate, largely because \$87.50 was not close to 25 percent of a person's fuel consumption.

Why did we not go to 25 percent of a person's fuel oil bill? You can stockpile it. You can fill your tank up today, pump it out and have it filled up again tomorrow. There is a lot more abuse that can occur in the commodities areas than when it is metered as a separately provided service. That is why we limited it to a flat grant which, parenthetically, is very close to the amount received when they are served by a meter utility.

Senator GLENN. Do you want to follow up on that, John?

Representative SEIBERLING. No; I think that is a very good explanation.

Senator GLENN. Thank you.

You gave some figures earlier on the impact on the elderly, the figures that the committee had also. Over the last 5 years, social security benefits have increased by 42.7 percent and the supplemental security income benefits have increased 24 percent. That is 42 percent and 24 percent on those two. In that same period, the cost of natural gas has risen by 126 percent, fuel oil has gone up 136 percent, gasoline for automobiles 109 percent, and electric 73.4 percent. It is obvious that a larger bite, out of a too limited income in many cases, is being taken up by energy costs.

You reviewed some 120 energy programs throughout the 50 States. Is there a perfect plan, or do we set Federal standards, as was suggested or do we let every region and every State set its own pattern? If we do that, won't it be difficult to have any Federal standards involved, other than just supplying, perhaps, some funding for some of these programs? Do you have any comment, Dave?

Mr. SWEET. I would say, Senator, some flexibility is required within the four possible program areas that our report focuses on, namely: (1) Direct assistance, (2) rate structure, (3) conservation/weatherization, and (4) load management. Those are the four areas for which numerous standards might be developed. The model program, if it existed—and I do not think it exists at this time—would be some combination of all four. For example, both Representative Eckart's program and our report showed that through lowering the cost to the

elderly for weatherization and providing insulation, the problem could be dealt with effectively.

Additionally, Mr. Spratley concurred with my point about the people's lack of awareness on the Federal program, as well as the proliferation of a fuel program. There has been essentially no coordination which would enable the model program to be involved with the Ford Foundation in structuring some possible alternatives. They would coordinate Federal programs by focusing and reinforcing State efforts in those four particular areas.

Representative REGULA. Would the gentleman yield?

Dave, climatic conditions, availability of types of fuel, like electricity and TVA, would there not be a great variance?

Mr. SWEET. Degree day consideration, and that is one of the reasons that a straight across-the-board Federal program may not have the intended impact. As we are all aware, there are unique energy conservation characteristics and requirements from Maine to Texas, and Florida to Washington. Where States are better prepared and are committed and capable, as Ohio has demonstrated, of initiating their own effort, Federal efforts should seek to acknowledge these variations and reinforce successful State programs.

Senator GLENN. The study indicated that energy assisted programs should be linked with a weatherization program for the most effective total single program. Did the other programs you analyzed have such a linkage?

Mr. SWEET. California is my best example there, Senator. They adopted what has been put forth across the country as the first dramatic approach to using lifeline rate structure; that is, a lower cost in that initial block of electric and gas consumption.

There are those of us who have questions about trying to use rate structure in an economic regulatory setting. Mr. Spratley has adequately outlined the failures of the public utilities commissions in using its economic and regulatory powers, and their ability to implement social policy is even further in question. This is probably best left to dedicated State representatives in a legislative body. However, in California, for example, they did use lifeline as a means of delivering a program to the citizenry.

Now if we could link lifeline rate structures—if the State elects that route—with the requirement that they meet some efficiency standards or, in other words, that the house is weatherized prior to receiving the rate break, then you are linking a rate structure program and weatherization. It is conceivable that you could link all three—weatherization, direct assistance, and rate structure.

Senator GLENN. It gets a little bit more complex. Linking the programs up like this is more complex in providing both assistance and service, yet I think the studies of our staff indicate that most households needed both ends of this program.

Mr. SWEET. Two gas utilities in Ohio, for the period of roughly 1972 through 1977-78, had a significant group of former sales agents that were restricted from selling gas; due to the natural gas shortage, there were no new gas customers permitted. That was a tremendous marketing force that could have been inspecting homes, particularly homes of low-income and elderly, and establishing some weatherization criteria.

It was my proposal, when I was on the commission, that when both gas companies returned to the commission requesting that, due to new supplies of gas, the restriction of new hookups be relieved only if the houses were weatherized. Unfortunately, the majority on the public utilities commission did not see fit to implement that suggestion. There is, in the private sector, through the utilities, a tremendous marketing force that could be used in implementing a program of weatherization, once standards were established by the PUC.

Senator GLENN. Which form of assistance do you feel is most acceptable and efficient, cash assistance or credit on utility bills for elderly citizens?

Mr. ECKART. Senator, we debated that extensively in our legislature. Let's just send them a check, let's make it a two-party check. The check would be made to the East Ohio Gas and Mr. and Mrs. John Smith to make sure that the check would be turned over to the utility company.

Basically, what we found is that Kentucky has a check voucher type system that they are preparing to abandon. It has proven to be an administrative nightmare very similar to public assistance type checks. They get lost. Check followup is an absolute thing to do. You still have to engage in all the verification that you do in an actual deduction from the bill. An actual deduction from the bill gets the aid where you want it. If you send a check to a person, he can use it for anything else.

Your previous question, Senator, chapter 5 addresses the linkage between assistance and weatherization. Indiana, California, North Carolina, the State of New York, all have linkage of aid benefits to weatherization benefits.

One interesting sideline. In North Carolina, to get the lower rate, you had to have weatherization. A lot of people said, no, we don't want you to come in and rip our house apart. When they amortized the reduction in the rates, it did not pay for the person to do that.

Senator GLENN. Did they have a regular time to go around and assess the homes?

Mr. ECKART. Yes.

Senator GLENN. Weatherization benefits not only the individual user, but the country as a whole in our grand total use of energy. They did have teams inspect each house?

Mr. ECKART. Yes; they did an energy audit. The recommendations were then made. If the recommendations were followed, then the home received up to an 8-percent reduction on their bill.

Senator GLENN. What do we do in Ohio now?

Mr. ECKART. There is no provision in Ohio for linking.

Mr. SPRATLEY. Senator, going back to the question Congressman Regula raised, if we look at the June 26, 1979, OCC news release that I gave you, on chart No. 1, there is a chart that shows electric consumption for the seven electric utilities and the four gas utilities. You see on the annual basis there is quite a disparity with residential electric consumption, so there appears to be a climatic difference here in Ohio.

From a residential usage standpoint you can see, for example, that here in Ohio Edison territory the average annual usage is 7,800 kilowatt-hours, whereas down along the Ohio River, Cincinnati Gas & Electric, it is up to 10,650. The Cincinnati consumption is probably as-

sociated with the higher saturation of air-conditioning. With gas usage, however, we might as well have one big gas company in Ohio, because most of the gas is very similar among all of the companies.

Looking particularly at chart 8, the age of houses in the survey, the highest users of gas tend to live in the oldest housing. You will see that 49 percent of the high users have houses that were built before 1939. However, as you will note, the high users of electricity live in the newer houses, many of which are all-electric. The reason we have such a high saturation of all-electric is probably because we have gas curtailments.

I think I have touched on some of the problems just in the State of Ohio, so that we can now say that the residential consumer behaves differently, especially as an electric user. As a gas user, their tends to be a lot of similarity, and usage really is related to the housing characteristics.

Senator GLENN. It has eligibility of 125 percent of the poverty level, which would be approximately \$4,000 for a single individual and \$5,200 for a couple. Do you think that is adequate, or what do you think would be an adequate level?

Mr. ECKART. We used 125 percent of the poverty level. Senator, you can appreciate that the reason that we picked it up is, if we went any higher—there was a suggestion that it go higher, but 125 percent appears to be the most we could go. When we looked at a number of other States, some of the other States go up to 200 percent of poverty.

Senator GLENN. The State is not the only place where money is getting tight these days. We are trying desperately to balance the Federal budget, too, and if there were support for a national Federal energy assistance program, what would you recommend, a bloc grant program or a standard being set with no funding background or backing for it? What are your thoughts on a bloc grant approach?

Mr. ECKART. Based on the application by State basis to meet certain minimal cutoffs?

Senator GLENN. I would think we would have to have some kind of Federal standards in with it. I don't know whether they would follow exactly in the way our program has done here, or whether we would perhaps follow some different patterns.

In connection with that, have there been any other studies even approaching the completeness of yours, so far as you know, in any other State?

Mr. SWEET. During our survey, we contacted all of the States, and people in a variety of agencies said: "We have not heard of anything like this. When you get through, would you please send us a copy?"

I believe this is the first effort to look specifically at State programs in this area.

Senator GLENN. The reason I threw that question in the middle of the other one is that if there is any different approach to this, if there are other approaches that you have not included in here, we would like to know about them.

Mr. SWEET. That is crucial, Senator Glenn, because there is a lot of activity in this area, and our survey is already in need of updating, due to legislative action in the States. We are planning to undertake such an update.

Senator GLENN. Obviously every State, all of us want to get money to support Federal and State programs, but there are going to be limited Federal funds available in the future as we try to balance the Federal budget.

Let's say there was a program put through in this regard. Do you think that the bloc grant approach would be the best?

Mr. SPRATLEY. Senator, I am not that familiar with Federal grants, but my experience with the Energy Department—and I think we raised the issue of fuel oil—is that we have noticed in the past a lot of these formulas tend to favor Eastern States which have utilities fueled by oil.

We are sitting here in a State that is the fifth largest consumer of gas and is generating electricity about 95 percent with coal. For example, our survey representative of 3 million electric customers in the State of Ohio, shows various heating sources, but most of them, 80 percent, have natural gas. Another 10 percent are fuel oil, and the remaining 8 percent are all-electric.

So I would be very concerned about any formula that would over-emphasize oil, because we said the Federal funds should be distributed on the basis of need with as much equality as possible, so that Ohioans are not shortchanged. That would be a concern that I would voice to you and that is one of the things we feel needs to be looked at.

Senator GLENN. I would share your concern on that. We could not just make it on a pro rata basis of so much per person. You may find one part of the country where a large percentage of elderly say they are heating with electricity. Your amount of money expended to help those people is going to be different than in Texas, where they are using natural gas, and the Northeast, where heating fuel is the main element.

Mr. SWEET. The bloc grant approach probably would be most effective. If you went the bloc grant route—with those States prepared to handle it—and if you took the President's proposal of \$1.6 billion, which is now before the Congress, that could mean as much as \$80 million additionally flowing through the Ohio program. The energy credits program, as Representative Eckart has said, is increasing the benefits and is a broadening of the benefits so they could relax the age limitation for eligibility. With age limitation and address, as Bill has said, low-income as well as low-income elderly would become eligible for the program.

Senator GLENN. Thank you.

Congressman Seiberling?

Representative SEIBERLING. Thank you.

Dave, isn't there an inherent conflict in having a utility company administer the insulation of the weatherization program? In Washington last year the gas company announced that they found that people were putting in heat pumps to cut down on their gas bills. Apparently it was economical to do that. It was surprising. They announced that they were going to increase their rates; in fact, they applied to the Public Utilities Commission for authority to do that, and that sort of thing has happened elsewhere.

Would it not be better to have the State administer such a program, or some other agency than the company, that is interested in selling more gas, oil, electricity, or whatever?

Mr. SWEET. I think your concern, Congressman Seiberling, is well founded. After 4 years on the Public Utilities Commission, I was considered a critic of the electric/gas utilities in the State; in fact, I was highly critical. But they do have one of the best marketing forces and ability to get the job done of a private sector operation.

I am very pro private sector activity in this regard and don't think the State could do this any better than the utilities could. What I would call for and would hope that the Congress would establish—if they went this route—is strict regulatory control so that you would not get into a situation where conservation led to a dramatic increase in bills.

Representative SEIBERLING. Because they have to spread their fixed cost over a smaller number of unit sales and, therefore, they have an incentive to increase the number of sales otherwise.

Mr. SWEET. Let them earn a return on conservation rather than building a new generating plant. I would rather be paying my utility bill for insulation rather than an underutilized generating plant. Let them put it in the rate base.

Mr. SPRATLEY. I am inclined to agree with you, Congressman Seiberling. Some utilities are now paying for that. I think customers expect the utility to provide adequate utility service. I think that any program that forces the utilities into something that is clearly not in their interest, in the profit motive sense of the word, is something that has to be very closely regulated. I don't have a whole lot of confidence in the Public Utilities Commission to regulate something that is not a utility business. I think these conservation audits that are going to be forced on utilities need to be closely looked at. There is a real question of who subsidizes whom and I think that those are serious economic questions.

Senator GLENN. We probably could be looking at that. We are not working in a vacuum here. I think we could go back and look at some of those things and see how it worked out. Take a few homes and use a sample of them—whether they had the weatherization in, how much did it cost them to put it in? What advantage did they get on their bills? We do have some experience.

Mr. SWEET. I would like to follow up. I certainly don't disagree with what Bill Spratley has said, but I feel the greatest weakness in utility regulation today is the lack of incentives, and the lack of incentives for conservation are rampant. Let's put some incentives in there for the private sector to respond to. If there is one thing the private sector responds to, it is incentives. Let's establish some conservation incentives. We cannot be any worse off than what we are right now.

Senator GLENN. Congressman Regula?

Representative REGULA. I just want to be sure. Is it the consensus of the panel that any Federal program would be best administered by the State and that we should flow this funding through to the States and let them structure a program in light of their own peculiar circumstances?

Mr. ECKART. Congressman, without a doubt, yes. I would, even as a sponsor of the State program, be willing to yield to a Federal program if that program talked about who should be eligible, the income levels that you must cover, certain fuels, make allowance for new construction, master metering, items like that, because if I can reserve to

myself, the lead agency, our ability to tailor our needs for natural gas as opposed to oil or electricity, our ability to be turned into peculiarities of time, geography, yes. I would answer that question yes, without a doubt.

Representative REGULA. Yes.

Mr. SPRATLEY. I think that the Federal Government might set standards which would be followed. I think Ohio is probably going to be the leader, we may be an exception. Hopefully others can learn from us. Our governing board is very concerned that any Federal money goes directly to pay energy costs rather than cash payments. We have discussed that at length, and I only express the problem. I realize there are a number of administrative problems involved in that.

Mr. ECKART. Senator, I want to thank you for coming here. That may sound trite but if there is one thing I know I hear in my cards and letters it is, "Why don't you spend more time with the people?" The fact that you took time from your schedule to arrange time to be here, to conduct a public hearing and be in, like you said, Cleveland, Akron, Cincinnati, Toledo and Columbus—I think this is important not only for the subject that we are discussing but for the process as well.

Mr. SAWYER. If I could just make one further comment relating to Congressman Regula's question and that is that the States have the opportunity, under the kind of situation that you are talking about, to tailor their program to the administrative agencies that will result in the most efficient programs. I think that is one of the great advantages the Ohio program has had in terms of its efficiency, and that is the way we were able to look very closely at those agencies.

Representative REGULA. It is very apparent your overhead costs are minimal compared to the amount of money you are distributing.

Mr. SAWYER. Yes.

Senator GLENN. Rather than setting up certain Federal standards or minimums, we might take the Ohio experience, which appears to be very good, and other programs, and say to the States. "Here is a choice of one, two, or three programs. Here is your blueprint. You can take any one of these, or if you want to make changes, give them a pattern to follow." If they wish to participate, that might be a little different approach.

In that regard, I don't know that we would want to publish your whole report, but is there any proprietary nature in this report you have given us that would prevent us from publishing it?

Mr. SWEET. It is copyrighted by the Energy Credits Committee, and as long as the proper credit is given, I believe it would be acceptable. It was funded out of State of Ohio funds; I think that would give some recognition to the State of Ohio.

Senator GLENN. We would not publish it without getting your written approval.

Thank you very much for your very expert testimony, we appreciate it very much.

Our next panel today will deal with how this program has been working at the local level and has affected six individuals.

The panel is made up of Barbara Love, director, Area Agency on Aging, Akron; Kay Greenleaf, director, Wayne County Community

Action, Wooster; Nellie Dominic, Wooster, Ohio; Helen Hammon-tree, Akron; Hilbert Perry, president, Ohio Coalition of Senior Citizens Organizations; and Glenn P. Vore, member, AARP/NRTA Ohio Joint State Legislative Committee.

Is Mr. Perry here?

Ms. Love, please make your comments. If you have a prepared statement, we will include it in its entirety in the record.

**STATEMENT OF BARBARA LOVE, DIRECTOR, AREA AGENCY ON AGING, AKRON, OHIO**

Ms. LOVE. Thank you, Senator.

May I first say I would like to thank the Senate Special Committee on Aging for giving me an opportunity to testify this afternoon.

Good afternoon, Congressman Seiberling, Congressman Regula, and ladies and gentleman in the audience.

May I just read to you two or three statements which we here at the agency have been collecting over the last 2 or 3 weeks, statements which have been given to the workers in the area agency and those in the communities of our four counties, and then I would like to summarize.

First a statement from Mr. John H. John H. is receiving the heating fuel discount and states it is a great help to him in meeting his winter fuel bills. Fuel bills are still high, however, due to drafty conditions in his house.

Mrs. S. has applied for and received new roofing and insulation through a winterizing grant from the city of Akron. She states she is very pleased with the work, and noticed that her gas bill dropped \$10 per month after the insulation was installed. To conserve, she still maintains the thermostat at 65° and wraps up in hand-crocheted afghans.

Mrs. M. applied for winterization through a community group but waited for many months with no results. Our caseworker called and found out that the program was being phased out, and Mrs. M. would not be helped. She is now in the process of applying for a winterization grant through the city of Akron. We have been told by the minority contractors that many applicants will be waiting for over 1 year.

Mrs. F. of Akron, Ohio, says it is very difficult to make ends meet. She appreciates very much the energy discount she now receives but as inflation goes up, how about raising the discount allowed.

Mrs. S. could use help for all utilities. With inflation making prices go so high, it is difficult to find enough money for basics. Very thankful for the energy credit discount for fuel.

Mrs. C. can make do now because she does not have car expenses but would be very hard put to pay utility bills without the energy credit discount. Would like to see more information regarding things people could do to help themselves by closing off part of her house, using plastic to cover basement windows, et cetera. Also, Government should give people more help in insulating homes.

By the way, I tell you that this woman is a 70-year-old woman. When called she said, "I am sort of busy right now, I am putting plastic on my basement windows."



Mrs. E. said she thinks the energy discount is marvelous but does feel senior citizens who are homeowners do not receive the benefits received by those who live in senior citizen housing.

Mrs. M. from Akron, Ohio, does not receive the energy discount because of income which is a few dollars over the income requirement. If it goes to \$10,000, she will be very happy about it.

As we have found from both our inner city older people and our rural older people, they are very grateful and thankful for the energy discount program and for the weatherization program and for emergency funds. We know that at the area agency because we have received calls all through the spring and summer. They call not only expressing appreciation for the programs but also are inquiring about applying for the next year. We do, however, have some concerns and suggestions.

Our greatest concern is that there is not enough weatherization money, not enough emergency money. A year's waiting list is too long. A woman thought she was going to be under the program and was not and had to take out a loan.

If I may use Senator Glenn's phrase, we still have people who have to choose between heating and eating.

May we suggest, then, as a conglomerate of all of our input from our higher discounts, if indeed that program continues, higher income eligibility, we would like to see the age at 60-plus, we would also like to see more effort put into teaching people how to conserve and to weatherize—simple things like plastic on windows, what kinds of shades are best to hold heat in at night, and shutters and that kind of thing.

May we suggest also, in tandem with those people who have spoken earlier, that any effort which is done from a Federal level be coordinated with the State program or State programs. We especially feel that there needs to be money set aside as a part of the budget program for weatherization and energy credits, or whatever, for outreach and publicity efforts. We want to be sure that all people who are eligible know about the program.

May I urge that there are ways that reminders can be sent through with the SSI checks and social security without disturbing the confidentiality law. To speak about two people to whom I spoke, who are workers in the field, we would like to stress conservation over subsidization. A social worker in the senior workers action program in Summit County says:

My own opinion is that the most effective means to aid conservation of fuel and economy of expense is to provide direct grants and labor—as in the winterization program—to “low-income” individuals for insulation and other weatherizing. Low interest loans for many older or poor people are not feasible because they cannot even afford to pay back the loan, or are unable to make the arrangements of finding the workmen and materials to actually complete the work.

In discussion with another person who works closely with older people in the area of weatherization, she suggested that the Federal Government must get involved in more intensive research for alternate fuel sources. They must also get in the business of advertising those good things about those good people who use good insulation, and try to minimize what some consumer and advocate groups have done by publicizing the bad and scaring people into not weatherizing their homes.

Two suggestions were given to me from a person who works in weatherization. One is that, as in Davis, Calif., the land use planning, the housing inspection standards, all are energy related even to the point of building bicycle paths.

Also, one other suggestion and I will close with it because I would hope that we will take seriously true research and testing. Building 10 houses in a row with different kinds of energy savers in them and determining then, from that over a period of time, which are the most effective.

I am delighted to be here today and especially delighted now to defer to the other five people at the table.

Senator GLENN. Kay Greenleaf?

**STATEMENT OF KATHERINE A. GREENLEAF, WOOSTER, OHIO,  
DIRECTOR, WAYNE COUNTY COMMUNITY ACTION**

Ms. GREENLEAF. Thank you. I am very pleased to be here today, and I feel as though I am the first person here who is actually in the business of providing some of the weatherization activities that take place in this area to have a chance to speak today. I am going to give you a little bit of background on the situation for elderly individuals living in Wayne County.

Even though we are close to Cleveland, Akron, and Canton, we are, in fact, a rural county. We have approximately 100,000 population. Wooster has a population of approximately 20,000. There are two other towns in the county which have a reasonably sized population; one is approximately 8,000 and the other is approximately 7,000. The rest of the population of the county lives in the rural areas, and those are the people that I feel we need to address specifically today.

The 1970 census indicated that approximately 2,500 people, almost 10 percent of the Wayne County households, lived in substandard dwellings or are living in substandard dwellings with low income, and more than one-third of the elderly population is low income and live in substandard dwellings. That is about 4,000 people for Wayne County.

In the period of time between 1976 and 1979, the community action agency in Wayne County, which is funded by CSA, the Community Services Administration, I think one of the problems we have to address is the confusion about names. At any rate, in that period of time the community action agency in Wayne County, which also services Medina County because it does not have a CAP agency, has received approximately \$187,000 to spend in weatherization activities for low income, which includes senior citizens. In that period of time, with that amount of money available almost entirely just for materials, we have been able to complete approximately 5 percent of the eligible elderly homeowners' homes. Seventy-three percent of the homes that we have completed have had elderly occupants.

I have some information about some of those homeowners that I would like to share with you. I brought four examples, and I will finish up with some comments from some of those homeowners themselves.

A client and his wife, who are in their seventies and who live in the small town of Marshallville, which is in Wayne County, receive approximately \$250 a month in social security. It is low, partly because he is a retired self-employed sign painter. They live in a log cabin back in the brush area. The reason I mention this is that it is an indication that the utility services are not available to him.

Both cooking and heating is done with a wood stove, the firebox of which was burned through the back when our workers went in to do an intake on the client. Ordinarily this would not have been something that we would have approved to work on, but because CSA regulations, which were available to us at that time, provided for a policy or a program advisory committee or council, we commonly call it PAC, because PAC was empowered to make exceptions in certain cases and because our staff in the energy conservation program felt that this was a deserving case, took the case to the PAC and PAC approved purchasing a new wood stove for the client. Obviously, it would not have worked to buy a furnace because there was no way to supply any of the other heating sources.

Another client in her late sixties, lives in the Burton City area, which is also in Wayne County, a much smaller town than Marshallville. Wayne County is an old county and began to be settled around the 1800's so many of the homes we deal with were built in the 1830's, as was this one. This person lives in a house that used to be a stagecoach stop. It was a hotel and it is quite large, but she has managed to pay for it over the years, so it is now rent free to her.

The roof needs considerable repair, and we are allowed to insulate but not to do roof repairs. It would go away over the \$350 per household limit that the CSA provides to do the work, anyway. Two years ago when we got in contact with this client, we told her that we could not do it. In the period of time since then, she has saved enough money to be able to fix the roof herself. She shuts off the top of the house entirely in the winter and uses only the bottom part. Her furnace also needs to be replaced and we cannot do that. This could not be paid for with Department of Energy money, which we are now getting.

Another client, living in the Medina County area, is in her late seventies. She does not speak English very well, so she works with her neighbors as interpreters. Again, we could put in storm windows and would be quite happy to, but her windows are falling out and we are not allowed to repair the sashes because of the regulations that we are living with. She would like to have insulation in her walls, but the walls are too drafty and there is much too much moisture. If we put cellulose in, it would become strictly a firetrap.

One of the ways we might be able to eliminate our problem would be to put studding on the outside of what exists and put new siding over the whole thing but, of course, that is not something that we can do with our existing guidelines or with the existing ceiling of \$350 for CSA and \$400 for the Department of Energy.

The fourth case I would like to cite—we have recently sent out evaluations to clients for them to respond to the services that we have provided, and this woman wrote quite a bit of information on her response:

Wayne County Community Action Commission puttled my windows and replaced two that they broke 3 years ago. That is all. Last winter I bought plastic

and put it on all the windows that didn't have storm windows and I filled all places with fiberglass insulation where air came in at windows, but the walls are still cold.

The furnace did not work as well as it should have. This is a woman in her late sixties and she has done this much work herself.

I only use the downstairs so therefore that is the only part that I need to have insulated. I am trying to get a stove installed with a blower so that the heat will be blown from the floor up instead of from the ceiling down which I figure may give more heat where it is needed but still the cold air could come through the walls. I used 2,102.44 gallons of oil in the furnace last year and the total amount of days that the furnace was out, at different intervals, was over 2 weeks and we had to stay in the house when the temperature was down to 12 degrees above zero in the house. The furnace has never worked properly since installed.

My oil budget has been \$85 per month, but since I used so much last year and the price has gone up, I was notified that my budget had increased to \$170.10 per month. This I cannot handle on my income, so perhaps if the lower part of the house which I use as my living quarters had blown insulation, then I could use one good sized heater with a blower which would serve the purpose instead of the furnace which is supposed to blow the heat down, but instead the heat stays at the ceiling and heats the upstairs where I do not need heat, as I'm limited to times I may go upstairs, which is sometimes only once every 2 months.

I just have to do something. I cannot afford to pay rent some place on top of the other expenses because the home is mine and rent free.

These are not atypical, these clients of ours.

Mrs. Dominic, who is with me today, is a client who lives in the city of Wooster and, because she lives in town, she has some resources that the rural clients do not have, which I am sure she will mention.

I would like to give some recommendations, not just for the weatherization aspect of the program that we operate, but also for the crisis intervention part. I mentioned a minute ago that I thought confusion in terminology was one of the things we needed to address. The issue is that only 28 percent of the people knew that the Federal crisis intervention funds were available. I think terminology is part of the problem.

In the 3 years that that money has been available, it has changed names three times. The first year it was called the special crisis intervention program and was operated by the welfare department in Ohio. The second year it was called EEAP, the emergency energy assistance program. The third year it was called CIP, crisis intervention program, again operated by the community action agency. How in the world can you expect any continuity in publicizing a service that is available when the name is changed three times and when the service providers change twice?

I might just throw in a small plug that I don't believe that the welfare department is a social service, and I think it was humiliating to have the program go through the welfare department in the first place.

I have a problem with weatherization regulations that are written for average homes. The average home around which regulations are written is not the average home of the senior citizens that we deal with. Elderly people who are low-income tend to live in elderly homes that are run down, not in bungalows in town that were built in the thirties. They tend to live in homes that they lived in for years and years and years and which are paid for, and that is the only place they can afford to live.

I think that one of the ways around that might be to either make the regulations specifically deal with senior citizens' problems or to make two programs available with some notice of the difference in the types of homes people live in.

In the case of a widow in her seventies, for example, whose husband may have been dead 10 or 20 years, since men tend to die earlier than women in this country, a home may not have had anything done to it for that time, 10 to 20 years, and in this length of time a home can get very rundown. The two primary shortcomings that we have felt with the program in terms of ability to do something for a house have to do with roof repair and furnace repair.

Frequently we cannot insulate because the roof is leaking and you cannot put insulation on a house with a leaking roof because it becomes not only less than adequate but a firetrap oftentimes. On the furnace problems, some of which could be solved relatively easily if we were allowed to work on the furnaces, there are adjustments that can be made by somebody who is trained in a period of 2 days' time which can cut down 40 to 60 percent of the natural gas usage in a home and increase the efficiency. So I think that our ability to do certain things in homes needs to be expanded.

Many of the furnaces that we come across in our area tend to be conversion units; that is to say, they were originally coal furnaces and they have been converted either to oil or to gas. Most of the time they were too big when they were put in when fuel was cheap and the companies that were responsible for putting them in were promoting usage and sales and they put in furnaces that had much more capacity than is actually needed for the efficient heating of the home.

We obviously, based partly on what has been said today, need better coordination between the programs which provide the similar services—the DOE programs, the community development bloc programs which have not been mentioned today, but which I am sure Mrs. Dominic will mention, and certainly we operate very closely with that in our county. The city of Wooster has a grant. Some of the things that we cannot do they can do but there are others that are not even mentioned in that gap between us and them.

There also is the Farmers Home Administration winterization program that we can refer to, but better coordination needs to be provided for at the Federal level.

In terms of crisis intervention we desperately need coordination between community action agencies, departments of public welfare, the energy credits program, and all of the available services for crisis needs.

The biggest thing, of course, is that the money needs to be available when the crisis exists, when the need exists. Someone mentioned earlier in the previous panel that the crisis intervention for last winter was not available to community action agencies until March of this year and that is true. Because of our experience last year when we went ahead and paid from our own cash reserves some of the bills to local merchants that we purchased goods from and then didn't get the money for the remainder until way late in the year which angered the merchants. This year we made the decision not to give out any vouchers until the money was available to us so that meant the money

was not available until March. Now the merchants were happier but the clients were not.

Bear in mind that our crisis intervention programs with community action agencies are not income transfer programs but voucher programs. We write out a check to the company, not to the client.

The energy credits program that I mentioned a minute ago neither needs to know about us or we need to know more about them. I was thinking specifically of our outreach program where we have staff members in the smaller communities who could get some of that information across to clients if we had the information available to us.

Then, too, I think we need to have a year round program and some way of providing funds—this is crisis intervention again—some way of providing funds for staff to work on the program full time. The two problems that we have had involve either taking someone who already had a set of job responsibilities to spend 3 or 4 months doing crisis intervention or to hire someone short term who has a very low level of commitment and knows very little else about the operation of the agency.

Let me just briefly mention CETA. We have had no real complaint about the caliber of employee that we have been able to get with CETA funds. Our problem with it has to do with the longevity of the program and with the expectations of CETA and how that affects how we can efficiently operate our program.

As you know, CETA employees are limited to 18 months. We don't have the continuation of service if we operate that way. We certainly support the effort in the State legislature to get funds available for manpower for the community or weatherization program. The other factor that is involved there is that the public service employment part of CETA expects you to be able to absorb those people whom you hire. Well, DOE and CSA don't provide money for staff so we don't have any ability to absorb. If one does not absorb, one loses the slot so we are caught between the regulations again.

I also wanted to very quickly mention that in both Wayne and Medina Counties we have a high percentage of Amish population who again tend to use coal and wood since they don't participate in the regular utilization of public utilities. They are ordinarily overlooked by everything, including the census, and we need to keep them in mind. I think whatever regulations, for whatever program are developed, need to take into consideration people who live in alternative life styles.

Barbara mentioned energy education. We did receive a small amount of money last year to do a part of that. I agree that is a very small part of what can be done. Some senior citizens we would expect to participate in that, for others, it would be beyond their means to provide the services that are requested to the level that will help them.

I don't know whether Mrs. Dominic is next on the agenda but since she is a client of ours I think it would be appropriate for her to be next.

#### **STATEMENT OF NELLIE DOMINIC, WOOSTER, OHIO**

Mrs. DOMINIC. I have resided in Wooster all my life. I applied for a bloc grant and through the bloc grant they referred me to the community action for installation. They put that all in my attic and

went through my basement and checked it, and put on storm windows which I appreciate greatly.

The bloc grant was to purposefully, I suppose, fix my electric wiring and the plumbing and that is what I asked for. They and the contractors came and they went all through the house and made bids on what they were going to do.

Well, first the man in charge said to bring my house up to standard they were going to do a lot of extra work, paneling and I don't know what all, when really I wanted the electric and plumbing done. I am still waiting patiently but they say that they will be there if I will keep waiting.

As far as the insulation is concerned, I believe it has helped at home. I am on social security. I am on a budget and my gas bill was \$27. With the aid of the insulation I only went about \$3.50 over my budget for the year so I figured that really helped and I am grateful for it.

I am not on an energy credits program. I don't feel that I am old enough so I never applied for it.

That is about it.

Senator GLENN. Thank you very much.

How did you find out about the program? How did you hear about it in the first place?

Mrs. DOMINIC. The bloc grant, he spoke to the ministers of the community and they put it in our church paper so I went to the minister and that is the way I got referred.

Senator GLENN. Helen Hammontree, how did you hear about the program?

#### STATEMENT OF HELEN HAMMONTREE, AKRON, OHIO

Miss HAMMONTREE. Well, Senator Glenn and Representative Seiberling, I heard about the program because I am a liaison in the Ohio Commission on Aging and I am an associate of Mr. Foster and Mr. Hoffman. However, because I am eligible for the homestead exemption tax I automatically got an application from my auditor. However, I am one of the people that Mr. Foster was talking about, that goes down to the byways and the highways and gets these energy applications out to people who live in their own homes who are not aware of this. If it were not for my extra salary that I get on the commission on aging and my social security, I would have a difficult time in maintaining my home and I have lived there for 33 years.

Now I am not in one of the urban renewal areas or anything like that. I have three children and they are all substantial citizens, but they left me pretty broke.

I have no comment. I am more than happy with the Ohio energy program. I think it has helped me tremendously to stay in my home and I spread the word all over Ohio. May I put in a word for the way that they will distribute this. I tell the way I received it to the people with whom I am associated, and the many elderly citizens which I contact in Summit County. The State appears to have little heat, no sweat. You get an application, you turn it in, and then it shows up on your gas bill. I was so grateful that I was eligible for it because I live in an urban area and it helped me tremendously.

Now with my gas bills, I do everything that I can to keep them down. I got a new furnace put in. I am not eligible for insulation, and don't know that I need it. But my gas bills for those 5 months that I received the energy credits for was \$244 and I received \$61 credit which was not a lot of money. It was probably 2 or 3 weeks if I spread it out. So I would like to paraphrase here that again—

Senator GLENN. You are eating and heating.

Miss HAMMONTREE. Yes. I am one example of the heating and eating and that is about all I have to say. I am associated with Barbara Love. I speak as a senior citizen who is grateful for getting the energy program.

Senator GLENN. You had your house winterized?

Miss HAMMONTREE. No.

Senator GLENN. You did not have your house winterized?

Miss HAMMONTREE. No. I lived there 33 years and I cannot afford it really. I keep my gas bills down although I did have a new furnace put in and I think that helped.

Senator GLENN. Thank you.

Mr. Hilbert Perry, do you have a statement for us?

**STATEMENT OF HILBERT W. PERRY, CLEVELAND, OHIO, PRESIDENT, OHIO COALITION OF SENIOR CITIZENS ORGANIZATION, INC.**

Mr. PERRY. Yes. I will make it brief, Senator.

Thank you for the opportunity to be here.

As you can see, I have a packet and it is 4 o'clock. As I understand, we are talking about \$1.6 billion of windfall profits tax and how this can be distributed so that it would help the elderly.

I guess what I was prepared to say, even though we are grateful for the energy credits program that we have here in Ohio, energy is just one small part of it. Most of the people that I am in contact with talk about outrunning their income and this has all kinds of psychological ramifications that affects everybody. Energy is just one part of this.

So if you are asking the Ohio Coalition of Senior Citizens Organization how to spend that windfall profits tax. I would like to see a more equitable way devised and a way that we could—somebody mentioned today how can we keep the administrative costs down? We are now in a situation where everybody keeps telling us that our income is already committed, the Government can't help us that much.

So one of the things that would certainly be part of any recommendation that we would come up with would be a way to keep the administrative costs low and that our people would probably recommend that if we could transfer these released funds directly to the people through social security or something like that with the stipulation that it be used for energy conservation, it would probably have a more beneficial effect, but specifically what we are saying is, it would probably help us much more if that kind of money would be transferred into a more equitable way to increase our income in terms of inflation.

We got a 9-percent increase in July, a so-called escalator clause, and the inflation rate yesterday that they quoted is 14 percent. That has



been our experience ever since we got that escalator clause. We have been behind and the people that I am in touch with in our coalition are that population which is very independent. Maybe some of the figures that we heard quoted today about the number of people who have been able to participate in our energy credits program, why is that so low? Most of the people that I know would rather starve than apply for that.

So I would just like to reiterate a better way for us would be for that \$1.6 billion to be spent in a way to better index or keep up with the rate of inflation. In terms of our escalator clause—the people themselves would do all in their capabilities to spend it for energy conservation—they are very sensitive to what comes out of Washington. The President wants us all to do something about the energy crisis, but we don't want to see that the poor and the elderly are going to have to sacrifice more and get less on this matter of the energy program.

Senator GLENN. The administration program, Mr. Perry, is part of the windfall profits tax and is a one-time payment. It would not be a permanent payment to take care of the problem you are talking about. I am not sure whether I was hearing you correctly, but if I understand what you said, you would rather have this payment made directly to people and forget about it; is that right?

Mr. PERRY. No, I am not saying forget about it.

Senator GLENN. You are referring to \$1.6 billion as the direct energy program. You would rather just have that paid to people, and if they didn't use it for energy, they would use it for other necessities.

Mr. PERRY. Since it only affects us 4 months out of the year, supposedly the way it is operated it is closer to 3, but at any rate our experience—and this has been a 4- and a 5-year experience now—we thought that the best way to help, as far as they are concerned, was to come up with a reform in utility rates. When you consider that 30 percent of what we pay for utilities goes for fuel adjustment, 30 percent, and that is based on each month's inflation, so that means if we receive a \$30 discount over a 3- or 4-month period and we have to pay more for our energy, it takes us a lot of running just to stay in place.

Senator GLENN. The hearing today is based on the energy issue. However, I have been all over Ohio in the last 3 weeks, to 26 or 27 communities, and I have spoken in several different places. I never have seen such unanimity of opinion or concern among all age groups—senior citizens, workers, young people—about one item, and that is inflation and the cost of living. When I am going from city to city every day and seeing groups and answering questions, the subject of inflation is the first question that comes up.

So I am very sympathetic to your comments on inflation. We are at 13.4 percent now and energy is the major factor in that increase. Whether we are going to solve this ultimately by more research in the future to get away from gas and oil is a whole separate subject we have to address.

The area of energy assistance is what we are addressing today and how those who are impacted with this energy crisis, the senior citizens, can be helped. The State of Ohio has one approach to help the elderly. I quite understand your approach, to take that money and increase the

cash payments to people, to help out on inflation rather than worrying about energy assistance; is that correct?

Mr. PERRY. No; what I am saying is that the population I represent, if you were asking them what to do with this money, they would say to you, "Come up with a more equitable way for us to keep up with inflation and we will take care of the energy." We are very sensitive to what is being proposed all over the place in terms of energy conservation.

We have been in the forefront of turning our thermostats down, leaving them up, and all of that, as you pointed out. But this fear of not being able to pay your heating bill when that time comes because of the effect of the inflation is the point. It has been pointed out in most years that we have been involved in this energy credits program that by the time the administration of it is in place, the winter is practically over. Well, as far as we are concerned, if it is 2 or 3 months, people have had to pay their bills up to that point, is what I am saying. Because they have had a problem raising that money because of the terrible effect of inflation on their fixed income, those months from November to March, when we can take the benefit of the energy credits program is pretty redundant because, if we have had any problem because of lack of income, maybe our energy has already been shut off. Then we have to line up at the welfare department or someplace else in order to get it back on, and maybe we will have frozen to death in the interim.

Senator GLENN. I understand.

Mr. Glenn P. Vore, member of the AARP/NRTA Ohio Joint State Legislative Committee.

**STATEMENT OF GLENN P. VORE, MARIETTA, OHIO, MEMBER, AARP/  
NRTA OHIO JOINT STATE LEGISLATIVE COMMITTEE**

Mr. VORE. Senator Glenn, Congressman Seiberling, and members of your staff. Sir, I wish to thank you for inviting me to participate in this hearing. I would like to give to you people, for your consideration and to refresh your memories, three incidents that have been brought to me to present today.

A lady by the name of Lucille Hoffman, route 121, Toledo, Ohio, on heating oil. It is supplied by the Almonth Heating Oil Co., Toledo. In the 1977-78 season, she was asked if she would like to go on the budget system and she agreed to it and it was \$26 a month for 10 months. At the end of 10 months she had \$25 credited to her account.

Then she was asked again when the next season started, 1978-79. This questionnaire was sent asking her to participate again and she said sure. So they said, "We are sorry; we are going to have to raise your per month amount to \$30," and she agreed to that, realizing inflation had taken effect perhaps to that extent in that year. At the end of that season, she had \$125.78 that she still owed on top of the \$30. Now she paid \$30 for the 10 months. That is \$300. That is for 10 months for fuel, but she paid it.

She was contacted again recently and asked if she would like to participate in this year's program and she said, "What is the amount going to be?" and they said \$67 a month for a 10-month period. She said: "Just leave me off your list. I have to come up with a better

way of taking care of my fuel bill than this budget plan. I will have to pay for what I use, but I will have to order less and go colder and maybe do without some meals. That is all I can do.”

This testimony was given to me to be presented here today by Zoe Dunphy, a member of the State legislative committee from up in this area. She gave this sworn statement on August 28, 1978, and I respectfully submit it on her behalf.<sup>1</sup>

Pearl Laushell, an assistant to the State director of the American Association of Retired People, had a widow with a very low income who was a volunteer, and we find so much of this in the older people in our peers. They will volunteer to help their fellowman when they really should be out there with their hands out for help.

This lady asked the Ohio energy credits program for a 25-percent credit on her heat bill last year, and she wants to publicly thank the organization. She received her credit, it relieved her burden, and she was much happier and it is easier for her. She received this in ample time with very few problems, if any, and is very thankful.

Pearl Laushell, as I said, is an ASD, American Association of Retired Persons, and she sends this sworn statement without name.<sup>1</sup>

The previous lady with the oil payments from the Ohio State energy received an \$87.50 credit. This was a one shot because she heated with oil, and this is one of the faults of the present Ohio energy bill. Today I learned, to my pleasure, that the legislative body and the people who are administering this are going to raise this amount and they are going to make it applicable to the people who used oil and wood as fuel, to get reimbursement over the \$87.50.

Now this last incident that I would like to have your attention for is very traumatic. It was hinted at before in today's testimony, but this incident was brought to me by Tom Brennan, a writer for the Mansfield News Journal. Mr. Brennan wrote this story as part of his job at the News Journal in the year 1977, and his paper received an Associated Press award for this story.

Eugene Kuhn, age 74, was found dead in his home January 11, 1977. The story was run January 12, 1977.

He was found by the neighbors, noticing that one of the doors to his house was standing part way ajar, and they had not seen him for 2 or 3 days. They called the police and asked them to come and investigate and see if there was any trouble. When the police came, they found him in bed dead, frozen to death. The coroner determined that he had been dead for 2 or 3 days. The temperature in his house, when they found him, was 9° above zero.

This is terrible that a person can be found this way, but the ironical part of it is that the poor soul was delinquent in an electric bill for \$18 to the Ohio Edison Co. and they saw fit to turn his power off and he froze.

I wish to thank Tom Brennan—he might be in the audience. He asked me when this hearing was going to take place. If he is here, I ask him to stand and be recognized.

Is Tom here?

He talked as though he might come over and get some news from this hearing. He could have been here and left.

<sup>1</sup> Retained in committee's files.

I have a much smaller audience than any of my predecessors, but I only came here to talk to you people from Washington, anyway.

This, gentlemen, is one of the things that I don't think, on a State level, a national level, or any other level, you can consider that we want to continue to have in these United States. I would like to make the following recommendations to correct these incidents that I have enumerated.

Let's take the better part, which would be the majority of the Ohio energy credit law, and make a national law applicable like it was and then use part of these anticipated tax moneys and pay bills for the individuals who would, like poor Mr. Kuhn, make it an enormous fine for any utility to turn off any public utility service to a resident. Let them make an investigation and if they find that the person is unable to pay, then let a fund on the national level bail the person out for that time on a temporary basis. This way we can be using the energy credit that we anticipate to save people's lives.

The American Association of Retired Persons/Natioinal Retired Teachers Associatiion have been very cooperative in sponsoring the bill of the Ohio energy credit. Representative Eckart will verify this statement, I am sure. As I said a little bit ago, there are very few faults with it as we see it. We have worked very close with the Ohio Commission on Aging in promoting this bill. I think they were the original sponsor of the bill with Representative Eckart, and we are very happy to be a part of that and to work with it.

The American Association of Retired Persons is an organization that you might consider since their sister organization, National Retired Teachers Association, is out of the same headquarters and there is the possibility for volunteer work in getting the education out to the people who need it with regards to conservation, insulation, et cetera. We have in the State of Ohio over 100 local chapters with probably 150 members to a chapter, and I think there are around 2 million members in the United States. The person to contact in Washington, D.C., is Harmon Burns, the legislative chairperson for the retired people and the NRTA.

I have nothing more to say at this time in regard to the testimony, but I would like to take this opportunity to thank you, Senator Glenn, and the other members of the panel for allowing me to participate in the panel and your staff, particularly the girls, and I am an old man——

Senator GLENN. Watch yourself there.

Mr. VORE. I am an old man that has reached the golden age when——

Senator GLENN. You are not that old, you know what you are talking about.

Mr. VORE. I can refer to these girls on your staff by their first name and not be considered an evil old man. So I personally would like to thank Diane, Debby, and Theresa, and the gentlemen on the staff for their help to my wife and me in making it possible for us to be here and be comfortable.

Thank you very kindly.

If you have any questions, I will be happy to answer them.

Senator GLENN. Thank you.

All the members of the panel have been very, very helpful.

I think I remember very vividly the situation you talked about in 1977 when it was written up in the Mansfield paper. I am sure we all remember that with horror.

Mr. VORE. That is right.

Senator GLENN. And we cannot make light of anything like that obviously.

Correct me if I am wrong, those of you who work professionally in this. Are there not crisis intervention funds available for a situation like that? That does not prevent the cutoff, there are no laws. Perhaps there should be notification of the disabled and those that can't get out and can't phone before they cut it off. There may be something like that needed. I think as far as helping tide a person over like that where there is a real health hazard. Don't you have crisis type funds available for that?

Ms. GREENLEAF. I don't think so, not back then.

Senator GLENN. You still have to know about it.

Mr. VORE. This is one of the recommendations that we heartily make, that a law or a bill of some kind controlling that be put on the utility companies so that they don't walk in and at their whim for an \$18 bill cut somebody's utility off.

Representative SEIBERLING. Mr. Vore, I think that is a very important point you have made. It seems to me though that the way to handle it as a practical matter would be to require that they notify whatever agency is handling the crisis intervention funds and give them an adequate time to respond before they can cut it off.

Mr. VORE. Just to stop them from cutting it off.

Representative SEIBERLING. I think something like that needs to be done and it seems to me that the practical way to do it is to require them to communicate with the agency and give that agency time to respond. At that time it becomes a matter of structuring our other laws to make sure there are other ways of taking care of that utility bill. That would be my reaction.

Senator GLENN. I would agree with that. This gets into other areas. Are there any networks set up where one person is checking on another from time to time, every day or two and seeing what the problem is? Sometimes we will get sick and can't get out or can't call, and if there is some sort of a network of checking, that would be one way. I know it is difficult to do but when people are living alone and they are elderly, they do have health problems or disability problems. There really has to be something set up where people are getting in touch and that is the most difficult thing.

Mr. VORE. This is beside the point but it is relative, too. We are working with the junior chamber of commerce in Marietta, Ohio. I sent to get the books on management of elderly housing. Marietta, Ohio, has 16,000 people in a rural area and one of the things that they insisted on in this management book was that you are not furnishing these people with bricks and mortar housing, you are furnishing them with services and awareness and the best things to do, as recommended in this pamphlet, was to get the people involved that lived in this to automatically and voluntarily check on each other.

If Mary Jones has not been out of her apartment for 1 day and she normally is out at 4 o'clock for a little walk, can't somebody get in

there and see what is wrong with Mary Jones. This is what we have to do and this is what we are willing to do.

Representative SEIBERLING. If the Senator would yield, I would just comment on one other point that Mr. Perry made.

Mr. Perry, as I see it, what you are saying is, just give me a 5-pound box of money and then I will worry about how to pay my utility bill. If that is so, I don't think I could agree with that for the same reason that I feel that food stamps is a sound program rather than just giving people the money because at least that makes it probable that they are going to get food. There are some people who because of age or use or whatever are going to spend that money on the first thing that comes along.

I think we want a program that is structured the same way food stamps is structured, to make sure it goes to helping pay those utility bills so they won't have their utility cut off or they won't freeze. Now maybe the money is not enough and that is another issue, but I think it ought to be earmarked.

Also, however, I think you made a very good point that it comes too late and other witnesses have made that same point. We ought to figure out a way to make sure it comes sooner.

Let me just say before you respond, so I can thank Senator Glenn and not take up more time, this is about as close as I ever expect to get to participate in a Senate committee hearing so thank you, Senator Glenn, for the opportunity.

Mr. PERRY. The people that I am in touch with will have the problems signing up for food stamps, too. If I can remember that case in Mansfield, what they found out later on was he had the money to pay the bill, he was just too despondent to go through the motion.

I guess we are more concerned, as the Older Americans Act talks about, with how do we keep people independent and living vitally. One of the things that comes through as far as we are concerned is that they want to be independent and they want to solve their own problems. If we have an energy problem, and you are asking Americans to insulate their homes and to turn down their thermostat and that kind of thing, we want to participate on that basis. That is the real help that will keep us independent and feeling proud and not feeling that we are part of a welfare program because the way the programs work and all of the marvelous philosophy behind it, it reduces most of us to beggars and it is usually too late, not when we need it. So there is an attitude in the membership that it just would rather not participate.

Now, of course, that is what we are talking about, I understand. It is benefiting a lot of people and we are thankful for the program but if we had a choice, I would like to see it, the \$1.6 billion windfall profits tax given directly to older persons, through a mechanism such as vouchers, or more timely and frequency of indexing for inflation in their social security checks, and so forth, or some other such device.

Senator GLENN. You are addressing the biggest single problem we have in the country today and the biggest single problem that the elderly have—they are beyond their working years, they cannot adapt. Some of us are still a little younger but not much. Somebody talked about some of these programs starting at 55 earlier today, and I am

well beyond that so I am getting there fast, but some of us who are still in our working years can adapt a little bit better.

When you are beyond your working years you don't have the option of going out and getting a job and it is a tough problem, and it is magnified 20 times for those who are in the elderly citizen status. What we were addressing here today, of course, is one part. The biggest single increase in problems involving inflation for the elderly has been in the area of energy and that is the reason we are addressing it. Because of the Ohio experience, we thought it might have some applicability on a larger basis.

We are going to have to end, our time has run out.

I appreciate the panel participating here.

I want to thank, also, a person I did not mention earlier, and that is Annabelle Short who is recording this hearing for our committee records when we get back to Washington.

Debby Kilmer has been with me here on the platform today and has been very helpful in setting up all of this program, along with Bentley Lipscomb, our staff director. The staff of this committee does a great job. I think it has been evident that the three different panels were brought together with a great deal of forethought and care.

Earlier on the first panel, there was an awareness of the legislative liaison, the energy credits program, the Ohio Department of Taxation, and the East Ohio Gas Co. representative—all vitally concerned with this problem.

We thank you all very much for being here today.

I will remind you of those green sheets we talked about earlier. If you have additional comments that you would like the committee to consider, we would be glad to have you write us a letter on this subject to the Senate Aging Committee and I will make sure it gets to the staff.

We thank you all very much for being here as participants.

The committee will stand in recess subject to the call of the Chair.  
[Whereupon, at 4:30 p.m., the hearing adjourned.]

# APPENDIXES

## Appendix 1

### MATERIAL SUBMITTED BY WITNESSES

ITEM 1. NEWS RELEASE FROM THE STATE OF OHIO OFFICE OF CONSUMER'S COUNSEL, DATED JUNE 26, 1979, SUBMITTED BY WILLIAM A. SPRATLEY<sup>1</sup>

COLUMBUS, OHIO, June 26, 1979—The Office of Consumers' Counsel (OCC) today released the results of an extensive study of energy use in Ohio, revealing numerous characteristics concerning the State's residential energy consumers.

The study by Elrick & Lavidge, Inc., of California, involved personal interviews with 4,237 customers of Ohio's seven major investor-owned electric utilities. Approximately 600 customers of each of the electric companies were interviewed for the study.

Companies whose customers were interviewed include: Cincinnati Gas and Electric, Cleveland Electric Illuminating, Columbus and Southern Ohio Electric, Dayton Power and Light, Ohio Edison, Ohio Power, and Toledo Edison.

Elrick & Lavidge estimates that 88 percent of Ohio's residents are provided electricity by the seven companies with the remaining 12 percent receiving service from municipal systems, rural electric cooperatives, or Monongahela Power, the one investor-owned utility not surveyed.

All 4,237 of those interviewed for the study are billed directly for electrical service. Customers whose service is master-metered and those whose utility service is covered in rent payment were not included in the study.

In addition to a series of questions about electric service, Elrick & Lavidge asked those interviewed about natural gas usage if applicable. This enabled the study to collect data and make conclusions about Ohio's major gas companies (Columbia Gas, East Ohio Gas, Dayton Power & Light, Cincinnati Gas & Electric).

Usage data for the 4,237 customers surveyed was obtained from the companies for the period October 1977–September 1978. The survey shows that over the 12 month period Ohio electric customers averaged 8,718 kilowatt-hours of electricity and 1667 hundred cubic feet of gas annually (see chart 1).

This usage was then distributed into four categories—high users, above average users, below average users, and low users. High electric users are those using 864 or more kilowatt-hours per month or 166 or more hundred cubic feet per month. Above average electric users consume between 584 and 864 kilowatt-hours per month or between 135 and 166 hundred cubic feet per month. Below average electric consumers use between 386 and 584 kilowatt-hours per month or between 106 and 135 hundred cubic feet per month. Low users consume 385 kilowatt-hours and below each month or 105 and below hundred cubic feet per month (see charts 2 and 3).

The following conclusions were drawn from the survey concerning electric and gas consumption:

Seasonal use of electricity (kilowatt-hours) by Ohio customers is nearly "flat". Some 29 percent of all kilowatt-hours is used by customers in the winter season (December, January, February) and 25 percent is used in the summer season (June, July, August). The customers of only one Ohio utility, CG&E, use more electricity during the summer season than during the winter season.

One-fourth of Ohio electric customers (the high use quartile) consume about 50 percent of the annual kilowatt-hour, 56 percent of the winter season kilowatt-hours and 50 percent of the summer kilowatt-hours. Although there are variations among electric utilities, all utilities have "high" users.

<sup>1</sup> See statement, p. 24.



Fifty percent of all natural gas consumed by Ohio residential customers (located within the service areas of electric utilities) is consumed in the 3-month winter season.

However, high users of natural gas (the high use "quartile") do not use as disproportionate a share of the natural gas as high users of electricity. For example, one-fourth of all gas customers use 36 percent of the natural gas consumed annually and 39 percent of the natural gas consumed in the winter season.

Additional information from the survey was organized into the following categories: demographics, dwelling characteristics, heating systems, air conditioning, major appliances, conservation, time-of-day and load management, and participation in energy assistance programs.

Major findings in each category include:

#### DEMOGRAPHICS

Upper income customers (with family incomes of \$25,000 per year or more) use much more electricity than those earning less than \$25,000 per year. Eighteen percent of those surveyed earned \$25,000 or more. However, those in the upper income bracket used 35 percent of the electricity consumed annually (see chart 4).

In addition, 48 percent of the residential customers with incomes of \$25,000 and over are in the high consumption group, compared, for example, with 7 percent of those with incomes under \$7,500. Nearly 60 percent of those with incomes under \$7,500 are in the low consumption category (see chart 5).

Higher income gas customers consume only slightly more natural gas than low-income customers. Only 28 percent of those with incomes of \$25,000 or more per year are in the high gas consumption category which compares very closely with 26 percent of those with incomes under \$7,500 in the high consumption category (see chart 6).

High electricity and gas users have larger families (and as demonstrated by other findings) more major appliances and larger dwellings.

High users of electricity are more likely than others to live in the suburbs or rural areas; but high gas use is not strongly related to residence location (see chart 7).

Substantial proportions of customers in the lower income groups are age 65 or over.

#### DWELLING CHARACTERISTICS

Eighty-four percent of residential customer dwellings are single family dwellings and they are more likely to be high users of electricity and gas than those (14 percent) living in multiple unit dwellings.

Customers in newer dwellings (built in the past 10 years) are much more likely to be high users of electricity than customers in older dwellings, because they have more electric heating, more air conditioning and more major appliances (see chart 8).

Customers in older (pre-1940) dwellings use much more gas than those in post-1950 dwellings. Probably, this is related to poorer wall and/or ceiling insulation (see chart 8).

Customers in larger dwellings (2,000 square feet or more) are much more likely to be high users of electricity or gas.

Although only one-fourth of Ohio customers have electric water heaters, over one-half of the high electric users have electric water heaters.

#### HEATING SYSTEMS

Natural gas is the main heating fuel of nearly 80 percent of Ohio customers served by the seven large electric utilities studied. Fuel oil is used by 10 percent and electricity by 8 percent (see chart 9).

However, 25 percent of the high annual and winter users of electricity have electric heat. Most electric heating was installed from 2 to 5 years ago (see chart 9).

Nearly 50 percent of all customers set their thermostats at 68 degrees or less in the daytime/evening during the winter of 1977-78 (see chart 10).

High use of electricity or gas does not appear to be related to heating thermostat settings. High users of electricity or gas report about the same thermostat setting as do lower users.

Higher income customers report lower (cooler) thermostat settings than lower income families. (Possibly this is related to the fact that more low income families contain older people who may prefer warmer households) (see chart 11).

#### AIR CONDITIONING

About one-half of Ohio residential customers have air conditioning and about 40 percent of those air conditioning units are central electric. However, among high summer users of electricity, over three-fourths have air conditioning and nearly one-half have central electric units.

About one-half of all air conditioning units are 5 years old or less.

Thirty percent of customers with thermostats on air conditioners set them under 74 degrees during the daytime in the summer of 1978. High summer users of electricity and upper income families tend to set their thermostats somewhat lower (cooler) than other customers (see chart 12).

#### MAJOR APPLIANCES

High saturation and frequent use of major electric appliances contributes to high electric consumption. The following table shows the presence of various appliances among Ohio residential customers and among those with high annual consumption of electricity.

[In percent]

	Total	Annual high use
Range, electric.....	55	86
Oven, electric.....	56	86
Microwave.....	9	17
2 or more:		
Refrigerators.....	21	31
Freezers.....	40	61
Dishwasher.....	34	54
Clothes washer.....	88	75
Clothes dryer.....	77	91
2 or more television sets.....	51	65
Outside lights.....	14	25

#### CONSERVATION

Over 80 percent of residential customers (in all income groups) claim they are making a "strong" or "moderate" effort to conserve electricity and gas. However, most mention restricting their use of "minor" appliances except for the lowering of heating thermostat settings (see charts 13 and 14).

A substantial proportion of customers in single-family dwellings report having insulation. For example, nearly 60 percent report all or partial wall insulation while over 90 percent report attic or crawl space insulation.

Moreover, over 90 percent of residential customers claim they have weather protection on windows and outside doors (either storm doors/storm windows or storm doors/storm windows with weather stripping) and nearly all customers claim their doors and windows have a good or moderate fit.

#### TIME-OF-DAY

When asked whether they had heard of "time-of-day rates", about one-fourth of all customers claimed they had "definitely heard of" that type of rate. Awareness is slightly higher among DP&L customers and among men (see charts 15 and 16).

Nearly three times as many customers said they "disliked" as "liked" the time-of-day rate plan described in the survey (the DP&L plan) (see charts 17, 18, and 19).

#### UTILITY BUDGET PLANS AND STATE ENERGY ASSISTANCE PROGRAM

About one-third of the customers say they are participating in utility budget payment plans but participation in extended payment plans and the senior citizens' discount plan is substantially lower, although one-third of those with incomes of under \$7,500 say they are participating in the senior citizens' plan.

About 7 percent of Ohio customers (but 37 percent of those with incomes under \$7,500 say they are participating in the Ohio senior citizens' heating discount program (ECAC) and about 6 percent are eligible based on their income/age or income/disability. Also, an equal proportion (6 percent) appear to be eligible but say they are not participating.

Over 90 percent of those not participating said they were "strongly" or "somewhat" in favor of the program after the eligibility requirements were described.

Consumers' Counsel William A. Spratley said he will use the results of the survey to help his office formulate policy on rate structure proposals.

"The data presented in the Elrick & Lavidge study indicate that lifeline rates for electric usage would appear to benefit the poor since high income persons surveyed use more electricity and low income persons are low users of electricity. However, the results do not show this is the case for gas users," Spratley said.

Lifeline rates allow for the pricing of minimal amounts of energy at a low price.

Spratley said he will analyze the results carefully in terms of other rate reform proposals, such as load management, inverted rates (the more you use, the more you pay), marginal cost pricing (each additional unit of gas or electric consumption is priced at the cost to provide that unit) and flat rates (all units of electricity and gas are priced the same).

## ANNUAL, WINTER AND SUMMER CONSUMPTION PER CUSTOMER

	ELECTRIC CONSUMPTION (KWH) PER CUSTOMER				
	Annual (12 Mos.)	Winter (3 Mos.)		Summer (3 Mos.)	
	KWH	KWH	% Annual	KWH	% Annual
Ohio (Weighted)	8,718	2,544	29%	2,179	25%
CG&E	10,650	2,760	26	3,248	30
CEI	6,450	1,750	27	1,650	24
C&SOE	7,740	2,200	28	1,990	26
DP&L	9,840	2,920	30	2,450	25
DE	7,800	2,280	29	1,920	25
OP	10,690	3,440	32	2,260	21
TE	9,750	3030	31	2,140	22

	NATURAL GAS CONSUMPTION (CCF) PER CUSTOMER (For Time Period)				
	Annual (12 Mos.)	Winter (3 Mos.)		Summer (3 Mos.)	
	CCF	CCF	% Annual	CCF	% Annual
Ohio (Weighted)	1,667	826	50%	123	7%
CG&E	1,680	865	51	105	6
DP&L	1,540	756	49	99	6
Columbia	1,619	792	49	115	7
E. Ohio	1,794	874	49	152	8

**CONSUMPTION OF ELECTRICITY (KWH)  
BY CUSTOMER QUARTILES**

	<u>Annual</u>				<u>Season</u>	
	<u>High</u>	<u>Above Ave.</u>	<u>Below Ave.</u>	<u>Low</u>	<u>Winter High</u>	<u>Summer High</u>
<b><u>OHIO</u></b>						
Average monthly KWH range	864+	584+	386+	385-	888+	924+
% consumed by quartile in time period	(50)	24	17	9	(56)	(50)
<b><u>CG&amp;E</u></b>						
KWH range	1144+	735+	471+	470-	1031+	1431+
%	(49)	26	17	10	(55)	(51)
<b><u>CEI</u></b>						
KWH range	669+	453+	308+	307-	704+	701+
%	(47)	26	18	10	(49)	(49)
<b><u>C&amp;SOE</u></b>						
KWH range	799+	534+	360+	359-	821+	858+
%	(49)	25	17	9	(53)	(50)
<b><u>DP&amp;L</u></b>						
KWH range	939+	665+	429+	428-	958+	1088+
%	(50)	24	17	9	(59)	(47)
<b><u>O E</u></b>						
KWH range	762+	536+	383+	382-	794+	824+
%	(46)	25	18	11	(52)	(48)
<b><u>O P</u></b>						
KWH range	1051+	676+	459+	458-	1111+	941+
%	(53)	23	16	8	(61)	(48)
<b><u>T E</u></b>						
KWH range	928+	631+	434+	433-	1008+	908+
%	(51)	23	16	9	(59)	(46)

CONSUMPTION OF NATURAL GAS (CCF)  
BY CUSTOMER QUARTILES

	ANNUAL				SEASON	
	High	Above Ave.	Below Ave.	Low	Winter High	Summer High
<u>OHIO</u>						
Average monthly CCF range	166+	135+	106+	105-	332+	50+
% consumed by quartile in time period	(36)	27	22	15	(39)	42
<u>CG&amp;E</u>						
KWH range	170+	136+	106+	105-	362+	44+
%	(39)	27	21	13	39	45
<u>Columbia</u>						
KWH range	161+	132+	103+	102-	320+	47+
%	(37)	27	21	15	38	40
<u>DP&amp;L</u>						
KWH range	156+	120+	93+	92-	312+	40+
%	(38)	27	21	15	39	41
<u>E. Ohio</u>						
KWH range	174+	148+	121+	120-	342+	60+
%	(35)	27	22	16	38	43

## ANNUAL FAMILY INCOME

	STATE OF OHIO						
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES			TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W	S		A	W
ANNUAL FAMILY INCOME BEFORE TAXES							
Under \$7,500	20	6	7	4	21	23	22
\$7,500 - \$12,499	19	11	12	12	20	15	16
\$12,500 - \$17,499	20	20	21	19	19	21	21
\$17,500 - \$24,999	23	29	27	30	23	20	21
\$25,000 - \$34,999	14	22	21	24	14	12	12
\$35,000 or more	4	13	12	12	4	8	8
(No. of respondents)	3557	799	833	829	2523	478	550

Chart 5

## ELECTRIC CONSUMPTION BY INCOME

	ANNUAL FAMILY INCOME (000)						
	OHIO TOTAL	UNDER \$7.5	\$7.5- 12.4	\$12.5- 17.4	\$17.5- 24.4	\$25.0 OR MORE	UNRE- PORTED
<u>ANNUAL CONSUMPTION QUARTILES</u>							
High	25	7	14	24	31	48	26
Above average	25	13	23	30	32	26	25
Below average	25	22	32	28	26	16	25
Low	25	58	31	18	11	9	24
(No. of respondents)	3938	658	627	659	767	586	641



## GAS CONSUMPTION BY INCOME

	ANNUAL FAMILY INCOME (000)						
	OHIO TOTAL	UNDER \$7.5	\$7.5- 12.4	\$12.5- 17.4	\$17.5- 24.4	\$25.0 OR MORE	UNRE- PORTED
<u>ANNUAL CONSUMPTION QUARTILES</u>							
High	25	26	19	26	21	28	32
Above average	25	21	21	19	31	31	27
Below average	25	22	29	26	27	24	21
Low	25	31	31	29	21	17	20
(No. of respondents)	2374	417	384	389	466	349	370

RESIDENCE LOCATIONS  
(Interviewer Judgement)

	STATE OF OHIO						
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES			TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W	S		A	W
Suburbs	38	39	37	46	39	36	38
Urban/city	38	(19)	(20)	(22)	49	52	52
Small town	13	15	16	12	10	9	8
Rural non-farm	4	10	11	7	2	1	1
Rural farm	7	17	17	12	1	2	1
(No. of respondents)	4225	963	985	1000	2957	591	677

## OWNERSHIP AND AGE OF DWELLING

	STATE OF OHIO						
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES			TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W	S		A	W
<u>OWNERSHIP</u>	%	%	%	%	%	%	%
Own	84	93	91	94	85	90	89
Don't own	16	7	9	6	15	10	11
<u>YEAR BUILT</u>							
1974 or later	6	12	13	9	3	3	2
1969 - 1973	10	16	15	14	9	6	5
1965 - 1968	9	12	12	12	8	7	7
1960 - 1964	13	16	16	17	13	9	7
1950 - 1959	26	24	23	27	27	20	20
1940 - 1949	10	5	5	6	11	9	10
1939 or older	26	16	16	15	28	47	49
(No. of respondents)	4224	962	985	1001	2958	592	678

## MAIN HEATING FUEL/ENERGY

FUEL/ENERGY TYPE	STATE OF OHIO						
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUARTILES			TOTAL GAS	HIGHEST GAS USE QUARTILES	
		A	W	S		A	W
Natural gas	79	49	45	64	98	98	
Fuel oil	10	22	24	17	*	*	
Electricity	8	25	26	16	1	*	
All other	2	3	3	2	*	1	
None	1	2	2	1	1	1	
Percent of multi-unit dwellings which share heating unit with other families	27	14	12	19	25	16	
<b>AGE OF HEATING SYSTEM</b>							
Average	13.4				14.4		
2 Years or less	10	12	11	12	8	7	
3-5 years	15	21	21	20	13	13	
6-10 years	22	26	24	25	22	21	
11-20 years	34	32	34	30	36	37	
21 or more years	20	10	10	12	22	24	
(No. of respondents)	4050	948	970	984	2852	585	

\* Less than 10

## SETTINGS OF HEATING SYSTEM THERMOSTAT

STATE OF OHIO						
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES		TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W		A	W
Has thermostat	96	98	98	97	98	97
No thermostat	4	2	3	4	2	3
▶ DAYTIME SETTINGS						
LAST WINTER ('77 - '78)						
64° or less	7	8	7	7	5	4
65° - 66°	13	14	13	13	11	13
67° - 68°	29	30	30	29	28	29
69° - 70°	26	28	27	26	27	27
71° - 72°	14	12	12	14	15	14
73° or more	9	7	7	9	11	12
Varies/don't know	2	2	2	2	2	2
WHETHER SETTING DIFFERENT IN WINTER '76 - '77						
No - Same	73	74	74	70	71	72
Yes - Different	27	26	26	30	29	28
No. of respondents)	4163	952	975	2923	585	670

SETTINGS OF HEATING SYSTEM THERMOSTAT  
(Continued)

	STATE OF OHIO					
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES		TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W		A	W
<b><u>EVENING SETTINGS</u></b>						
Last winter ( '77 - '78)						
64° or less	5	6	6	6	4	5
65° - 66°	12	12	13	11	10	10
67° - 68°	28	30	30	28	27	26
69° - 70°	28	29	29	28	28	29
71° - 72°	14	13	13	15	16	15
73° or more	10	8	8	11	13	13
Varies/don't know	2	2	2	2	2	2
<b>WHETHER SETTING DIFFERENT IN WINTER '76 - '77</b>						
No - Same	75	74	75	72	72	72
Yes - Different	25	26	25	28	28	28
<b><u>SLEEPING HOURS SETTINGS</u></b>						
Winter '77 - '78						
64° or less	15	14	15	15	11	11
65° - 66°	23	21	22	22	21	21
67° - 68°	27	29	27	28	29	31
69° - 70°	19	20	21	19	21	21
71° - 72°	9	8	8	9	10	9
73° or more	6	4	4	6	6	6
Varies/don't know	3	3	3	2	2	2
<b>WHETHER SETTING DIFFERENT IN WINTER '76 - '77</b>						
No - Same	75	74	75	72	72	72
Yes - Different	25	26	25	28	28	28

HEATING THERMOSTAT SETTINGS LAST WINTER DAYTIME  
BY INCOME

	ANNUAL FAMILY INCOME (000)						
	OHIO TOTAL	UNDER \$7.5	\$7.5- 12.4	\$12.5- 17.4	\$17.5- 24.4	\$25.0 OR MORE	UNRE- PORTED
<u>WINTER SETTINGS</u>							
LAST WINTER ('77-'78)							
64° or less	7	5	6	6	8	10	7
65° - 66°	13	10	13	13	15	15	11
67° - 68°	29	24	25	30	29	37	30
69° - 70°	26	28	27	28	25	22	27
71° - 72°	14	17	17	13	12	10	12
73° or more	9	13	10	8	8	6	11
Varies/Don't know	2	3	2	2	2	2	2
No. of respondents)	3967	601	637	683	806	622	618

SETTINGS OF A.C. THERMOSTAT  
(continued)

	STATE OF OHIO		
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES	
		A	S
<u>EVENING SETTINGS</u>			
Summer ('78)			
Shut off	17	10	9
80° or more	7	6	6
78° - 79°	12	12	13
76° - 77°	12	13	15
74° - 75°	21	23	24
72° - 73°	13	18	17
70° - 71°	10	12	10
69° or less	6	5	5
Varies/don't know	3	1	2
<u>WHETHER SETTING DIFFERENT IN SUMMER '77</u>			
No - same	93	92	92
Yes - different	7	8	8
<u>SLEEPING HOURS</u>			
Summer ('78)			
Shut off	16	9	10
80° or more	3	3	2
78° - 79°	5	5	3
76° - 77°	9	3	5
74° - 75°	28	29	35
72° - 73°	22	25	23
70° - 71°	10	21	14
69° or less	5	6	9
Varies/don't know	2	-	-
<u>WHETHER SETTING DIFFERENT IN SUMMER '77</u>			
No - same	93	92	91
Yes - different	7	8	9



LEVEL OF EFFORT BEING MADE  
TO CONSERVE ELECTRICITY

	STATE OF OHIO			
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUARTILES		
		A	W	S
<u>LEVEL OF EFFORT</u>				
Strong	42	39	40	39
Moderate	43	50	49	50
Small	8	6	6	7
None	6	4	4	5
Don't know	1	1	1	1
(No important differences between opinions of males and females)				
(No. of respondents)	4219	963	985	1002

## EFFORTS BEING MADE TO CONSERVE GAS

	STATE OF OHIO		
	TOTAL GAS	HIGHEST GAS USE QUANTILES	
		A	W
<u>LEVEL OF EFFORT</u>			
Strong	45	41	44
Moderate	38	39	39
Small	7	7	7
None	8	10	7
Don't know	2	3	3
<u>CONSERVATION EFFORTS</u>			
Turn thermostat or furnace down or off	73	74	77
Insulate	10	9	10
Add storm doors, weather stripping, storm windows	10	11	10
Keep/turn water heater temperature down	10	9	8
Cut down on cooking	9	9	8
Don't heat certain rooms, close off unused rooms	8	5	6
Other heating related conservation measures	7	6	6
Use clothes dryer less	7	7	6
Other Responses Mentioned By 5% Or Less Of Respondents			
NO IMPORTANT DIFFERENCE BETWEEN OPINIONS OF MALE AND FEMALE RESPONDENTS			
'No. of respondents)	2070	449	508

AWARENESS AND KNOWLEDGE  
OF TIME-OF-DAY RATES

	STATE OF OHIO			
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUANTILES		
		A	W	S
<b>AWARENESS</b>				
— Definitely heard of	24	28	27	30
— Possibly heard of	11	11	12	11
Have not heard of	59	55	55	53
Don't know/ not certain	6	6	7	7
(No. of respondents)	4221	962	983	1000
<b>MEANING OF TERM (TO RESPONDENT)</b>				
→ Lower rates during certain hours	(26)	26	28	26
Lower rates during low consumption hours	(21)	24	23	23
Should use less during certain hours	14	11	11	11
Higher rates during high consumption hours	(13)	15	14	17
Misc. related to times of day	12	9	9	9
Higher rates during certain hours	(8)	7	6	7
Negative comment about T-O-D pricing	3	3	3	3
Method of lowering bill	2	3	3	3
Positive comment about T-O-D pricing	1	2	2	1

AWARENESS AND KNOWLEDGE  
OF TIME-OF-DAY RATES

ELECTRIC CUSTOMERS - TOTALS								
	OHIO	CG&E	CEI	C&SOE	DP&L	OE	OP	TE
	§	§	§	§	§	§	§	§
<b>AWARENESS</b>								
Definitely heard of	24	22	27	22	42	23	18	17
Possibly heard of	11	10	12	11	15	9	8	15
Have not heard of	59	56	55	63	36	62	70	62
Don't know/ not certain	6	11	5	5	8	6	4	7
(No. of respondents)	4221	597	600	601	615	605	596	608
<b>MEANING OF TERM (TO RESPONDENT)</b>								
Lower rates during certain hours	26	25	28	16	24	35	17	39
Lower rates during low consumption hours	21	19	20	27	19	18	29	17
Should use less during certain hours	14	15	16	12	7	15	18	10
Higher rates during high consumption hours	(13)	13	14	18	(17)	8	13	10
Misc. related to times of day	12	10	19	9	9	11	10	12
Higher rates during certain hours	(8)	5	5	10	(15)	4	5	10
Negative comment about T-O-D pricing	3	2	1	3	5	3	2	2
Method of lowering bill	2	4	-	2	2	1	4	4
Positive comment about T-O-D pricing	1	3	1	1	1	-	2	2

PREFERENCE FOR TIME-OF-DAY RATES  
(AFTER DESCRIPTION READ)

	STATE OF OHIO			
	TOTAL ELEC.	HIGHEST ELECTRIC USE QUARTILES		
		A	W	S
—Dislike very much	41	38	36	39
—Dislike somewhat	20	22	23	22
—Like somewhat	15	15	16	15
—Like very much	8	10	10	10
Don't know (No important difference between responses of males and females)	17	15	16	15
▶ REASONS FOR "LIKING"				
Will save money	(64)	68	69	68
Easy to change schedule	(32)	29	30	30
Use during off- peak anyway	20	17	18	18
Would help conserve energy	11	12	12	12
Misc. comments	1	1	-	2
▶ REASONS FOR "DISLIKING"				
Inconvenient to reschedule activities	(50)	51	50	55
Dislike metering costs	(42)	41	41	40
Wouldn't save money	(26)	23	24	23
Don't want to live with T-O-D controls	(20)	21	20	22
Will raise costs	12	12	11	12
Negative comments about utilities	5	5	7	7
Shouldn't have different rates	3	5	5	5
(No. of respondents)	4225	962	985	999

PREFERENCE FOR TIME-OF-DAY RATES  
(AFTER DESCRIPTION READ)

	ELECTRIC CUSTOMERS - TOTALS							
	OHIO	CG&E	CEI	C&SOE	DP&L	OE	OP	TE
-Dislike very much	41	33	38	47	40	43	45	33
-Dislike somewhat	20	23	24	19	22	16	16	23
Like somewhat	15	15	15	12	14	14	16	15
Like very much	8	6	9	5	5	12	7	8
Don't know	17	23	14	17	19	16	15	21
(No important difference between responses of males and females)								
<b>REASONS FOR "LIKING"</b>								
Will save money	64	61	64	60	57	67	69	64
Easy to change schedule	32	23	44	39	28	29	27	32
Use during off-peak anyway	20	15	22	13	31	19	22	13
Would help conserve energy	11	18	8	15	17	10	8	7
Misc. comments	1	1	-	3	-	-	2	1
<b>REASONS FOR "DISLIKING"</b>								
Inconvenient to reschedule activities	50	58	55	40	55	53	45	35
Dislike metering costs	42	40	33	49	42	48	39	44
Wouldn't save money	26	23	26	27	29	31	17	31
Don't want to live with T-O-D controls	20	40	25	17	17	17	18	10
Will raise costs	12	8	15	11	14	9	16	16
Negative comments about utilities	5	5	2	1	8	7	3	2
Shouldn't have different rates	3	4	3	6	2	3	3	4
% of respondents)	4225	595	601	602	616	606	596	610

## PREFERENCE FOR T-O-D RATES BY INCOME

	ANNUAL FAMILY INCOME (000)						
	OHIO TOTAL	UNDER \$7.5	\$7.5- 12.4	\$12.5- 17.4	\$17.5- 24.4	\$25.0 OR MORE	UNRE- PORTED
	%	%	%	%	%	%	
Dislike very much	41	41	46	42	41	31	42
Dislike somewhat	20	18	20	21	22	23	17
Like somewhat	15	11	12	15	16	21	12 $\frac{1}{2}$
Like very much	8	6	6	9	8	13	6
Don't know	17	24	17	13	12	13	23
(No. of respondents)	4226	691	681	710	830	638	677

ITEM 2. SPECIAL NEWSLETTER FROM THE STATE OF OHIO OFFICE OF CONSUMER'S COUNSEL, DATED AUGUST 1979, SUBMITTED BY WILLIAM A. SPRATLEY<sup>1</sup>

An extensive study of energy use in Ohio, done for the Office of Consumers' Counsel (OCC) by Elrick & Lavidge of California, reveals numerous characteristics about the State's residential energy consumers.

The study involved personal interviews with 4,237 customers of Ohio's seven major investor-owned electric utilities. Approximately 600 customers of each of the electric companies were interviewed for the study.

Companies whose customers were interviewed included: Cincinnati Gas and Electric, Cleveland Electric Illuminating, Columbus and Southern Ohio Electric, Dayton Power and Light, Ohio Edison, Ohio Power, and Toledo Edison.

Elrick & Lavidge estimates that 88 percent of Ohio's residents are provided electricity by the seven companies surveyed.

All 4,237 of those interviewed for the study are billed directly for electrical service. Customers whose service is master-metered and those whose utility service is covered in rent payments were not included in the study.

In addition to a series of questions about electric service, Elrick & Lavidge asked those interviewed about natural gas usage if applicable. This enabled the study to collect data and make conclusions about Ohio's major gas companies (Columbia Gas, East Ohio Gas, Dayton Power & Light, Cincinnati Gas & Electric).

Usage data for the 4,237 customers surveyed was obtained from the companies for the period October 1977-September 1978. The survey shows that over the 12-month period Ohio electric customers averaged 8,718 kilowatt-hours of electricity and 1,667 hundred cubic feet of gas annually.

This usage was then distributed into four categories—high users, above average users, below average users, and low users. High electric users are those using 864 or more kilowatt-hours per month or 166 or more hundred cubic feet per month. Above average electric users consume between 584 and 864 kilowatt-hours per month or between 135 and 166 hundred cubic feet per month. Below average electric consumers use between 386 and 584 kilowatt-hours per month or between 106 and 135 hundred cubic feet per month. Low users consume 385 kilowatt-hours and below each month or 105 and below hundred cubic feet per month.

The following conclusions were drawn from the survey concerning electric and gas consumption:

Some 29 percent of all kilowatt users is used by customers in winter season (December, January, February) and 25 percent is used in the summer season (June, July, August). The customers of only one Ohio utility, CG&E, use more electricity during the summer season than during the winter season.

One-fourth of Ohio electric customers (the high use quartile) consume about 50 percent of the annual kilowatt-hours, 56 percent of the winter season kilowatt-hours and 50 percent of the summer kilowatt-hours.

Fifty percent of all natural gas consumed by Ohio residential customers is consumed in the 3-month winter season.

However, high users of natural gas (the high use "quartile") do not use as disproportionate a share of the natural gas as high users of electricity. For example, one-fourth of all gas customers use 36 percent of the natural gas consumed annually and 39 percent of the natural gas consumed in the winter season.

Other major findings from the survey include:

Upper income customers (family incomes of \$25,000 per year or more) use much more electricity. Eighteen percent of those surveyed earned \$25,000 or more, and used 35 percent of the electricity consumed annually.

Forty-eight percent of the residential customers with incomes of \$25,000 and over in the high consumption group, compared, for example, with 7 percent of those with incomes under \$7,500. Nearly 60 percent of those with incomes under \$7,500 are in the low consumption category.

Higher income gas customers consume only slightly more natural gas than low income customers. Only 28 percent of those with incomes of \$25,000 or more per year are in the high gas consumption category which compares very closely with 26 percent of those with incomes under \$7,500 in the high consumption category.

High electricity and gas users have larger families, more major appliances, and larger dwellings.

<sup>1</sup> See statement, p. 24.



High users of electricity are more likely than others to live in the suburbs or rural areas; but high gas use is not strongly related to residence location.

Substantial proportions of customers in the lower income groups are age 65 and over.

#### DWELLING CHARACTERISTICS

Eighty-four percent of residential customer dwellings are single family dwellings and they are more likely to be high users of electricity and gas than those (14 percent) living in multiple unit dwellings.

Customers in newer dwellings (built in the past 10 years) are much more likely to be high users of electricity than customers in older dwellings, because they have more electric heating, more air conditioning, and more major appliances.

Customers in older (pre-1940) dwellings use much more gas than those in post-1950 dwellings. Probably, this is related to poorer wall and/or ceiling insulation.

Although only one-fourth of Ohio customers have electric water heaters, over one-half of the high electric users have electric water heaters.

#### HEATING SYSTEMS

Natural gas is the main heating fuel of nearly 80 percent of Ohio customers served by the seven large electric utilities studied. Fuel oil is used by 10 percent and electricity by 8 percent.

However, 25 percent of the high annual and winter users of electricity have electric heat.

Nearly 50 percent of all customers set their thermostats at 68 degrees or less in the daytime/evening during the winter of 1977-78.

High use of electricity or gas does not appear to be related to heating thermostat settings. High users of electricity or gas report about the same thermostat setting as do lower users.

#### AIR CONDITIONING

About one-half of Ohio residential customers have air conditioning and about 40 percent of those air conditioning units are central electric. However, among high summer users of electricity, over three-fourths have air conditioning and nearly one-half have central electric units.

Thirty percent of customers with thermostats on air conditioners set them under 74 degrees during the daytime in the summer of 1978. High summer users of electricity and upper income families tend to set their thermostats somewhat lower (cooler) than other customers.

#### CONSERVATION

Over 80 percent of residential customers (in all income groups) claim they are making a "strong" or "moderate" effort to conserve electricity and gas.

A substantial proportion of customers in single-family dwellings report having insulation. For example, nearly 60 percent report all or partial wall insulation while over 90 percent report attic or crawl space insulation.

Moreover, over 90 percent of residential customers claim they have weather protection on windows and outside doors.

#### UTILITY BUDGET PLANS AND STATE ENERGY ASSISTANCE PROGRAM

About one-third of the customers say they are participating in utility budget payment plans.

About 7 percent of Ohio customers (37 percent of those with incomes under \$7,500) say they are participating in the Ohio senior citizens' heating discount program (ECAC).

Over 90 percent of those not participating said they were "strongly" or "somewhat" in favor of the program.

#### MAJOR APPLIANCES

High saturation and frequent use of major electric appliances contributes to high electric consumption. The following table shows the presence of various appliances among Ohio residential customers and among those with annual consumption of electricity.

[In percent]

	Total	Annual high use
Range, electric.....	55	86
Oven, electric.....	56	86
Microwave.....	9	17
2 or more:		
Refrigerators.....	21	31
Freezers.....	40	61
Dishwasher.....	34	54
Clothes washer.....	88	75
Clothes dryer.....	77	91
2 or more television sets.....	51	65
Outside lights.....	14	25

Consumers' Counsel William A. Spratley said this is the first in-depth study of Ohio's residential utility consumers, and he will use the results of the survey to help his office formulate policy on rate structure proposals.

ITEM 3. SURVEY QUESTIONNAIRE OF THE STATE OF OHIO OFFICE OF CONSUMERS COUNSEL, SUBMITTED BY WILLIAM A. SPRATLEY

Elrick and Lavidge, Inc.  
650 California Street  
San Francisco, California 94108  
Telephone: (415) 434-0536

Project #5426-1  
August 1978

CHARACTERISTICS OF UTILITY USERS

CINCINNATI GAS & ELECTRIC - / 1	Cust. I.D.	2-21
---------------------------------	------------	------

Gas Utility

Cincinnati Gas & Electric - /	Other (SPECIFY):	
Dayton Power & Light - 2		
Toledo Edison - 3		- 6
Columbia Gas - 4	Don't know - 7	22
East Ohio Gas - 5	No natural gas - 8	

Name \_\_\_\_\_

Service Address \_\_\_\_\_

City \_\_\_\_\_ Zip \_\_\_\_\_

Telephone Number (     ) \_\_\_\_\_

Interviewer's Name \_\_\_\_\_ Interview Date \_\_\_\_\_

**INTRODUCTION:**

Hello, I'm (YOUR NAME) with Elrick and Lavidge, a survey research company. We'd like to talk with you for a few minutes about your electric and gas appliances and how you use them. Are you the (Male) (Female) head of this household? CONTINUE ONLY WITH MALE OR FEMALE "HEAD". CALL BACK IF NECESSARY.

This is a Statewide survey of over 4,000 households sponsored by the Consumers Counsel of the State of Ohio. Your participation is voluntary but your responses will be very helpful, and your answers will be completely confidential and not identified with you, personally.

1. To start with, I know your electricity here is provided by (NAME ELECTRIC COMPANY) but I want to ask you about natural gas.
  - a. Do you have natural gas . . . that is, gas from underground pipes provided by a gas company?
 

Yes  No  RECORD AS 8 ABOVE
  - IF "YES", ASK:
    - b. What is the name of your gas company? RECORD ABOVE.
  - c. As part of this study, your (electric utility) (electric and gas utility) will provide us with the amount of (electricity) (electricity and gas) you used monthly during the past year, if you approve. Then we can classify customers as large users, average users and small users.

Here's the card (HAND SAMPLE CARD) on which we need your signature.

IF REFUSED, TERMINATE INTERVIEW AND RECORD ON SAMPLE CONTROL FORM.  
DO NOT USE A QUESTIONNAIRE.

Elrick and Lavidge, Inc.  
650 California Street  
San Francisco, California 94108.  
Telephone: (415) 434-0536

Project #5426-1  
August 1978

## CHARACTERISTICS OF UTILITY USERS

DAYTON POWER & LIGHT - 4	1	Cust. I.D.	2-21
-----------------------------	---	------------	------

## Gas Utility

Cincinnati Gas & Electric	- 1	Other (SPECIFY):	
Dayton Power & Light	- 2		
Toledo Edison	- 3		
Columbia Gas	- 4	Don't know	- 6
East Ohio Gas	- 5	No natural gas	- 7
			22

Name	_____
Service Address	_____
City	_____ Zip _____
Telephone Number ( )	_____
Interviewer's Name	_____ Interview Date _____

## INTRODUCTION:

Hello, I'm (YOUR NAME) with Elrick and Lavidge, a survey research company. We'd like to talk with you for a few minutes about your electric and gas appliances and how you use them. Are you the (Male) (Female) head of this household? CONTINUE ONLY WITH MALE OR FEMALE "HEAD". CALL BACK IF NECESSARY.

This is a Statewide survey of over 4,000 households sponsored by the Consumers' Counsel of the State of Ohio. Your participation is voluntary but your responses will be very helpful, and your answers will be completely confidential and not identified with you, personally.

1. To start with, I know your electricity here is provided by (NAME ELECTRIC COMPANY) but I want to ask you about natural gas.

- a. Do you have natural gas . . . that is, gas from underground pipes provided by a gas company?

Yes  No  RECORD AS 8 ABOVE

IF "YES", ASK:

- b. What is the name of your gas company? RECORD ABOVE.
- c. As part of this study, your (electric utility) (electric and gas utility) will provide us with the amount of (electricity) (electricity and gas) you used monthly during the past year, if you approve. Then we can classify customers as large users, average users and small users.

Here's the card (HAND SAMPLE CARD) on which we need your signature.

IF REFUSED, TERMINATE INTERVIEW AND RECORD ON SAMPLE CONTROL FORM.  
DO NOT USE A QUESTIONNAIRE.

Elrick and Lavidge, Inc.  
650 California Street  
San Francisco, California 94108  
Telephone: (415) 434-0536

Project #5426-1  
August 1978

## CHARACTERISTICS OF UTILITY USERS

OHIO EDISON - 5	1	Cust. I.D.	2-21
-----------------	---	------------	------

## Gas Utility

Cincinnati Gas & Electric	- 1	Other (SPECIFY):	
Dayton Power & Light	- 2		
Toledo Edison	- 3		- 6
Columbia Gas	- 4	Don't know	- 7
East Ohio Gas	- 5	No natural gas	- 8

22

Name	_____
Service Address	_____
City	_____ Zip _____
Telephone Number ( )	_____
Interviewer's Name	_____ Interview Date _____

## INTRODUCTION:

Hello, I'm (YOUR NAME) with Elrick and Lavidge, a survey research company. We'd like to talk with you for a few minutes about your electric and gas appliances and how you use them. Are you the (Male) (Female) head of this household? CONTINUE ONLY WITH MALE OR FEMALE "HEAD". CALL BACK IF NECESSARY.

This is a Statewide survey of over 4,000 households sponsored by the Consumers Counsel of the State of Ohio. Your participation is voluntary but your responses will be very helpful, and your answers will be completely confidential and not identified with you, personally.

1. To start with, I know your electricity here is provided by (NAME ELECTRIC COMPANY) but I want to ask you about natural gas.
  - a. Do you have natural gas . . . that is, gas from underground pipes provided by a gas company?

Yes  No  RECORD AS 8 ABOVE

IF "YES", ASK:

- b. What is the name of your gas company? RECORD ABOVE.
- c. As part of this study, your (electric utility) (electric and gas utility) will provide us with the amount of (electricity) (electricity and gas) you used monthly during the past year, if you approve. Then we can classify customers as large users, average users and small users.

Here's the card (HAND SAMPLE CARD) on which we need your signature.

IF REFUSED, TERMINATE INTERVIEW AND RECORD ON SAMPLE CONTROL FORM.  
DO NOT USE A QUESTIONNAIRE.

Elrick and Lavidge, Inc.  
650 California Street  
San Francisco, California 94108  
Telephone: (415) 434-0536

Project #5426-1  
August 1978

## CHARACTERISTICS OF UTILITY USERS

TOLEDO EDISON - 7	1	Cust. I.D.	2-21
-------------------	---	------------	------

## Gas Utility

Cincinnati Gas & Electric	- 1	Other (SPECIFY):		22
Dayton Power & Light	- 2			
Toledo Edison	- 3		- 6	
Columbia Gas	- 4	Don't know	- 7	
East Ohio Gas	- 5	No natural gas	- 8	

Name _____	
Service Address _____	
City _____	Zip _____
Telephone Number ( ) _____	
Interviewer's Name _____	Interview Date _____

## INTRODUCTION:

Hello, I'm (YOUR NAME) with Elrick and Lavidge, a survey research company. We'd like to talk with you for a few minutes about your electric and gas appliances and how you use them. Are you the (Male) (Female) head of this household? CONTINUE ONLY WITH MALE OR FEMALE "HEAD". CALL BACK IF NECESSARY.

This is a Statewide survey of over 4,000 households sponsored by the Consumers' Counsel of the State of Ohio. Your participation is voluntary but your responses will be very helpful, and your answers will be completely confidential and not identified with you, personally.

1. To start with, I know your electricity here is provided by (NAME ELECTRIC COMPANY) but I want to ask you about natural gas.

a. Do you have natural gas . . . that is, gas from underground pipes provided by a gas company?

Yes  No  RECORD AS 8 ABOVE

IF "YES", ASK:

b. What is the name of your gas company? RECORD ABOVE.

c. As part of this study, your (electric utility) (electric and gas utility) will provide us with the amount of (electricity) (electricity and gas) you used monthly during the past year, if you approve. Then we can classify customers as large users, average users and small users.

Here's the card (HAND SAMPLE CARD) on which we need your signature.

IF REFUSED, TERMINATE INTERVIEW AND RECORD ON SAMPLE CONTROL FORM.  
DO NOT USE A QUESTIONNAIRE.

Elrick and Lavidge, Inc.  
650 California Street  
San Francisco, California 94108  
Telephone: (415) 434-0536

Project #5426-1  
August 1978

## CHARACTERISTICS OF UTILITY USERS

OHIO POWER - 6	1	Cust. I.D.	2-21
----------------	---	------------	------

## Gas Utility

Cincinnati Gas & Electric	- 1	Other (SPECIFY):	
Dayton Power & Light	- 2		
Toledo Edison	- 3		- 6
Columbia Gas	- 4	Don't know	- 7
East Ohio Gas	- 5	No natural gas	- 8
			22

Name	_____
Service Address	_____
City	_____ Zip _____
Telephone Number ( )	_____
Interviewer's Name	_____ Interview Date _____

## INTRODUCTION:

Hello, I'm (YOUR NAME) with Elrick and Lavidge, a survey research company. We'd like to talk with you for a few minutes about your electric and gas appliances and how you use them. Are you the (Male) (Female) head of this household? CONTINUE ONLY WITH MALE OR FEMALE "HEAD". CALL BACK IF NECESSARY.

This is a Statewide survey of over 4,000 households sponsored by the Consumers' Counsel of the State of Ohio. Your participation is voluntary but your responses will be very helpful, and your answers will be completely confidential and not identified with you, personally.

1. To start with, I know your electricity here is provided by (NAME ELECTRIC COMPANY) but I want to ask you about natural gas.
  - a. Do you have natural gas . . . that is, gas from underground pipes provided by a gas company?

Yes  No  RECORD AS 8 ABOVE

## IF "YES", ASK:

- b. What is the name of your gas company? RECORD ABOVE.
- c. As part of this study, your (electric utility) (electric and gas utility) will provide us with the amount of (electricity) (electricity and gas) you used monthly during the past year, if you approve. Then we can classify customers as large users, average users and small users.

Here's the card (HAND SAMPLE CARD) on which we need your signature.

IF REFUSED, TERMINATE INTERVIEW AND RECORD ON SAMPLE CONTROL FORM.  
DO NOT USE A QUESTIONNAIRE.

2a. RECORD TYPE OF LOCATION.

Urban/city area - 1  
 Suburbs - 2

Small town - 3  
 Rural farm - 4  
 Rural non-farm - 5

23

b. RECORD TYPE DWELLING.

Single family "detached" - 1  
 Mobile home - 2  
 2 unit building - 3  
 3-4 unit building - 4  
 5 or more unit building - 5

SKIP TO Q. 3a

24

IF MULTI-UNIT BUILDING, ASK:

c. Is your house heating system your own individual system  
 or is your heat supplied from a system serving other  
 families, too?

Own system - 1

CONTINUE WITH Q. 3a

Other families - 2

SKIP TO Q. 4a

25

3a. What is the main type of fuel or energy you use for heat . . .  
 is it electricity, natural gas, bottled gas, fuel oil, or  
 something else?

Electricity - 1  
 Natural gas - 2  
 Bottled gas - 3  
 Fuel oil - 4  
 Kerosene - 5  
 Coal or coke - 6

Wood - 7  
 Solar - 8  
 Other - 9

No heating - 0Don't know - 99

SKIP TO Q. 4a

26

27

b. What type of heating system is that? . . . Please take a look at  
 these categories (HAND WHITE CARD) and tell me which type is  
 your main heating system.

A central warm-air furnace with ducts  
 to individual rooms - 1

Electric heat pump - 2Steam or hot water system - 3Built-in electric units permanently installed  
 in wall, ceiling, or baseboard - 4Floor, wall, or pipeless furnace - 5Room heaters with flue or vent burning gas,  
 oil or kerosene - 6Room heaters without flue or vent burning gas,  
 oil or kerosene - 7Fireplaces - 8Miscellaneous heating - 9

28

## c. About how old is your heating system?

\_\_\_\_\_ years

Don't know - 99

29 30



- 4a. In addition to your main heating, do you regularly use any electric or gas portable heaters? PROBE FOR TYPE.

Yes, electric	- 1	Yes, both	- 3	31
Yes, gas	- 2	No, neither	- 4	

- b. How many wood burning fireplaces, if any, do you have? (RECORD "NONE" AS "0".)

32

- c. About what proportion of your heating, if any, do you get from the fireplace(s)?

33 34 35

- 5a. Does your heating system have a thermostat?

Yes	- 1	No	- 2	SKIP TO Q. 6	36
-----	-----	----	-----	--------------	----

IF "YES", ASK:

My next questions are about your thermostat setting last winter.

- b. At what temperature was your thermostat normally set for heating your home during the day?

	LAST WINTER	PREVIOUS WINTER
Temperature: _____ °F	37	39
Varies/no normal setting - <u>0</u>		<u>0</u>
Heat shut off - <u>98</u>		<u>98</u>
Don't know - <u>99</u>	38	40

- c. How about in the evening between say sundown and bedtime?

	LAST WINTER	PREVIOUS WINTER
Temperature: _____ °F	41	43
Varies/no normal setting - <u>0</u>		<u>0</u>
Heat shut off - <u>98</u>		<u>98</u>
Don't know - <u>99</u>	42	44

- d. And what was the setting during sleeping hours?

	LAST WINTER	PREVIOUS WINTER
Temperature: _____ °F	45	47
Varies/no normal setting - <u>0</u>		<u>0</u>
Heat shut off - <u>98</u>		<u>98</u>
Don't know - <u>99</u>	46	48

- e. Now I'd like you to think back to the winter before this last one.

Was your normal thermostat setting any different then . . . during the day, during the evening or during sleeping hours? RECORD BELOW.

	YES	NO
Day - <u>1</u>		<u>2</u>
Evening - <u>1</u>		<u>2</u>
Sleeping hours - <u>1</u>		<u>2</u>
		49
		50
		51

- f. IF "YES", PROBE FOR LAST YEAR'S TEMPERATURE. RECORD ABOVE IN Q's. 5b,c,d.

6a. Do you have air conditioning or air cooling in your home?

Yes - 1 No - 2 → SKIP TO Q. 8

52

IF MULTI-UNIT BUILDING, ASK:

6b. Is that from your own individual system or is the air conditioning supplied from a system serving other families, too?

Own system - 1 Others - 2 → SKIP TO Q. 7a

53

c. What type is that? Is it . . . READ CATEGORIES EXCEPT DON'T KNOW.

Central electric air conditioning - 1  
 Electric window or wall units - 2  
 An evaporative cooler - 3  
 An electric heat pump - 4  
 Central natural gas air conditioning - 5  
 Don't know - 9

54

d. How many units do you have?

55

e. About how old is that air conditioner?

\_\_\_\_\_ years Don't know - 99

56

57

7a. Does your air conditioner have a thermostat?

Yes - 1 No - 2 → SKIP TO Q. 8

58

IF "YES", ASK:

My next questions are about your thermostat setting this summer.

b. At what temperature is your cooling thermostat set during the day?

Temperature:	THIS SUMMER	°F	LAST SUMMER	°F
Varies/no normal setting	- <u>0</u>	59	-	61
A.C. shut off	- <u>98</u>	60	- <u>98</u>	62
Don't know	- <u>99</u>		- <u>99</u>	

c. How about in the evening between say sundown and bedtime?

Temperature:	THIS SUMMER	°F	LAST SUMMER	°F
Varies/no normal setting	- <u>0</u>	63	-	65
A.C. shut off	- <u>98</u>	64	- <u>98</u>	66
Don't know	- <u>99</u>		- <u>99</u>	

d. And what is the setting during sleeping hours?

Temperature:	THIS SUMMER	°F	LAST SUMMER	°F
Varies/no normal setting	- <u>0</u>	67	-	69
A.C. shut off	- <u>98</u>	68	- <u>98</u>	70
Don't know	- <u>99</u>		- <u>99</u>	

e. Now I'd like you to think back to last summer. Was your normal thermostat setting any different then . . . during the day, during the evening or during sleeping hours?

	YES	NO	
Day	- <u>1</u>	- <u>2</u>	71
Evening	- <u>1</u>	- <u>2</u>	72
Sleeping hours	- <u>1</u>	- <u>2</u>	73

f. IF "YES", PROBE FOR DIFFERENCES. RECORD ABOVE IN Q's. 7b,c,d.

The next few questions are about your (house) (apartment) (mobile home).

8a. Do you own this (house) (apartment) (mobile home)?

Yes - / No - 2 74

b. In what year was it originally built?

\_\_\_\_\_ year Don't know - 999 75 76 77

80 - 2

c. About how many square feet of living area do you have here?  
PROBE FOR BEST GUESS. IF NECESSARY, INTERVIEWER ESTIMATE.

\_\_\_\_\_ square feet 21 22 23 24

d. About how many square feet are heated in the winter time?

\_\_\_\_\_ square feet 25 26 27 28

e. About how many square feet do you have just on the main floor- -that is, the floor above the basement? (THE BASEMENT IS NOT THE FIRST FLOOR.)

\_\_\_\_\_ square feet 29 30 31 32

9a. During the winter months, do your outside doors have storm doors, securely placed plastic covering, weatherstripping, a combination of these, or none of them?

Storm doors	- /	33
Plastic, securely placed	- /	34
Weatherstripping	- /	35
Combination: storm doors and weatherstripping	- /	36
Combination: plastic and weatherstripping	- /	37
None	- /	38
Don't know	- /	39

→ SKIP TO Q. 9c

b. Do you plan to add anything to your doors (storm doors) (plastic) (weatherstripping) during the next 12 months.

No, none	- /	40
Yes, storm doors	- /	41
Yes, plastic	- /	42
Yes, weatherstripping	- /	43
Don't know	- /	44

- 9c. During the winter months do your windows have storm windows or double panes, securely placed plastic covering, weatherstripping, a combination of these, or none of them?

Storm windows/double panes	- /	45
Plastic, securely placed	- /	46
Weatherstripping	- /	47
Combination storm windows/ panes and weatherstripping	- /	48
Combination plastic and weatherstripping	- /	49
None	- /	50
Don't know	- /	51

→ SKIP TO Q. 9e

- d. Do you plan to add anything to your windows (storm windows or double panes) (plastic) (weatherstripping) during the next 12 months?

No, none	- /	52
Yes, storm windows/double panes	- /	53
Yes, plastic	- /	54
Yes, weatherstripping	- /	55
Don't know	- /	56

ASK IF WEATHERSTRIPPING ON DOORS AND/OR WINDOWS (Q's. 9a AND 9c)

- e. Thinking of the general condition of your house, is your weatherstripping in good condition, or in need of repair?

Weatherstripping in good condition	- /	57
Weatherstripping needs repair	- 2	
Don't know	- 4	

- 10a. Would you say your outside doors have a good fit, a moderate fit with some air leakage, or a loose fit and drafty?

Doors have a good fit	- /	58
Moderate fit, some leakage	- 2	
Loose fit, doors are drafty	- 3	

- b. Thinking now about all your house windows, would you say your windows have a good fit, a moderate fit with some air leakage, or a loose fit and drafty.

Windows have a good fit	- /	59
Moderate fit, some air leakage	- 2	
Loose fit, windows are drafty	- 3	

- c. (Please think about your outside windows which do not have storm windows or double panes). How many windows of the following sizes are in your home? (HAND PINK CARD)

Small - approximately 2½' x 2½'	_____	60	61
Medium - approximately 3' x 4'	_____	62	63
Large - approximately 3' x 6'	_____	64	65
Picture - approximately 5' x 8' or larger	_____	66	67

ASK IF SINGLE FAMILY DWELLING

11a. Does your house have any insulation in the walls?  
 Yes, all - 1 Partial - 2 No - 3 Not sure - 9 68

b. Does your home have an attic or "crawl space" between the ceiling and the roof?  
 Yes, all - 1 Partially - 2 No - 3 Not sure - 9 → SKIP TO Q. 12 69

IF "YES", ASK:

c. How many inches of insulation, if any, is in that space above your ceiling?  
 None - 1 → SKIP TO Q. 11e  
 2 inches - 2  
 4 inches - 3 → SKIP TO Q. 11d  
 6 inches or more - 4  
 R-19 Std. - 5  
 Has insulation, not sure of amount - 6 → SKIP TO Q. 12  
 Not sure if insulated - 7

IF INSULATED, ASK:

d. How do you happen to know how much insulation you have?  
 We/I installed - 1  
 Had it installed - 2  
 Looked at it/measured it - 3 → SKIP TO Q. 12  
 Told by previous owner or real estate agent - 4  
 Told by landlord - 5  
 Other (SPECIFY): - 6

IF NO CEILING INSULATION, ASK:

e. Do you plan to insulate your ceilings during the next 12 months?  
 Yes - 1 Possibly/not sure - 2 No - 3 72

73-  
74-

75-  
76-

77-  
78-

79-  
80 - 3

12. Now I'd like to ask you about the conservation of electricity.

- a. How much of an effort would you say this household is making to conserve electricity? Would you say it's a strong effort, a moderate effort, a small effort or no effort at all?

Strong - 1  
Moderate - 2  
Small - 3

No effort - 4  
Don't know - 5

→ SKIP TO Q. 12c  
OR Q. 13

21

IF "STRONG", "MODERATE" OR "SMALL" EFFORT, ASK:

- b. What is your household doing to conserve electricity? PROBE.

22-	31-	40-
23-	32-	41-
24-	33-	42-
25-	34-	43-
26-	35-	44-
27-	36-	45-
28-	37-	46-
29-	38-	47-
30-	39-	48-

IF NATURAL GAS USER, ASK:

- c. Now how about the conservation of natural gas. Would you say this household is making a strong effort, a moderate effort, a small effort or no effort at all?

Strong - 1  
Moderate - 2  
Small - 3

No effort - 4  
Don't know - 5

→ SKIP TO Q. 13

49

IF "STRONG", "MODERATE" OR "SMALL" EFFORT, ASK:

- d. What is your household doing to conserve gas? PROBE.

50-	59-	68-
51-	60-	69-
52-	61-	70-
53-	62-	71-
54-	63-	72-
55-	64-	73-
56-	65-	74-
57-	66-	75-
58-	67-	76-

80 - 4

Now a few questions about your major appliances. If you don't ever use any appliance I ask about, just say you don't have it.

13a. Why type of cooking range or stove do you have. . . is it electric, gas or what?

<u>Electric</u> - 1	<u>Other</u> - 4	} → SKIP TO Q. 13c	21
<u>Natural gas</u> - 2	<u>None</u> - 5		
<u>Bottled gas</u> - 3			

b. How old is it? \_\_\_\_\_ years Don't know - 99 22 23

c. Do you have an oven?  
 Yes - 1 No - 2 → SKIP TO Q. 13e 24

IF "YES", ASK:

d. Is it electric, natural gas or bottled gas?  

<u>Electric</u> - 1	<u>Bottled gas</u> - 3	} 25
<u>Natural gas</u> - 2	<u>Other</u> - 4	

e. Do you have a microwave oven?  
 Yes - 1 No - 2 26

14a. How many refrigerators or combination refrigerators/freezers are in use in your home?  

<u>One</u> - 1	<u>Three or more</u> - 3	} 27
<u>Two</u> - 2	<u>None</u> - 4 → SKIP TO Q. 14d	

b. (Is this) (Are these) electric or gas? PROBE. RECORD BELOW.

	ELECTRIC	GAS	Q. 14c YEARS	DON'T KNOW		
Only/First	- 1	- 2	28	- 99	31	32
Second	- 1	- 2	29	- 99	33	34
Third	- 1	- 2	30	- 99	35	36

c. How old is it (are they)? RECORD ABOVE.

d. (In addition to your refrigerator/freezer), do you have a separate food freezer?  
 Yes - 1 No - 2 → SKIP TO Q. 15 37

IF "YES", ASK:

e. Is that a frostfree or non-frostfree freezer?  

<u>Frostfree</u> - 1	<u>Non-frostfree</u> - 2	<u>Don't know</u> - 9	38
----------------------	--------------------------	-----------------------	----

f. Is that electric or gas?  

<u>Electric</u> - 1	<u>Gas</u> - 2	39
---------------------	----------------	----

g. How old is it? \_\_\_\_\_ years Don't know - 99 40 41

15a. Do you own a clothes washing machine?

Yes - 1 → No - 2 → SKIP TO Q. 16

42

IF "YES", ASK:

b. About how many loads do you usually do each week?

\_\_\_\_\_ loads  
Don't know/varies - 99 → SKIP TO Q. 15d

43 44

c. Here (HAND YELLOW CARD) are several time periods . . .  
How many loads do you usually do in each time period?

- Weekends - any hours \_\_\_\_\_ 45 46
- Weekdays - 8:00 a.m. - 11:00 a.m. \_\_\_\_\_ 47 48
- " - 11:00 a.m. - 5:00 p.m. \_\_\_\_\_ 49 50
- " - 5:00 p.m. - 10:00 p.m. \_\_\_\_\_ 51 52
- " - After 10:00 p.m.  
and before 8:00 a.m. \_\_\_\_\_ 53 54

(TOTAL LOADS SHOULD AGREE WITH Q. 15b)

d. About how old is your washer?

\_\_\_\_\_ years Don't know - 99 55 56

16a. Do you own a clothes dryer?

Yes - 1 → No - 2 → SKIP TO Q. 17

57

IF "YES", ASK:

b. What type is it . . . electric, natural gas or bottled gas?

Electric - 1 Natural gas - 2 Bottled gas - 3 58

c. About how many loads do you usually do each week?

\_\_\_\_\_ loads  
Don't know/varies - 99 → SKIP TO Q. 16e

59 60

d. Here (HAND YELLOW CARD) are several time periods . . .  
How many loads do you usually do each time period?

- Weekends - any hours \_\_\_\_\_ 61 62
- Weekdays - 8:00 a.m. - 11:00 a.m. \_\_\_\_\_ 63 64
- " - 11:00 a.m. - 5:00 p.m. \_\_\_\_\_ 65 66
- " - 5:00 p.m. - 10:00 p.m. \_\_\_\_\_ 67 68
- " - After 10:00 p.m.  
and before 8:00 a.m. \_\_\_\_\_ 69 70

(TOTAL LOADS SHOULD AGREE WITH Q. 16c)

e. About how old is your dryer?

\_\_\_\_\_ years Don't know - 99 71 72



17a. Do you have an electric dishwasher?

Yes - 1 → No - 2 → SKIP TO Q. 18

73

IF "YES", ASK:

b. About how many loads do you usually do each week?

\_\_\_\_\_ loads  
Don't know/varies - 99 → SKIP TO Q. 17d

74 75

c. Here (HAND YELLOW CARD) are several time periods . . . How many loads do you usually do in each time period?

- Weekends - any hours \_\_\_\_\_
- Weekdays - 8:00 a.m. - 11:00 a.m. \_\_\_\_\_
- " - 11:00 a.m. - 5:00 p.m. \_\_\_\_\_
- " - 5:00 a.m. - 10:00 p.m. \_\_\_\_\_
- " - After 10:00 p.m. and before 8:00 a.m. \_\_\_\_\_

76 77

78 79

80 - 5

21 22

23 24

25 26

(TOTAL LOADS SHOULD AGREE WITH Q. 17b)

d. About how old is your dishwasher?

\_\_\_\_\_ years Don't know - 99

27 28

IF MULTI-UNIT BUILDING

18a. Do you have your own water heater or is your hot water provided from a central system? RECORD BELOW.

Own water heater - 1 Central - 2 → SKIP TO Q. 19  
None - 3

29

b. What type of water heater do you have? . . . Is it: READ CATEGORIES.

Electric - 1 Bottled gas - 3  
Natural gas - 2 Solar - 4  
Don't know - 9

30

c. About how old is your heater?

\_\_\_\_\_ years Don't know - 99

31 32

19. How many television sets, if any, do you own? . . . And are they black and white or color?

Total 33 Black and White 34 Color 35

20. This card (HAND GREEN APPLIANCE LIST) lists the major types of appliances and equipment we've just been talking about.

- a. Do you plan to buy any of those things during the next 12 months as a replacement or an addition?

Yes - 1      No - 2      SKIP TO Q. 21

36

IF "YES", ASK:

- b. What will you be buying? PROBE FOR REPLACEMENT OR ADDITION.

	REPLACEMENT	ADDITION		Q. 20c FUEL CHOICE IMPORTANT			
				YES	NO	D.K.	
Electric cooking range	- 1	- 2	37	- 1	- 2	- 9	54
Gas cooking range	- 1	- 2	38	- 1	- 2	- 9	55
Electric clothes dryer	- 1	- 2	39	- 1	- 2	- 9	56
Gas clothes dryer	- 1	- 2	40	- 1	- 2	- 9	57
Electric air conditioner	- 1	- 2	41	- 1	- 2	- 9	58
Gas air conditioner	- 1	- 2	42	- 1	- 2	- 9	59
Electric hot water heater	- 1	- 2	43	- 1	- 2	- 9	60
Gas hot water heater	- 1	- 2	44	- 1	- 2	- 9	61
Electric refrigerator/ refrigerator freezer	- 1	- 2	45	- 1	- 2	- 9	62
Gas refrigerator/ refrigerator freezer	- 1	- 2	46	- 1	- 2	- 9	63
Electric freezer	- 1	- 2	47	- 1	- 2	- 9	64
Gas freezer	- 1	- 2	48	- 1	- 2	- 9	65
Microwave oven	- 1	- 2	49				
Dishwasher	- 1	- 2	50				
Clothes washer	- 1	- 2	51				
Color TV	- 1	- 2	52				
Black and White TV	- 1	- 2	53				

ASK ABOUT EACH OF THOSE ABOVE DOTTED LINE THAT WILL BE PURCHASED.

- c. Thinking about the (NAME APPLIANCE) . . . is the price you pay for electricity or gas an important reason you will choose (an electric) (a gas) (NAME APPLIANCE) rather than (a gas) (an electric) (NAME APPLIANCE)?

21. Here is a list (HAND BLUE CARD) of some other electrical equipment. Please take a look and tell me which of those, if any, are used for an hour or more each week.

Sewing machine	- /	66
Outside lighting, other than porch or doorway	- /	67
Electric blankets	- /	68
Waterbed with electric heater	- /	69
Electric tools such as bench saw, drill, welder, etc.	- /	70
Special electric health or medical equipment	- /	71
None	- /	72

IF SINGLE FAMILY DETACHED HOUSE, ASK:

22a. Do you have your own swimming pool?

Yes - 1      No - 2      SKIP TO Q. 23      73

IF "YES", ASK:

b. Do you have a filter run by an electric pump?

Yes - 1      No - 2      74

c. Do you have a pool sweep run by an electric pump?

Yes - 1      No - 2      75

d. Do you have a natural gas heater?

Yes - 1      No - 2      76

IF "NO", ASK:

e. Do you have an electric heater?

Yes - 1      No - 2      77

My next few questions are about various types of utility rates and payment plans.

23. Some electric utilities in Ohio are using or considering new types of rates . . . that is, different ways to charge customers for electricity.

a. One of these ways is time-of-day rates. Have you definitely heard of that type rate, possibly heard of it, or have not heard of it?

Definitely heard of - 1      Have not heard of - 3      78  
 Possibly heard of - 2      Don't know/not certain - 9

SKIP TO Q. 24

IF "DEFINITELY" OR "POSSIBLY" HEARD OF, ASK:

b. What does that term mean to you? PROBE. -

80 - 6

21-	26-	31-
22-	27-	32-
23-	28-	33-
24-	29-	34-
25-	30-	35-

24. Now let me read a brief description of a time-of-day rate. Then I'll ask you to tell me how well you'd like that type of rate.

Time-of-day rates mean you'd pay more for electricity during peak demand times when electricity costs the utility more, and less for it during off-peak times.

The peak demand times occur during afternoons and evenings in the cold winter months and the hot summer months. These peak times are when both homes and businesses need a maximum amount of electricity. Electricity costs the utility more during these peak times because extra generators are needed to meet the peak demand.

On this card (HAND WHITE CARD) is a hypothetical example of a time-of-day rate. REVIEW WITH RESPONDENT.

a. Would you like this time-of-day rate very much, like it somewhat, dislike it somewhat or dislike it very much?

Like it very much - 1

Dislike it somewhat - 3

Like it somewhat - 2

Dislike it very much - 4

Don't know - 9

SKIP TO Q. 25

36

b. Why do you think you would (like) (dislike) a time-of-day rate? PROBE.

	37-	47-
	38-	48-
	39-	49-
	40-	50-
	41-	51-
	42-	52-
	43-	53-
	44-	54-
	45-	55-
	46-	56-

IF "LIKE", VERY MUCH OR SOMEWHAT (Q. 24a), ASK:

24c. If your electric utility offered you a time-of-day rate, what electrical uses or appliances, if any, would you use less or not at all during peak times? DON'T READ ITEMS.

Heating equipment - /	57	Water heater/use of hot water - /	
Air conditioning - /	58	Cooking equipment - /	
Lights - /	59	Portable appliance(s) - /	
TV - /	60	Swimming pool filter - /	
Dishwasher - /	61	Swimming pool heater - /	
Clothes washer - /	62	Other (SPECIFY):	70-
Clothes dryer - /	63		71-
Showers/baths - /	64		72-
			73-
			74-

25. Certain State of Ohio and National programs have been set up to assist some families in paying utility bills.

a. Which of these (HAND PINK CARD) have you heard of? RECORD BELOW.

	HEARD OF			
	YES	NO	DON'T KNOW	
Senior Citizens Heating Discount - The Ohio Energy Credits Program	- 1	- 2	- 9	75
Federal Utility Payment Assistance Program	- 1	- 2	- 9	76

SKIP TO  
Q. 25f

ASK ABOUT ANY PROGRAMS HEARD OF:

b. Did this household participate in the Ohio Senior Citizens Heating Discount Program in the past year?	Yes - 1	No - 2	Don't know - 9	77
c. Did this household participate in the Federal Utility Payment Assistance Program this year - - that is, 1978?	Yes - 1	No - 2	Don't know - 9	78
d. How about in 1977?	Yes - 1	No - 2	Don't know - 9	79

80 - (7)

IF PARTICIPATING IN OHIO SENIOR CITIZENS ENERGY CREDITS PROGRAM

e. How helpful would you say the Senior Citizens Heating Discount Program has been to you? . . . A great deal of help, some help, very little help, or no help?

Great deal	- 1	21
Some	- 2	
Very little	- 3	
None	- 4	
No opinion	- 9	

IF NOT PARTICIPATING IN OHIO SENIOR CITIZENS ENERGY CREDITS PROGRAM

f. We'd like your opinion about Ohio's Energy Credits Program.

This Program provides a 25% discount on winter heating costs to those eligible.

To be eligible, the family's income must be under \$7,420 per year. Also, the head of the household or the spouse must be 65 years of age or older or totally disabled at any age.

How do you feel about that Program? Are you strongly in favor of it, somewhat in favor of it, or opposed to it?

Strongly in favor	- 1	22
Somewhat in favor	- 2	
Opposed	- 3	
No opinion	- 9	

26. As I'm sure you know, you have an electric meter that records the amount of electricity you use.
- a. Do you have a regular meter that records only Kilowatt hours or do you have a special combination meter that records both your electric demand and your Kilowatt hours?

Regular Kwh	-	1
Combination demand/Kwh	-	3
Don't know	-	9

IF "COMBINATION DEMAND/KWH", ASK:

- b. Having a demand meter puts you on an electric rate that considers both your Kilowatt hours of use and your demand -- that is, the maximum power you use. This means you may pay less for the Kilowatt hours you use in the load management step of the rate.

How well do you like that rate . . . do you like it very much, like it somewhat, dislike it somewhat, or dislike it very much?

Like very much	-	1
Like somewhat	-	3
Dislike somewhat	-	3
Dislike very much	-	4
Don't understand load management step	-	5
Don't know	-	9

- c. Has your electric company explained to you how controlling your electrical demand could reduce your electric bills?

Yes	-	1	No	-	2	Don't recall	-	9
-----	---	---	----	---	---	--------------	---	---

27. Some utilities in Ohio have special types of rate payment plans. I'd like to ask whether you've participated in 3 such plans during the past year.

Have you participated in a budget payment plan? RECORD BELOW.

Have you participate in an extended payment plan? RECORD BELOW

Have you participated in a Senior Citizen's rate? RECORD BELOW

	YES	NO	DON'T KNOW
Budget Plan	- 1	- 2	- 9
Extended Plan	- 1	- 2	- 9
Senior Citizens Rate	- 1	- 2	- 9

Now to finish up, I have a few questions about yourself and any others in this household. These will be used to tabulate your responses with similar families, so we'd really appreciate an answer.

28a. RECORD SEX OF RESPONDENT.

Male - 1 Female - 2 29

b. How many persons, including yourself, normally reside here?

One - <u>1</u>	Five or six - <u>4</u>	30
Two - <u>2</u>	Seven or eight - <u>5</u>	
Three or four - <u>3</u>	Nine or more - <u>6</u>	

c. What are the ages of these persons? RECORD THE NUMBER IN EACH AGE GROUP.

Q. 28d				Q. 28d			
TOTAL NUMBER		NUMBER HOME		TOTAL NUMBER		NUMBER HOME	
Under 6	31		35	25-34	39		43
6-12	32		36	35-44	40		44
13-18	33		37	45-64	41		45
19-24	34		38	65 and over	42		46

d. Which of those persons, if any, are normally at home on weekdays for the most of the hours between 9:00 a.m. and 5:00 p.m.? PROBE AND RECORD ABOVE NUMBER HOME IN EACH AGE GROUP.

29. Are you married with your spouse living in this household, or are you married but separated, or are you unmarried?

Married - spouse here - 1 Unmarried - 3 47  
 Married - separated - 2 Refused - 9

30a. On this card (HAND YELLOW AGE/INCOME CARD) are some age groups. In which group are you? CIRCLE CODE NUMBER.

AGE RESPONDENT			Q. 30b AGE SPOUSE		
A	35-44	- <u>1</u>		- <u>1</u>	48
B	55-64	- <u>2</u>		- <u>2</u>	
C	18 or under	- <u>3</u>		- <u>3</u>	
D	25-34	- <u>4</u>		- <u>4</u>	
E	19-24	- <u>5</u>		- <u>5</u>	
F	65 and over	- <u>6</u>		- <u>6</u>	
G	45-54	- <u>7</u>		- <u>7</u>	
	Refused	- <u>9</u>		- <u>9</u>	49

IF MARRIED AND SPOUSE IN HOUSEHOLD (Q. 29), ASK:

b. And which category is the age of your (wife) (husband)? RECORD CODE NUMBER ABOVE.

- 31a. On the other side of that (yellow) card are some categories that describe total annual family income before taxes. Please tell me the letter opposite the category your family is in. CIRCLE CODE NUMBER.

A	- 1	\$15,000 - \$17,499
B	- 2	Less than \$4,000
C	- 3	\$17,500 - \$19,999
D	- 4	\$25,000 - \$27,499
E	- 5	\$10,000 - \$12,499
F	- 6	\$27,500 - \$29,999
G	- 7	\$35,000 or more
H	- 8	\$12,500 - \$14,999
I	- 9	\$ 6,000 - \$ 7,499
J	- 10	\$30,000 - \$32,499
K	- 11	\$20,000 - \$22,499
L	- 12	\$32,500 - \$34,999
M	- 13	\$22,500 - \$24,999
N	- 14	\$ 7,500 - \$ 9,999
O	- 15	\$ 4,000 - \$ 5,999
Refused	- 99	

- b. Is any of this income from pensions, social security or welfare?

Yes - 1 No - 2

IF "YES", ASK:

- c. About what proportion?

Refused - 999 53 54

32. Are you (or your spouse) considered permanently and totally disabled by a State or Federal agency or a physician?

Yes - 1 No - 2 Refused - 9

THANK RESPONDENT  
END INTERVIEW

57-  
58-  
59-  
60-  
61-  
62-

63-  
64-  
65-  
66-  
67-

80



## Appendix 2

### STATEMENTS SUBMITTED BY THE HEARING AUDIENCE

During the course of the hearing, a form was made available by the committee to those attending who wished to make suggestions and recommendations but were unable to testify because of time limitations. The form read as follows:

Dear Senator Glenn: If there had been time for everyone to speak at the hearing on "Energy Assistance for the Elderly" in Akron, Ohio, on August 30, 1978, I would have said:

The following replies were received:

OPAL B. BAGLEY, CANTON, OHIO

Enough said. Very profitable. Glad to be here.  
Thank you for having the hearing here.

---

MARILYN BANNISTER, KENT, OHIO

The energy crisis affects all people, especially low income, whether they are of older or younger age groups. Please be sensitive to this. If benefits are constantly built up for the elderly and for no other needy groups suffering similar vulnerabilities, the elderly and the Government become a greater foe of the general public and thus more alienated from the people.

I agree with panel No. 2's strong urging for Federal Government to enhance already existing efforts. Federal Government's bureaucracy need not implement every program it designs. Also, with the idea of regulating utility companies, if possible, I would like to see regulations increased and enforced.

Thank you for coming and please don't let this important issue become some fancy PR gimmick for President Carter's re-election. A quality plan is needed and the expertise is available to make that plan possible.

---

J. R. BUXTON, AKRON, OHIO

That even though we are not in the low income bracket where we are eligible for utility discounts—the increase in everything has increased to such an extent that we have had to dip into our savings account to make ends meet. How long can older people do this before it is gone?

---

NANCY DODSON, COMMITTEE ON PLANNING SERVICES FOR THE ELDERLY, KENT, OHIO

One way to identify the elderly or low income population for an energy credit could be through the 1980 census which will be contacting every person in America (or family). In Portage County, community development administers the local home renovation and weatherization program. Its system of selection is by lottery, which does not address the problems in any order of urgency or need. It is possible that one may be on a waiting list for a year and another for a month, yet the latter may receive assistance first due to the inequitable system. Until an equitable system can be developed, those most in need continue to go without.

JANE FUSSELL HAYNES, AKRON, OHIO

With much needed police and fire protection levies and (so-called) needed school levies being passed, resulting in higher taxes for elderly property owners, I feel it is unjust for heat or lights to be disconnected to such properties if the elderly cannot meet expenses. I've had some elderly persons in their 70's, 80's or 90's express concern to me about their health, necessary food, etc. if taxes and fuel continues to rise. I personally collected monetary birthday donations for clothing for a 92-year-old lady.

I graduated from Muskingum College and knew your mother and father. I stayed on Montgomery Blvd. with Minteers and Thompsons.

I taught 32 years and have a severe physical disability due to a fall in my classroom, Nov. 1970.

My husband, Harold, has collected 2,400 pair of good, used glasses so the needy may see. We are 71 years of age.

SUZANNE HUGHES, EXECUTIVE DIRECTOR, OHIO SENIOR POWER, UNIONTOWN, OHIO

Please notify this group because we are a statewide organization with chapters in most of the counties in Ohio. Our membership is in the six figure numbers now and we are volunteers actively engaged in grass roots issues that affect the elderly, positively and adversely.

DAVID J. JENKINS, AKRON, OHIO

What is being done for the retiree who is living on a fixed income and trying to maintain the home he worked so hard to buy—and still wants to end his future years in the home where he and his wife raised our four children. My wife and I belong to five senior citizen groups and do quite a lot of volunteer work. Fortunately we have not had to apply for food stamps, but it hurts to see what people buy in super markets with food stamps and what we buy and pay for in cash.

Thanks for the opportunity of voicing my thoughts.

VIRGINIA KOUCKY, BURBANK, OHIO

I am interested in conservation in all housing, not just for the elderly, and would hope to comment as follows:

The Federal role in energy conservation can be as important in intensifying awareness of areas for conservation as in actual legislation.

For example, FHA and HUD standards carry through in many county building codes even though the funding of building often isn't FHA. I would suggest that site orientation and development such as passive solar gain, wind breaks, overhang, etc., are as important as insulation, sheathing, and sealing but so far there is no apparent overall attention to this. I enclose a photo of a new home with garage on south and basement opening on north, a ridiculous construction from the point of passive solar heating and indeed, infiltration from the north. There are many conservation steps that cost almost nothing extra in construction that would save countless BTU's. Davis, Calif., has a comprehensive code for that area that is documented—very good.

(2) The result of the DOE and Consumer Protection studies were, in my opinion, directly responsible for the near death of the retrofit insulation business. If investigations were made to establish and help improve and license applications (and I'm sure this applies to other groups under study) the rip-off blue suede shoe type of application could be quietly dispersed. As it was, the baby went out with the bath.

People are confused and afraid because of bad publicity.

Instead of calamity stories, it would be appropriate for the Government, assuming it does want retrofitting, to show homeowners and their savings in BTU's from various caulking, storm window, insulation and construction techniques in

TV ads. In our contracting experience, we've found almost no professional and executive people interested in insulation.

(3) The ASTM standards are primarily developed with fiberglass. If Dow's Columbus, Ohio studies (which correlate with our experience with urethane) are to be believed, more attention needs to be given to infiltration savings, and perhaps to studies of in-wall convection. Standards should be equalized regarding fire—the experiences of contractors with draft faced fiberglass batts belie its classification.

(4) Energy studies on saving old homes versus building new ones would be beneficial in determining whether actual grants could be made by the Federal Government for rehabilitating homes and buildings. It is my opinion that the energy saved in growth of trees, shaping bricks and the savings of demolition energy would swing the scales firmly toward rehab. (It is clear that contractors are rarely interested in rehab so grants would be better directly given to purchasers—I'm particularly interested in saving Wayne and Medina Counties Greek revival homes and barns that are rapidly disappearing.)

(5) Particular areas for research that would be beneficial would help. I list a few of many that Government subsidies would help.

A. A paint that is a 15-minute firebreak would benefit contractors in urethane applications and homeowners and manufacturers in making a light shutter for covering windows at night. All foams need a firebreak.

B. A quick growing substitute for wood.

C. Building identical houses using all sorts of insulation to see what actual savings are.

Make conservation "IN", the thing "WE" do, not something to be put off and ignored while paying more and more.

---

RUTH LAYFIELD-FAUX, BARBERTON, OHIO

Where did we ever get the notion that the most desirable life in old age is to live alone in your own dilapidated home with worn out, useless possessions? How much better it would be if we began to realize that once our children are gone we no longer need that home and those possessions. Old people should learn how to give up possessions that are only burdensome and how to share homes with one another. I'm an old woman, and I live with two other old women in one house. Instead of heating three houses, we are heating only one. Besides, we have a hellava good time together.

---

SARAH LITTLE, WOOSTER, OHIO

All people, in our Nation of wealth, should be entitled to the basic necessities of life—food, shelter, clothing, medical care. In my opinion, utility companies should be Government owned and operated. At present, utilities are making tremendous profits—while elderly persons may die this winter by keeping their thermostats low.

The 25 percent reduction in utility bills certainly is a help to many elderly, however it is not enough for those on a very low, fixed income. Also, not all of those elderly who are eligible have applied—how about an ad campaign to increase awareness of the program?

---

MAY MADDERN, CANTON, OHIO

The amount of earned income is still too low a level. Because of this and being just a little over the amount allowed, I was unable to get the discount and as a result still owe \$176. With only a \$259 social security, \$50 extra rent, \$100 car payment, \$109 insurance, etc., it's a hardship with \$5,000 income for year.

ANICE OLIVER, AKRON, OHIO

I work for Ohio Commission on Aging, senior awareness program. I am constantly being told how necessary it is for older citizens to have help with their utilities. Several received help last year and will receive higher bills each year, therefore, they will need more and more continuous help.

