

National Standard Practice Manual

A New Lens for Cost-Effective Testing

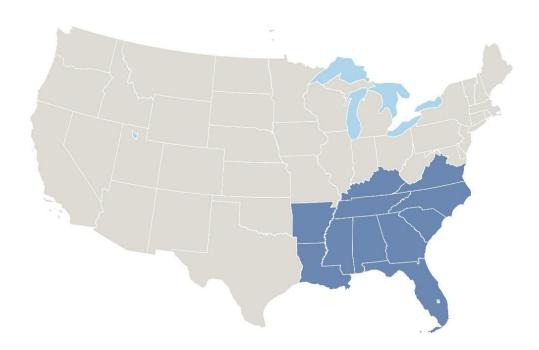
SEEA Serves the Southeast

Mission

The **Southeast Energy Efficiency Alliance (SEEA)** works to ensure people in the Southeast have the knowledge, resources, and opportunities to optimize energy use.

Vision

Energy efficiency is a primary driver of a prosperous, healthy and sustainable Southeast.



Work Areas:

Built Environment

State, Local & Utility Policy

Energy Equity

Innovative Finance





National Standard Practice Manual for Energy Efficiency Cost-Effectiveness

Chris Neme, Energy Futures Group

Southeast Energy Efficiency Alliance

November 16, 2017



Overview of the NSPM Process

NESP:

- Group working to improve cost-effectiveness analyses
- Over 75 organizations representing a range of perspectives.

NSPM Drafting Committee:

- Tim Woolf, Synapse Energy Economics
- Chris Neme, Energy Futures Group,
- Marty Kushler, ACEEE
- Steve Schiller, Schiller Consulting
- Tom Eckman (Consultant)
- Julie Michals, E4TheFuture

NSPM Review Committee:

- ~40 experts representing a variety of organizations from around the country
- Provided several rounds of review/feedback on draft manual

Project Coordination and Funding:

- Coordinated and funded by E4TheFuture
- Managed by Julie Michals, E4TheFuture
- Earlier work on the NESP and NSPM was managed by the Home Performance Coalition.

For more information: http://www.nationalefficiencyscreening.org/



The Need for an NSPM (1)

Test Selection

- Traditional tests (UCT, TRC, SCT) not meeting states' needs
 - No underlying principles
 - Don't directly address policy goals/needs
 - Lack of clarity on their conceptual constructs
 - Only 3 options, despite much greater variability in state needs
 - Many states modified the tests
 - A good thing if done well, but that has only sometimes been the case...
- Efficiency is significantly under-valued in many states
 - Including participant costs, but not participant benefits under TRC/SCT
 - Not accounting for impacts on all key energy policy objectives
- Lack of transparency on why/how tests were chosen/developed

Developing the right test is critical to ensuring utility investments are economic.



The Need for an NSPM (2)

Test Use

- Absence of standard guidance on proper application of tests
- Inputs to tests are often problematic
- Most of the common problems lead to under-valuing efficiency:
 - Not accounting for full range of utility system impacts
 - Not valuing hard-to-quantify impacts (utility, participant or societal)
 - Defaulting to WACC for discount rate
 - Use of average instead of marginal line loss rates
 - Improperly counting free rider "costs" under TRC/SCT
 - Etc.

Regardless of which test is used, big improvement could be made in many states by just more comprehensively and accurately developing inputs to the test.



Purpose and Scope of NSPM

Purpose

- Fundamental principles both test selection & application
- Framework for primary test selection/development
- Guidance on key test inputs/application issues

Scope

- Focus on efficiency resources
 - Principles and framework apply to all other resources (incl. other DERs)
 - But only addresses details and nuances of efficiency
- Focus on utility rate-payer funded efficiency acquisition
- Focus on static cost-effectiveness analysis
 - Not dynamic IRP modelling...
 - Though principles and key elements should theoretically be applied to IRP too
- Addresses 1st order question: "which EE resources merit acquisition?"



NSPM Outline

Executive Summary

Introduction

Part 1: Developing Your Test

- 1. Principles
- 2. Resource Value Framework
- 3. Developing Resource Value Test
- 4. Relationship to Traditional Tests
- Secondary Tests

Part 2: Developing Test Inputs

- 6. Efficiency Costs & Benefits
- Methods to Account for Costs & Benefits

- 8. Participant Impacts
- Discount Rates
- 10. Assessment Level
- 11. Analysis Period & End Effects
- 12. Analysis of Early Retirement
- 13. Free Rider & Spillover Effects

Appendices

- A. Summary of Traditional Tests
- B. Cost-Effectiveness of Other DERs
- C. Accounting for Rate & Bill Impacts
- D. Glossary



Part I

Developing a Cost-Effectiveness Test Using the Resource Value Framework





NSPM Principles

- 1. Recognize that energy efficiency is a resource.
- 2. Account for applicable policy goals.
- 3. Account for all relevant costs & benefits, even if hard to quantify impacts.
- 4. Ensure symmetry across all relevant costs and benefits.
- Conduct a forward-looking, long-term analysis that captures incremental impacts of energy efficiency.
- 6. Ensure transparency in presenting the analysis and the results.



7-Step Resource Value Framework

Step 1	Identify and articulate the jurisdiction's applicable policy goals.
Step 2	Include all utility system impacts in the test.
Step 3	Decide which additional <i>non-utility</i> system impacts to include in the test, based on applicable policy goals.
Step 4	Ensure the test is symmetrical in considering both costs and benefits.
Step 5	Ensure the analysis is forward-looking, incremental, and long-term.
Step 6	Develop methodologies and inputs to account for all impacts, including hard-to-quantify impacts.
Step 7	Ensure transparency in presenting the analysis and the results.





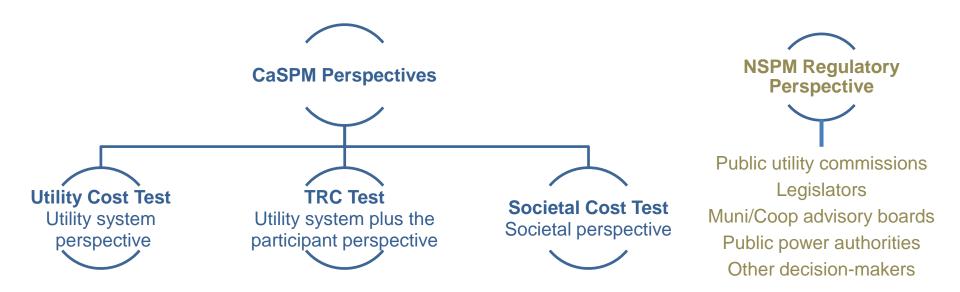
Identify and Articulate Applicable Policy Goals

	Policy	Goals Ref	lected ir	n Laws, Re	gulations,	Orders, etc.
Laws, Regs, Orders:	Low- Cost	Fuel Diversity	Risk	Reliability	Environ- mental	Economic Development
PSC statutory authority	X			X		
Low-income protection						X
EE or DER law or rules	X	X	X	X	X	X
State energy plan	X	X	X	X	X	X
Integrated resource planning		X	X		X	X
Renewable portfolio standard		X	X		X	x
Environmental requirements					X	

- Each jurisdiction has a constellation of energy policy goals embedded in statutes, regulations, orders, guidelines, etc.
- This table illustrates how those laws, regulations, orders, etc. might establish applicable policy goals.



Cost-Effectiveness Perspectives



- California Standard Practice Manual (CaSPM) test perspectives are used to define the scope of impacts to include in the 'traditional' cost-effectiveness tests
- NPSM introduces the 'regulatory' perspective, which is guided by the jurisdiction's energy and other applicable policy goals





Include All Utility System Impacts in the Test

- The foundation of every test
 - Central to principle of treating efficiency as a resource
 - Should be comprehensive
- "Utility system" = all that's necessary to deliver electric or gas service
 - See discussion later for lists of costs, benefits





Decide Which Non-Utility System Impacts to Include

- Determine thru transparent process open to all stakeholders.
- Stakeholder input can be achieved through a variety of means:
 - rulemaking process,
 - generic jurisdiction-wide docket,
 - working groups or technical sessions,
- Address objectives based on current jurisdiction policies
 - be flexible to address new or modified polices adopted over time.
- May wish to incorporate input from other government agencies
 - department of environmental protection
 - department of health and human services



STEP (3)

Illustrative Non-Utility System Impacts

Impact	Description
Participant impacts	Impacts on program participants, includes participant portion of measure cost, other fuel savings, water savings, and participant non-energy costs and benefits
Impacts on low-income customers	Impacts on low-income program participants that are different from or incremental to non-low-income participant impacts. Includes reduced foreclosures, reduced mobility, and poverty alleviation
Other fuel impacts	Impacts on fuels that are not provided by the funding utility, for example, electricity (for a gas utility), gas (for an electric utility), oil, propane, and wood
Water impacts	Impacts on water consumption and related wastewater treatment
Environmental impacts	Impacts associated with CO2 emissions, criteria pollutant emissions, land use, etc. Includes only those impacts that are not included in the utility cost of compliance with environmental regulations
Public health impacts	Impacts on public health; includes health impacts that are not included in participant impacts or environmental impacts, and includes benefits in terms of reduced healthcare costs
Economic development and jobs	Impacts on economic development and jobs
Energy security	Reduced reliance on fuel imports from outside the jurisdiction, state, region, or country

This table is presented for illustrative purposes, and is not meant to be an exhaustive list.





Include Participant Impacts?

- A policy decision
- Should be based on jurisdiction's policy goals
- If participant costs included, participant benefits must be too

Category	Costs	Benefits	This number can't be
Utility System	\$XXX	\$XXX	ignored or assumed to be zero
Participant	\$XXX	\$XXX	if this number is
Total	\$XXX	\$XXX	included

Otherwise you get the "Total Resource Cost, Partial Resource Benefits Test"

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Participant Non-Resource Benefits

	Examples
Asset value	 Equipment functionality/performance improvement Equipment life extension Increased building value Increased ease of selling building
Productivity	 Reduced labor costs Improved labor productivity Reduced waste streams Reduced spoilage/defects Impact of improved aesthetics, comfort, etc. on product sales
Economic well-being	 Fewer bill-related calls to utility Fewer utility intrusions & related transactions costs (e.g., shut-offs, reconnects) Reduced foreclosures Fewer moves Sense of greater "control" over economic situation Other manifestations of improved economic stability
Comfort	 Thermal comfort Noise reduction Improved light quality
Health & safety	 Improved "well-being" due to reduced incidence of illness—chronic (e.g., asthma) or episodic (e.g., hypothermia or hyperthermia) Reduced medical costs (emergency room visits, drug prescriptions) Fewer sick days (work and school) Reduced deaths Reduced insurance costs (e.g., for reduced fire, other risks)
Satisfaction/pride	 Improved sense of self-sufficiency Contribution to addressing environmental/other societal concerns





Ensure Symmetry Across Benefits and Costs

- Ensure that the RVT includes costs and benefits symmetrically
 - If category of cost is included, corresponding benefits should be too
 - e.g., if participant costs included, participant benefits should also be included
- Necessary to avoid bias:
 - If some costs excluded, the framework will be biased in favor of EE;
 - if some benefits excluded, the framework will be biased against EE.
 - Bias in either direction results hurts ratepayers
 - misallocation of resources
 - higher than necessary costs to meet energy needs





Analysis Is Forward-looking, Incremental, and Long Term

- What matters is difference in costs/benefits relative to baseline
 - What would have occurred absent EE investment w/o EE
 - Sunk costs and benefits are not relevant to a cost-effectiveness analysis
- Analysis also needs to capture full lifecycle costs





RIM Test Is Not a Cost-Effectiveness Test

- It is not solely forward-looking or incremental
 - It includes already-incurred or "sunk" costs
 - Inconsistent with the way supply-side resources are assessed
- Really more of a test of equity...
 - between EE participants and non-participants
- Also has significant limitations as a test of equity
 - Measures only magnitude of impact on non-participants
 - Ignores both (1) magnitude of impact on participants and (2) portion of customers likely to be participants over time
 - Can lead to perverse outcomes where large benefits that will be spread across most customers are rejected because of very small rate impacts for a minority of customers





Identify Methodologies & Inputs for Considering All Impacts Included in RVT

Approach	Application
Jurisdiction-specific studies	Best approach for estimating and monetizing relevant impacts.
Studies from other jurisdictions	Often reasonable to extrapolate from other jurisdiction studies when local studies not available.
Proxies	If no relevant studies of monetized impacts, proxies can be used
Alternative thresholds	Benefit-cost thresholds different from 1.0 can be used to account for relevant impacts that are not monetized.
Other considerations	Relevant quantitative and qualitative information can be used to consider impacts that cannot or should not be monetized.

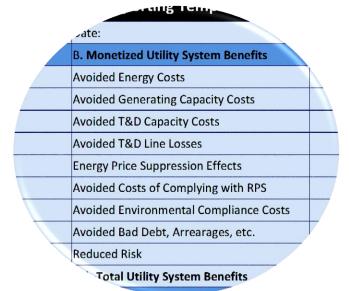




Ensure Transparency

Sample Template

		Date:		
A. Monetized Utility System Costs		B. Monetized Utility System Benefits		
Measure Costs (utility portion)		Avoided Energy Costs		
Other Financial or Technical Support Costs		Avoided Generating Capacity Costs		
Program Administration Costs		Avoided T&D Capacity Costs		
Evaluation, Measurement, & Verification		Avoided T&D Line Losses		
Shareholder Incentive Costs		Energy Price Suppression Effects		
		Avoided Costs of Complying with RPS		
		Avoided Environmental Compliance Costs		
		Avoided Bad Debt, Arrearages, etc.		
		Reduced Risk		
Sub-Total Utility System Costs		Sub-Total Utility System Benefits		
C. Monetized Non-Utility Costs		D. Monetized Non-Utility Benefits		
Participant Costs		Participant Benefits	These impacts would be included to the extent that they are part of the Resource Value (primary test.	
Low-Income Customer Costs	These impacts	Low-Income Customer Benefits		
Other Fuel Costs	would be included to the extent that they are part of the Resource Value	Other Fuel Benefits		
Water and Other Resource Costs		Water and Other Resource Benefits		
Environmental Costs		Environmental Benefits		
Public Health Costs		Public Health Benefits		
Economic Development and Job Costs	(primary) test.	Economic Development and Job Benefits		
Energy Security Costs		Energy Security Benefits		
Sub-Total Non-Utility Costs		Sub-Total Non-Utility Benefits		
E. Total Monetized Costs and Benefits				
Total Costs (PV\$)		Total Benefits (PV\$)		
Benefit-Cost Ratio		Net Benefits (PV\$)		
F. Non-Monetized Considerations				
Economic Development and Job Impacts	conomic Development and Job Impacts Quantitative information, and discussion of how considered			
Market Transformation Impacts	Qualitative considerations, and discussion of how considered			
Other Non-Monetized Impacts Quantitative information, qualitative considerations, and how considered				
Determination:	Do Efficiency Pe	esource Benefits Exceed Costs? [Yes / No]		



Economic Development and Job be Energy Security Benefits

Sub-Total Non-Utility Benefits

Land I Dellent

Total Benefits (PV\$)
Net Benefits (PV\$)

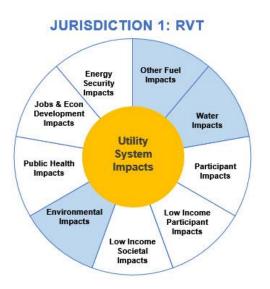
Quantitative information, and discussion of how considered
Qualitative considerations, and discussion of how considered

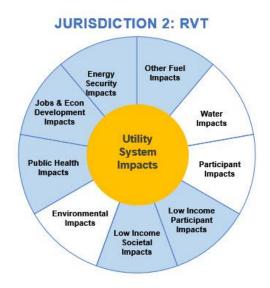
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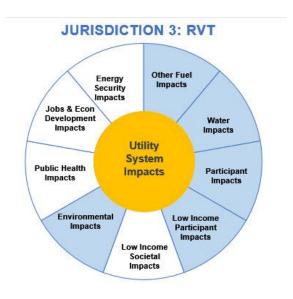
ficiency Resource Benefits Exceed Costs? [Yes / No]



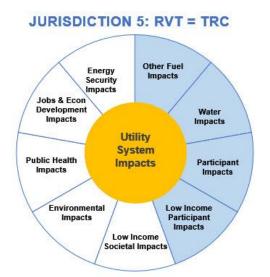
Relationship to Traditional Tests - Examples

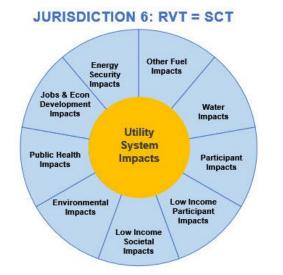














Part II

Developing Inputs for Cost-Effectiveness Tests



Capture All Utility System Impacts

Utility System Costs	Utility System Benefits
• EE Measure Costs (utility portion – e.g. rebates)	Avoided Energy Costs
EE Program Technical Support	Avoided Generating Capacity Costs
EE Program Marketing/Outreach	Avoided T&D Upgrade Costs
EE Program Administration	Avoided T&D Line Losses
EE Program EM&V	Avoided Ancillary Services
Utility Shareholder Performance Incentives	Wholesale Price Suppression Effects
	Avoided Costs of RPS Compliance
	Avoided Costs of Environmental Compliance
	Avoided Credit and Collection Costs
	Reduced Risk
	Increased Reliability

- This table is presented for illustrative purposes, and is not meant to be an exhaustive list.
- Some categories of benefits are potentially overlapping; care must be taken to ensure no double-counting of benefits.



Non-Utility System Impacts to Consider Including

Impact	Description
Participant impacts	Impacts on program participants, includes participant portion of measure cost, other fuel savings, water savings, and participant non-energy costs and benefits
Impacts on low-income customers	Impacts on low-income program participants that are different from or incremental to non-low-income participant impacts. Includes reduced foreclosures, reduced mobility, and poverty alleviation
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This table is presented for illustrative purposes, and is not meant to be an exhaustive list.



Discount Rates

- The discount rate reflects a particular "time preference," which is the relative importance of short- versus long-term impacts.
- The choice of discount rate is a policy decision that should be informed by the jurisdiction's applicable policies.
- The choice of discount rate should reflect the fundamental objective of efficiency cost-effectiveness analysis: to identify resources that will best serve customers over the long term, while also achieving applicable policy goals.
- The utility cost of capital does not necessarily reflect this objective.



Additional Foundational Information

Assessment Level	 Analysis at all levels can provide valuable insight/value But regulators should focus only on program, sector, or portfolio level for making "yes or no" ("in or out") investment decisions EE program costs should be included at the level at which they are truly variable
Analysis Period & End Effects	 Should be long enough to cover lifecycle costs and benefits 2nd best alternative is to amortize/annualize costs comparable portions of costs/benefits over shorter analysis period
Analysis of Early Replacement	 Should reflect that up-front cost is partially offset by value of deferring the next replacement (e.g. replacing now means not having to replace in 5 years) May need to also account for shifting efficiency baseline and resulting different savings levels in different future years
Free-Riders & Spillover	 Treatment should be a function of categories of impacts included in energy policy test Free-riders: participant rebates/incentives only a cost if test excludes participant impacts Spillover: additional cost only if test includes participant impacts



2017 NSPM Webinars/Presentations

NEEA Conference	May 9-10	Portland OR
Better Buildings Summit	May 15-17	DC
NASEO Northeast Meeting	May 22-23	Woodstock VT
CEE Summer Meeting	May 31 - June 1	Boston MA
NEEP EM&V Workshop	June 15	Hartford CT
MEEA Cost-effectiveness Workshop	June 15	Rosemont IL
LBNL EM&V webinar series	June 29	Webinar
NASEO Midwest Meeting	June 20	Chicago IL
MACRUC Meeting (joint with NASEO)	June 26-27	Hershey PA
AESP Brown Bag webinar	July 13	Webinar
NARUC Summer Policy Summit	July 16-19	San Diego CA
IEPEC Cost-Effectiveness Workshop	Aug 8-10	Baltimore MD
NASEO Annual Meeting	Sept 17-20	New Orleans LA
Institute of Public Utilities (MSU) Training	Oct 2	E. Lansing MI
NARUC ERE Subcommittee	Oct 16	Webinar
ACEEE EE as a Resource	Nov 1	Litchfield Park AZ
SEEA Webinar	Nov 16	Webinar
NARUC Annual Meeting OUTREACH	Nov 12-15	Baltimore MD
US DOE HPwES Webinar	Dec 5	Webinar
NARUC Winter Meeting - ERE subcomm	February 2018	Washington DC

← upcoming



NSPM Next Steps

- Continued outreach
 - More conferences and trainings in 2018
 - Website/social media
 - Regulatory comments (federal and state proceedings)
 - State-specific outreach
- Case Studies
 - Rhode Island: in final stages
 - Washington: underway, expected write-up early 2018
 - Others in discussion
- Project work
 - ACEEE policy database, maybe state energy efficiency scorecard
 - Health NEBs calculation tools/guidance for states
 - Jobs NEBs quantification guidance for states
 - Others being considered



The NSPM, and related materials from the NESP, are available at: <u>nationalefficiencyscreening.org</u>

National Standard Practice Manual May 2017



Extra Slides for Reference



Foundational Principle: Applicable Policy Goals

Applicable policy goals include all policy goals adopted by a jurisdiction that could have relevance to the choice of which energy resources to acquire. Examples include:

Common Overarching Goals:	Provide safe, reliable, low-cost electricity and gas services; protect low-income and vulnerable customers; maintain or improve customer equity.
Efficiency Resource Goals:	Reduce electricity and gas system costs; develop least-cost energy resources; promote customer equity; improve system reliability and resiliency; reduce system risk; promote resource diversity; increase energy independence (and reduce dollar drain from the jurisdiction); reduce price volatility.
Other Applicable Goals:	Support fair and equitable economic returns for utilities; provide reasonable energy costs for consumers; ensure stable energy markets; reduce energy burden on low-income customers; reduce environmental impact of energy consumption; promote jobs and local economic development; improve health associated with reduced air emissions and better indoor air quality.

These goals are established in many ways:

- Statutes
- Regulations
- Commission Orders
- EE Guidelines
- EE Standards
- Directives
- And Others



Relationship to Traditional Tests - Examples

	Jurisdiction					
Impacts	1	2	3	4	5	6
	RVTs Differ	from Any Tra	ditional Test	RVT = UCT	RVT = TRC	RVT = SCT
Utility System	✓	✓	✓	✓	✓	✓
Other Fuels	✓	✓	✓		✓	✓
Water	✓		✓		✓	✓
Participants			✓		✓	✓
Low-Income Participants		✓	✓		✓	✓
Low-Income Societal		✓				✓
Environmental	✓		✓			✓
Public Health		✓				✓
Economic Development		✓				✓
Energy Security		✓				✓

- Each cost-effectiveness test should include the utility system impacts.
- The other impacts included should be based on applicable policy goals.
- In some jurisdictions, this may result in a Resource Value Test equal to one of the traditional tests.

In other jurisdictions, the RVT may be different.



Steps for Choosing a Discount Rate

Step A	Articulate the jurisdiction's applicable policy goals. These should be the same goals used in developing the RVT.
Step B	Consider the relevance of a utility's weighted average cost of capital. Is the utility investor time preference consistent with the jurisdiction's policy goals?
Step C	Consider the relevance of the average customer discount rate. Should the discount rate be based on the average utility customer time preference? Does this time preference adequately address applicable policy goals and future customers?
Step D	Consider the relevance of a societal discount rate. Is a societal time preference and use of a societal discount rate consistent with the jurisdiction's policy goals and associated regulatory perspective?
Step E	Consider an alternative discount rate. Given that the regulatory perspective may be different from the utility, customer, and societal perspective, the discount rate does not need to be tied to any one of these three perspectives.
Step F	<u>Consider risk implications</u> . Consider using a low-risk discount rate for EE cost-effectiveness, if the net risk benefits of EE resources are not somehow accounted for elsewhere in the cost-effectiveness analysis



The Traditional Cost-Effectiveness Tests

Test	Perspective	Key Question Answered	Summary Approach	
Utility Cost	The utility system	Will utility system costs be reduced?	Includes the costs and benefits experienced by the utility system	
Total Resource Cost	The utility system plus participating customers	Will utility system costs plus program participants' costs be reduced?	Includes the costs and benefits experienced by the utility system, plus costs and benefits to program participants	
Societal Cost	Society as a whole	Will total costs to society be reduced?	Includes the costs and benefits experienced by society as a whole	
Participant Cost	Customers who participate in an efficiency program	Will program participants' costs be reduced?	Includes the costs and benefits experienced by the customers who participate in the program	
Rate Impact Measure	Impact on rates paid by all customers	Will utility rates be reduced?	Includes the costs and benefits that will affect utility rates, including utility system costs and benefits plus lost revenues	



Conceptual Constructs of Traditional Cost-Effectiveness Tests

	UCT	TRC	SCT	
Benefits				
Primary Fuel Avoided Supply Costs	✓	✓	✓	Conceptually should
Secondary Fuel Avoided Supply Costs		✓	✓	be included in both
Water Savings		✓	✓	TRC and SCT, but often are not.
Participant Non-Energy Benefits		V	\checkmark	
Low Income Societal Benefits			√	
Environmental Benefits			✓	Conceptually, all of these
Public Health Benefits			✓	should be included in the SCT, but often only
Jobs/Economic Development Benefits			✓	environmental benefits are
Other Societal Benefits			✓	
Costs				
Efficiency Measure Rebates	✓	✓	✓	
Participant Contributions to Efficiency Measure Costs		✓	✓	
Other Program Costs (admin, marketing, training, etc.)	✓	✓	✓	
Utility Shareholder Incentives	✓	✓	✓	
Other Societal Costs			✓	



Distributed Energy Resources Utility System Impacts

		Energy	Demand	Distributed	Distributed
Costs		Efficiency	Response	Generation	Storage
Utility System	Measure costs (utility portion)	•	•	0	0
	Other financial incentives	•	•	•	•
	Other program and administrative costs	•	•	•	•
Sy .	Evaluation, measurement, and verification	•	•	•	•
iity	Performance incentives	•	•	•	•
Ç	Interconnection costs	0	0	•	•
	Distribution system upgrades	0	0	•	•
Benefits		<u>'</u>			
	Avoided energy costs	•	•	•	•
	Avoided generation capacity costs	•	•	•	•
_	Avoided reserves or other ancillary services	•	•	•	•
ten	Avoided T&D system investment	•	•	•	•
Utility System	Avoided T&D line losses	•	•	•	•
₹	Wholesale market price suppression	•	•	•	•
Ţ.	Avoided RPS or EPS compliance costs	•	•	•	•
)	Avoided environmental compliance costs	•	•	•	•
	Avoided credit and collection costs	•	•	•	•
	Reduced risk	•	•	•	•



Distributed Energy Resources: Non-Utility System Impacts

		Energy Efficiency	Demand Response	Distributed Generation	Distributed Storage	
Costs	Costs					
Non-Utility	Measure costs (participant portion)	•	•	•	•	
	Interconnection fees	0	0	•	•	
	Annual O&M	Ο	0	•	•	
	Participant increased resource consumption	•	•	•	•	
	Non-financial (transaction) costs	•	•	0	0	
Benef	Benefits					
Non-Utility	Reduced low-income energy burden	•	•	•	•	
	Public health benefits	•	•	•	•	
	Energy security	•	•	•	•	
	Jobs and economic development benefits	•	•	•	•	
	Environmental benefits	•	•	•	•	
	Participant health, comfort, and safety	•	0	0	0	
	Participant resource savings (fuel, water)	•	0	0	0	

