

PROGRAM OVERVIEW

Executive Summary

Mission and Operation

The U.S. Department of Energy's (DOE) Weatherization Assistance Program (Weatherization) reduces energy costs for low-income households by increasing the energy efficiency of their homes, while ensuring their health and safety. The Program provides energy-efficiency services to more than 100,000 homes every year, reducing average annual energy costs by \$413 or more per household.

The Program prioritizes services to the elderly, people with disabilities, and families with children. These low-income households are often on fixed incomes or rely on income assistance programs and are most vulnerable to volatile changes in energy markets. "High energy users" or households with a high energy burden may also receive priority.

DOE works in partnerships with state and local-level agencies to implement the Program. The DOE Project Management Center (PMC) awards grants to state-level agencies, which then contract with local agencies. Weatherization programs operate in all 50 states, the District of Columbia, among Native American tribes, and anticipate servicing the U.S. territories beginning in PY 2009. Approximately 900 local agencies deliver Weatherization services to eligible residents in every county in the nation. Since the inception of the Program in 1976, over 6.2 million households have received Weatherization services.

- Weatherization returns \$1.65 in energy-related benefits for every \$1 invested in the Program. This cost-effective approach ensures the proper investment of taxpayer resources.
- For every \$1 invested by DOE, the Program leverages \$1.54 in other federal, state, utility, and private resources. Agencies use leveraged resources to weatherize more low-income homes and to deliver more services while in the home.



A Weatherization technician conducts a vent test to identify duct leakage.



Weatherization Assistance Program Overview



Delaware crews use a digital manometer to identify duct leakage.

Figure 1. Increase in Gas Space Heating Savings

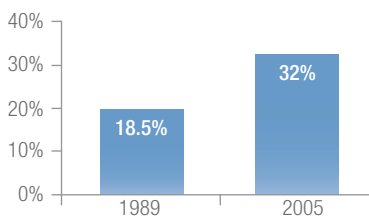
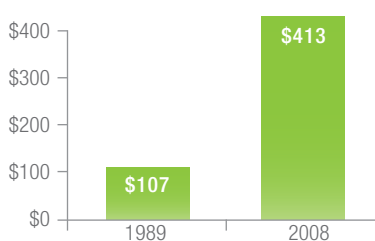


Figure 2. Increase in Average Annual Household Savings



Eligible Households

Total U.S. energy consumption in 2007 was 105.63 quadrillion BTUs (quads) according to the Energy Information Administration (EIA) and the percentage of this that was residential was 21%. Americans spent \$231.4 billion this year on residential energy according to an Oak Ridge National Laboratory (ORNL) study.

Low-income households pay a disproportionate share of this energy bill.

- Low-income households typically spend 17% of their total annual income on energy, compared with 4% for other households.
- The average expenditure per low-income household for the current year is estimated at \$1,871. Low-income families must often cut back on other necessities, such as groceries or medicine, to pay their energy bills.

Over 38 million households are currently eligible for Weatherization services. Any household at or below 150% of poverty is considered low-income. A state may elect to use the Department of Health and Human Services Low-Income Home Energy Assistance Program (HHS LIHEAP) criteria of 60% of state-median income. Some eligible households may require repairs, rehabilitation, or services that are beyond the scope of the Weatherization Program. About 15 million of all eligible households are good candidates for Weatherization services.

- Over 90% of low-income households have an annual income under \$15,000.
- Two-thirds have an annual income under \$8,000.
- More than 13% have an annual income under \$2,000.

Technical Approach

Professionally trained Weatherization crews use computerized energy audits and advanced diagnostic equipment, such as a blower door, manometer, or infrared camera, to determine the most cost-effective measures appropriate for each home. Typical measures may include: installing insulation; sealing ducts; tuning and repairing heating and cooling systems; mitigating air infiltration; and reducing electric base load consumption.

- Weatherization crews use advanced technologies to address whole-house energy use.
- Services are delivered to single-family homes, multi-family dwellings, and manufactured homes.
- Weatherization agencies have established a professionally trained delivery system to provide quality energy-efficiency services and materials.
- The integration of advanced technologies and techniques, as well as improved training, has increased the Program's impact as demonstrated by many state evaluations conducted in recent years.

Weatherization crews also perform health and safety tests that may include: testing heating units and appliances for combustion safety, carbon monoxide, and gas leaks; assessing moisture damage; checking electrical system safety; replacing unsafe heating and cooling systems; and installing smoke and carbon monoxide detectors.

Measures Installed

Building Shell Measures

- Install insulation in walls, floors, ceilings, attics, and foundations
- Blower door-directed air sealing of the building shell
- Repair or replace primary windows and doors
- Install storm windows and doors
- Install window films, solar screens, window louvers, and awnings
- Apply reflective roof coating
- Repairs to enable the installation of energy-efficiency measures, such as:
 - ◆ Repair minor roof and wall leaks prior to insulating attics or walls

Mechanical Measures

- Clean, tune, repair or replace heating systems including:
 - ◆ Furnaces, boilers, heat pumps, vented space heaters, and wood stoves
- Clean, tune, repair or replace cooling systems including:
 - ◆ Central air conditioners, window air conditioners, heat pumps, and evaporative coolers
- Install insulation on ducts and heating pipes
- Conduct other efficiency improvements to heating and cooling systems including:
 - ◆ Replacing standing pilot lights with electronic ignition devices
 - ◆ Installing vent dampers
- Modify duct and pipe systems so heating and cooling systems operate efficiently and effectively including:
 - ◆ Add return ducts
 - ◆ Replace diffusers and registers
 - ◆ Replace air filters
 - ◆ Install thermostatic radiator controls on steam and hot water heating systems
 - ◆ Replace or add air-purging vents on steam heating systems
- Install programmable thermostats, outdoor reset controls, and other HVAC control systems



Weatherization partnered with a housing development corporation to revitalize two inner-city neighborhoods in Tennessee. Weatherization installed energy efficiency measures in 146 single-family homes, after the units received structural renovations. Through the partnership, low-interest loans were offered to the low-income tenants to purchase the homes. By improving the energy efficiency of the homes, the new low-income owners experienced annual savings of nearly \$600 on their energy bills. This activity improved the long-term affordability of the low-income housing stock.



Blower door tests are conducted during the assessment of a weatherization home.

Mechanical Measures (continued)

- Repair or replace water heaters
- Install insulation on water heater tanks and water heating pipes
- Install solar water heating systems
- Install waste heat recovery devices including:
 - ◆ Desuperheater/water heaters
 - ◆ Condensing heat exchangers
 - ◆ Heat pump water heating heat recovery systems
 - ◆ Energy recovery equipment
- Repair or replace electric motors
- Install motor controls such as variable-speed drives

Electric Base-Load Measures

- Install motor controls such as variable-speed drives
- Convert incandescent lighting to fluorescent
- Replace refrigerators

Health and Safety Measures

- Install smoke and carbon monoxide alarms
- Repair or replace vent systems on fossil-fuel-fired heating systems and water heaters to ensure that combustion gases draft safely to outside
- Install mechanical ventilation to ensure adequate indoor air quality if house is air-sealed to building tightness limit
- Incidental safety repairs to enable the installation of energy-efficiency measures, such as:
 - ◆ Electrical repairs prior to insulating attics or walls or convert incandescent lighting to fluorescent

Impact on Low-Income Americans

Weatherization alleviates the heavy energy burden on low-income households and helps them become self-sufficient. Weatherization measures:

- Create average energy savings of \$413 or more per year.
- Reduce a household's annual gas heating consumption by 32%.
- Are "locked" into the home and continue to save money and energy every year.
- Improve health and safety by eliminating energy-related hazards.
- Avoided \$1.5 billion in energy costs for all homes served during winter 2005.

Impact on Communities

Weatherization helps revitalize communities by spurring economic growth and reducing environmental impacts. For every \$1 invested, Weatherization returns \$2.72 in energy and non-energy related benefits. By reducing energy consumption in low-income homes, Weatherization:

- Reduces the export of local energy dollars and keeps more money in the community.
- Improves energy affordability, making housing more affordable. This reduces cases of homelessness and frequent forced mobility, and lowers demand for public assistance.
- Decreases electricity generation and resulting pollution. This improves local air quality and reduces adverse health effects, particularly asthma.
- Avoids residential and power plant emissions of carbon dioxide, a leading greenhouse gas. Weatherization measures reduce carbon dioxide emissions by 1.79 tons per weatherized home, or one-third the average emissions of an automobile.
- Supports almost 8,000 direct jobs nationwide.
- Reduces demand for imported oil. Decreases national energy consumption by the equivalent of 18 million barrels of oil annually.
- Produces an estimated \$3 in multiplier benefits for every \$1 invested in the Program.

Program History

The Weatherization Assistance Program was created in 1976 to assist low-income families who lacked the resources to invest in energy efficiency. Most Americans were dramatically affected by the 1973 oil crisis. Spiraling home heating bills were a heavy burden on household budgets, sinking many families into debt. Low-income families in cold-climate states suffered the most severe consequences. In Maine, state officials and community action agencies worked with homeowners and renters to seal air leaks in homes. These measures cut energy bills and saved oil. Out of this effort, the nation's first Weatherization Program was born. Congress created the U.S. Department of Energy's Weatherization Assistance Program in 1976 under Title IV of the Energy Conservation and Production Act.

In this early phase, volunteers and job trainees installed low-cost conservation measures, such as covering windows with plastic sheeting, caulking, and weather-stripping, to reduce home heating bills. By the 1980s, the Program focused on more permanent and cost-effective measures, such as adding insulation (with its long track record of effectiveness) and improving efficiency in heating systems.

In the 1990s, the trend toward emphasizing more cost-effective measures continued with the widespread adoption of advanced energy audits and diagnostic equipment. The use of computerized energy audits improved the cost effectiveness of the Program. Blower door-directed air sealing has enabled agencies to diagnose and solve infiltration problems more accurately. The integration of advanced diagnostic equipment has also improved the identification of energy-related health and safety problems, such as carbon monoxide and inoperable vent flues.

Cooling efficiency measures were integrated in the Program in 1994, including air conditioner replacement, ventilation equipment, and screening and shading devices. These measures have made a big impact in warm climates, where cooling costs are often higher than heating costs.

By 1996, the Program's performance improved significantly due to implementing many of the recommendations resulting from the National Evaluation and other DOE-sponsored research. Despite funding reductions during this period, technical advances produced almost 70% higher energy savings per dwelling. This was achieved through improved training, auditing tools, and management practices.

Additional regulatory and legislative changes in the late 1990s increased flexibility for states. The average cost per home was raised and the requirement that 40% of Program funds be spent on materials was removed in response to the nationwide integration of advanced energy audits. Electric base load measures were approved and incorporated in 2000.

Also in 2000, flexibility was provided to ease budget constraints related to health and safety expenditures. To help states weatherize more multi-family dwelling units, the eligibility criteria for certain large multi-family buildings was reduced to 50%.

In a 2006 rulemaking, DOE defined renewable energy systems made eligible for funding by the Energy Policy Act of 2005 and established criteria for their performance and quality standards.

The Energy Independence and Security Act of 2007, which reauthorized the Program, was expanded by DOE during the rulemaking to include any territory or possession of the U.S. in the definition of "states" as an eligible grantee of the Program.

Weatherization has evolved into a sophisticated program, which addresses whole-house energy efficiency and promotes a whole-community approach. Weatherization is the nation's largest residential energy efficiency program.

Funding and Production History

The core funding for the Program is derived from annual appropriations from Congress to DOE. DOE then provides core program funding to all 50 states, the District of Columbia, Native American Tribes, and anticipates servicing the U.S. territories in PY 2009 through formula grants.

Once DOE awards the grants, the states contract with more than 900 local agencies nationwide, including community action agencies, other non-profits, and local governments, to deliver these services to low-income families.

Many states use the DOE funding as the foundation to leverage multiple funding sources. The core funding received from DOE often provides the training/technical assistance and administrative needs of an agency. By leveraging additional dollars, it allows the state and local programs to increase the services rendered and the number of homes served.

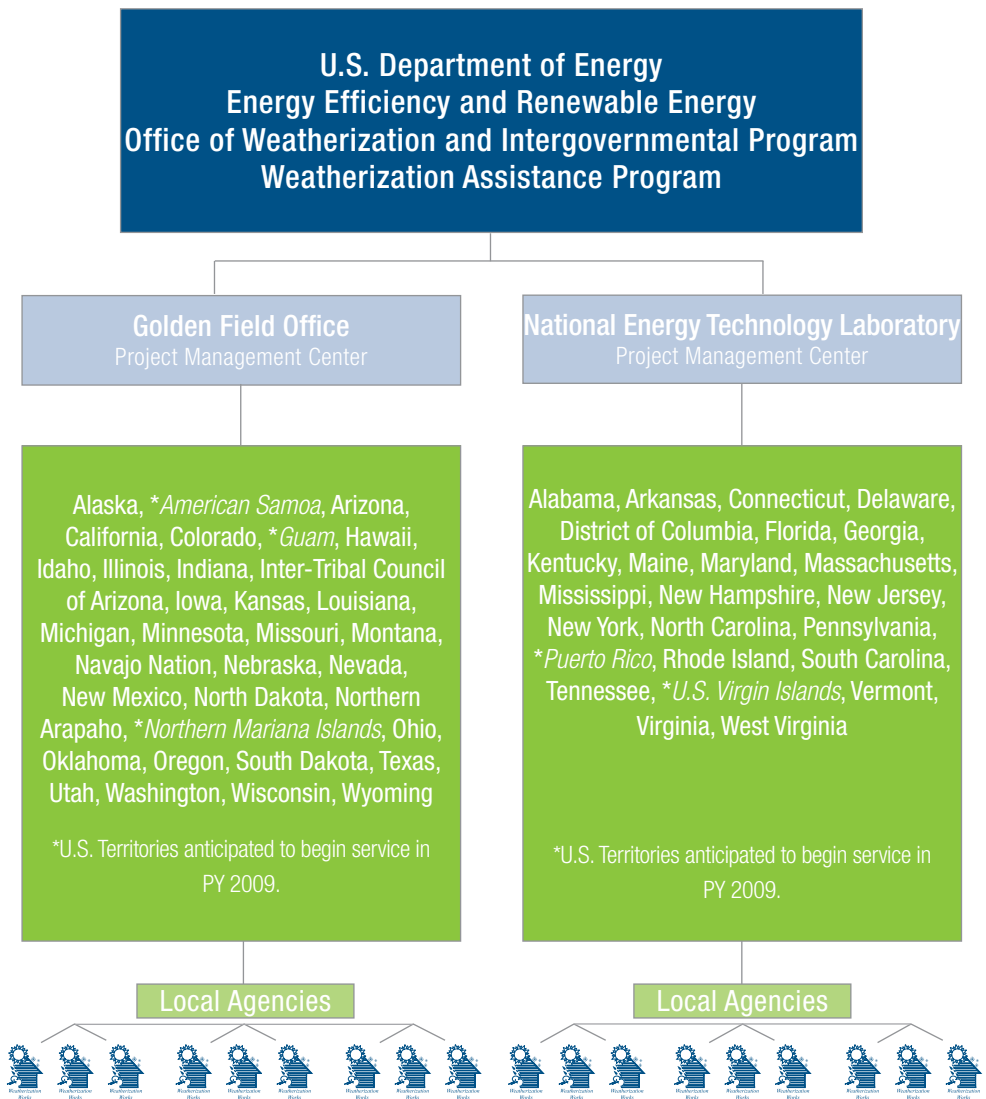
The following chart reflects the DOE appropriation and units weatherized with DOE funding each year. Leveraged funds can be credited with increasing our number of families served to 6.2 million over the history of this Program.

	DOE Appropriation (in Millions)	Units Weatherized w/ DOE \$	Cummulation DOE Units		DOE Appropriation (in Millions)	Units Weatherized w/ DOE \$	Cummulation DOE Units
1977	\$27.5	1,622	1,622	1993	\$185.4	103,394	2,100,408
1978	\$65.0	6,742	8,364	1994	\$206.8	114,904	2,215,312
1979	\$199.0	15,387	23,751	1995	\$214.8	102,981	2,318,293
1980	\$199.0	232,751	256,502	1996	\$111.7	76,393	2,394,686
1981	\$175.0	352,906	609,408	1997	\$120.8	71,597	2,466,283
1982	\$144.0	122,992	732,400	1998	\$124.8	68,470	2,534,753
1983	\$245.0	156,629	889,029	1999	\$133.0	71,984	2,606,737
1984	\$190.0	209,261	1,098,290	2000	\$135.0	74,316	2,681,053
1985	\$191.0	163,860	1,262,150	2001	\$153.0	77,709	2,758,762
1986	\$182.1	149,047	1,411,197	2002	\$230.0	104,860	2,863,622
1987	\$161.3	105,440	1,516,637	2003	\$223.5	100,428	2,964,050
1988	\$161.3	105,465	1,622,102	2004	\$227.2	99,593	3,063,643
1989	\$161.3	85,115	1,707,217	2005	\$228.2	97,500	3,161,143
1990	\$162.0	84,441	1,791,658	2006	\$242.6	104,283	3,265,426
1991	\$198.9	105,769	1,897,427	2007	\$204.6	89,772*	3,355,198*
1992	\$194.0	99,587	1,997,014	2008	\$227.2	6,116*	3,361,314*

* Program Year 2007 & 2008 production not complete at time of print.

Organizational Chart

DOE awards grants to state-level agencies, which then contract with over 900 local agencies to deliver Weatherization services to eligible residents.



Program Contacts

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A Strong Energy Portfolio for a Strong America

Energy efficiency and clean, renewable energy will mean a stronger economy, a cleaner environment, and greater energy independence for America. Working with a wide array of state, community, industry, and university partners, the U.S. Department of Energy's Office of Energy Efficiency and Renewable Energy invests in a diverse portfolio of energy technologies.



U.S. Department of Energy Energy Efficiency and Renewable Energy

For more information contact:

EERE Information Center
1-877-EERE-INF (1-877-337-3463)
www.eere.energy.gov

For the full Federal Register see
<http://www.waptac.org/sp.asp?id=1812>.

Legislative and Regulatory Time Line

Legislation

1. Energy Conservation in Existing Buildings Act of 1976 (Title IV of the Energy Conservation and Production Act), Public Law 94-385, August 14, 1976.
2. National Energy Conservation Policy Act (NECPA), Title II, Part 2, Public Law 95-619, November 9, 1978.
3. Energy Security Act (ESA), Title V, Subtitle E, Public Law 96-299, June 30, 1980.
4. Job Training Partnership Act, Public Law 97-300, October 13, 1982.
5. Human Services Reauthorization Act of 1984, Public Law 98-558, October 30, 1984.
6. State Energy Efficiency Programs Improvement Act (SEEPIA), Public Law 101-440, 1990.
7. Energy Act of 2000, Public Law 106-469, October 19, 2000.
8. Energy Act of 2005, Public Law 109-58, August 8, 2005.
9. Energy Independence and Security Act of 2007, Public Law 110-140, December 19, 2007.

Regulations

1. 10 C.F.R. Part 440, Establishment of Regulations, Final Rule, published June 1, 1977, effective May 25, 1977.
2. 10 C.F.R. Part 440, Final Rule, published and effective January 2, 1979, amended regulations based on the experience gained during the first year of the WAP.
3. 10 C.F.R. Part 440, Final Rule, published May 31, 1979, effective July 2, 1979, amended the regulations as mandated by NECPA.
4. 10 C.F.R. Part 440, Final Rule, published August 29, 1979, effective November 27, 1979, amended regulations as mandated by section 231(b)(1) of NECPA.
5. 10 C.F.R. Part 440, Interim Rule, published and effective February 27, 1980.
6. 10 C.F.R., Amendment to Interim Rule, published June 1, 1981, effective July 1, 1981, made changes to the Interim Rule mandated by ESA.
7. 10 C.F.R. Part 440, Amendment to Interim Rule, published and effective March 3, 1982, made changes mandated by section 573 of ESA.
8. 10 C.F.R. Part 440, Final Rule, published January 27, 1984, effective February 27, 1984.
9. 10 C.F.R. Part 440, Interim Final Rule, published January 4, 1985, effective February 4, 1985.
10. 10 C.F.R. Part 440, Interim Final Rule, published December 5, 1985, effective January 6, 1986, implemented changes mandated by the Human Services Reauthorization Act of 1984
11. 10 C.F.R. Part 440, Final Rule, published March 4, 1993, effective April 4, 1993, implemented changes mandated by SEEPIA.
12. 10 C.F.R. Part 440, Interim Final Rule, published June 5, 1995, effective July 5, 1995, implemented changes to the allocation formula.
13. 10 C.F.R. Part 440, Interim Final Rule, published December 8, 2000, effective January 8, 2001, implemented changes to improve operation of the program that evolved since the last rulemaking in 1995.
14. 10 C.F.R. Part 440, Direct Final Rule, published June 22, 2006, effective August 21, 2006, implemented changes mandated by the Energy Policy Act of 2005.

Timeline

	LEGISLATION	REGULATIONS
1974	Pilot	Pilot
1976	1	
1977		1
1978	2	
1979		2,3,4
1980	3	5
1981		6
1982	4	7
1984	5	8
1985		9
1986		10
1990	6	
1993		11
1995		12
2000	7	
2001		13
2005	8	
2006		14
2007	9	

History of Program Regulations

	1977	1979	1980	1981	1982
Allocation of Funds	Allocation based on number of low-income homes and square of heating and cooling degree days compared to sum for all states. Only half of renter-occupied households count towards total low-income homes	No changes	No changes	No changes	No changes
Expenditure Limit/Dwelling	\$400	\$800 Repair materials and repairs to heating source limited to \$100 per unit	\$1000, or up to \$1600 to address labor shortages	\$1000, or up to \$1600 to address labor shortages Limitation on incidental repairs increased to \$150 per dwelling unit	No changes
Materials Requirement	90% of funds must purchase materials	Umbrella limit of 30% of funds for nonmaterial costs 30% Umbrella later changed to \$240 per dwelling average	Appropriate percentage of grant for program support and labor to be determined by State and Regional Representative	No changes	No changes

1984	1985/1986	1993	1995	2001	2006
No changes	No changes	No changes	Allocation formula revised: 1) Renters receive same full weight as homeowners 2) Heating & cooling degree days no longer squared 3) Factor added to account for financial burden of energy use	No changes	No changes
No changes	\$1600 statewide average Removed \$150 limit on incidental repairs	\$1600 statewide average, adjusted annually ¹ Separate average for capital intensive heating or cooling modifications	No changes	\$2500 statewide average, adjusted annually, includes capital-intensive costs H&S costs not included in average cost per home	Established \$3000 statewide average for renewable energy systems, to be adjusted annually same as the \$2500 statewide average for all other weatherization measures
No changes	40% of funds must be spent on materials	Waiver of 40% requirement may be granted if advanced energy audit procedures are adopted	No changes	All States required to use advanced energy audit procedures Removed requirement to spend at least 40% of funds on materials	No changes

¹ DOE began indexing \$1600 average April 1, 1991.

Weatherization Assistance Program Overview

	1977	1979	1980	1981	1982
Standards & Techniques	Project Retro-Tech audit or DOE-approved alternate	Project Retro-Tech revised No alternative audit allowed	No changes	No changes	No changes
Administrative Expenditure Limit	10%	5% for grantee and 5% for subgrantee	No changes	State may pass on more than 5% to subgrantee	No changes
Eligibility Requirements	At or below poverty level according to OMB Received cash assistance payments during 12 month period	At or below 125% of poverty level according to OMB Cash assistance payments need only be received during preceding 12 months, not throughout	No changes	No changes	No changes

Weatherization Assistance Program Overview

1984	1985/1986	1993	1995	2001	2006
<p>Energy audit procedures made more flexible</p> <p>Alternative audits allowed if approved by DOE</p>	No changes	<p>Requirements of Energy audit for 40% waiver:</p> <ol style="list-style-type: none"> 1) Meet standards established by Secretary/STEAB 2) Priorities established based on specific procedures 3) Measure & use energy requirements. Of individual dwelling units 4) Account for measure interaction <p>Priority lists can be used in conjunction with 40% waiver, providing certain requirements are met</p>	No changes	<p>Energy audit procedures required for waiver of 40% material cost requirement become minimum standard</p> <p>State required to have energy audit procedures for the different housing types (single family, mobile homes, & multi-family) that represent a significant portion of households served</p> <p>Priority lists to be revalidated energy 5 years</p> <p>List of DOE-approved GHW reduction measures provided</p>	<p>Established criteria for defining and evaluating what is an acceptable renewable energy system</p> <p>Established procedures for petitioning DOE to determine eligibility of renewable energy systems</p>
No changes	No changes	Subgrantees whose grants < \$350,000 can use up to an additional 5% for administration	No changes	Equipment costs may be amortized across the life of the equipment. Average cost calculations utilize amortized cost.	No changes
No changes	Allow States to use LIHEAP eligibility requirements	No changes	No changes	<p>Added “high residential energy user” and “household with a high energy burden” to priority household categories</p> <p>No change in “low income” definition</p>	The Energy Policy Act of 2005 changed the income eligibility requirement from 125% to 150% of poverty, which is consistent with the LIHEAP eligibility requirements already allowed

Weatherization Assistance Program Overview

	1977	1979	1980	1981	1982
Weatherization Materials	<ol style="list-style-type: none"> 1) Ceiling, wall, floor, and duct insulation 2) Vapor barriers 3) Storm windows and doors 4) Caulking 5) Weather-stripping 6) Clock thermostats 7) Mechanical equipment valued in excess of \$50 not allowed 	<p>Added:</p> <ol style="list-style-type: none"> 1) Furnace efficiency modifications 2) Water heater insulation 3) Heat absorbent or reflective window and door materials 4) Skirting 5) Replacement windows and doors 6) Items to improve attic ventilation 7) Patch materials to reduce infiltration 8) Incidental repairs necessary to maintain effectiveness of weatherization materials allowed if < \$100 limit 	<p>Low-cost/ no-cost energy conservation measures, such as water flow controllers, allowed as an interim approach to weatherization subject to limits of 10% of total grant and \$50 per dwelling unit</p>	No changes	No changes
Rental Unit Requirement	<ol style="list-style-type: none"> 1) Owner permission 2) 100% of dwelling occupants must be eligible 3) Weatherization benefits accrue primarily to low income tenants 4) No rent increase directly resulting from weatherization 5) No excessive enhancement to value of dwelling units 	No changes	66% of tenants in multifamily dwellings must be eligible	No changes	No changes
Labor Requirements	<p>Services of volunteers, pursuant to CETA, to be used to the maximum extent practicable</p>	No changes	Permitted to hire labor if volunteers and CETA labor were unavailable	Off-site labor chargeable to program support instead of administrative expenses	No changes

Weatherization Assistance Program Overview

1984	1985/1986	1993	1995	2001	2006
<p>Added:</p> <ol style="list-style-type: none"> 1) Movable window insulation 2) Materials to construct vestibules 3) Pipe and boiler insulation 4) Heat exchangers 5) Thermostat control systems 6) Water heater efficiency modifications 7) Hot water heat pumps 8) Waste heat recovery devices 9) Materials for heating and cooling system efficiency modifications 	<p>Added replacement furnaces and boilers</p> <p>Allowed Secretary of Energy to add weatherization measures to program without a rulemaking procedure</p>	<p>Added:</p> <ol style="list-style-type: none"> 1) Replacement air conditioners 2) Ceiling, attic, and whole house fans 3) Evaporative coolers 4) Screening 5) Window films and shading devices added between 1985 and 1992 by notice 	No changes	<p>Added:</p> <p>Electric baseload measures including water heaters and refrigerators</p>	<p>Added (in 440.1, Definitions):</p> <ol style="list-style-type: none"> 1) Renewable energy systems including solar, biomass, and geothermal
<p>66% eligibility requirement reduced to 50% for duplexes and 4-unit buildings</p>	No changes	<p>Renters protection expanded:</p> <ol style="list-style-type: none"> 1) Benefits and no rent increase even for renters paying for energy through rent 2) Complaint procedure 3) States may place liens 4) States may require financial participation from landlords 	No changes	<p>Eligibility lowered to 50% for certain types of large multi-family buildings</p>	No changes
<p>References to CETA replaced with Job Training Partnership Act (JTPA)</p>	No changes	<p>JTPA labor required when “generally” available</p>	No changes	<p>JTPA labor replaced with “other Federal or State training programs”</p>	No changes

Weatherization Assistance Program Overview

	1977	1979	1980	1981	1982
Reweatherization	Not allowed unless unit was damaged by fire, flood, or act of God and repair not paid by insurance	No changes	No changes	No changes	No changes
Training and Technical Assistance (T&TA)	T&TA not yet established	DOE could reserve up to 10% of appropriated funds for T&TA	No changes	No changes	No changes
Administration of Grants	Grants must be administered in accordance with: 1) Federal Management (FM) Circular 73-2 2) FM Circular 74-4 3) FM Circular 74-7 4) OMB Circular A-89 5) OMB Circular A-95 6) OMB Circular A-97 7) Treasury Circular 1082	Grantees required to comply with 10 C.F.R. 600	DOE permitted to make tentative allocations among States and to make adjustments based on production	Financial audit requirements amended to conform with OMB Circulars A-102 and A-110	No changes
Miscellaneous	Not Applicable	No changes	No changes	No changes	No changes

Weatherization Assistance Program Overview

1984	1985/1986	1993	1995	2001	2006
No changes	<p>Allowed reweatherization of units partially weatherized from 9/30/75 to 9/30/79</p> <p>Reweatherized units do not count as completions</p>	<p>Cut-off date for reweatherization extended to 9/30/85</p> <p>Reweatherized units count as completions provided they do not exceed 5% of total homes weatherized per year</p>	No changes	<p>Cut-off date for reweatherization extended to 1993. Candidates must have a new energy audit performed and take into consideration previous weatherization improvements.</p>	No changes
Client Education Allowed	No changes	No changes	No changes	No changes	No changes
No changes	No changes	<p>Cost of financial audit chargeable as a separate line item cost instead of as an administrative expense</p>	No changes	No changes	No changes
No changes	Performance Fund established	<p>Performance Fund repealed</p> <p>Incentive Fund planned</p> <p>Children may be given priority</p> <p>Shelters may be weatherized</p> <p>Leveraging of non-Federal monies allowed with grant funds</p>	No changes	No changes	No changes

History of Program Legislation

1976

Energy Conservation in Existing Buildings Act of 1976, Title IV of the Energy Conservation and Production Act, Public Law 94-385, August 14, 1976

- Served as the enabling legislation for the Weatherization Assistance Program.
- Gave priority service to elderly and handicapped low-income persons.
- Established initial set of allowable Weatherization materials.
 - ◆ Materials may be added by rule.
- Directed the Secretary of Energy to make grants to states and Indian Tribal Organizations for weatherizing dwelling units occupied by low-income families, particularly those where elderly or handicapped low-income persons reside.
- Directed the Secretary to publish proposed regulations for the Program that:
 - ◆ Prescribed standards for Weatherization materials; and
 - ◆ Insured that:
 - The benefits of Weatherization in connection with leased dwelling units accrued primarily to low-income tenants;
 - Rents on such dwelling units would not be raised because of any increase in the value due to Weatherization; and
 - No undue or excessive enhancement would occur to the value of such dwelling units.
- Gave authority to the Secretary to determine that the low-income members of Indian tribes were not receiving benefits equivalent to other low-income persons in a state and that the members of the tribe would be better served by a direct grant.
- Directed the Secretary to provide financial assistance to each state on the basis of the relative need for Weatherization assistance among the low-income persons throughout the states, taking into account the following factors:
 - ◆ The number of dwelling units to be weatherized;
 - ◆ Climatic conditions;
 - ◆ The type of Weatherization work to be done; and
 - ◆ Other factors that the Secretary may determine necessary.
- If the State did not submit an application, allowed any unit of general purpose local government of sufficient size or a community action agency to submit an application.
- Directed the Secretary to provide no financial assistance unless the applicant had provided reasonable assurances that it had:
 - ◆ Established a policy advisory council;
 - ◆ Established priorities to govern the provision of Weatherization assistance;
 - ◆ Established policies and procedures to assure that financial assistance will be used to supplement, not supplant, state or local funds, and increase the amount of leveraged non-Federal funds, including:
 - Securing, to the maximum extent practicable, volunteers pursuant to the Comprehensive Employment and Training Act (CETA) of 1973, and
 - Complying with the limitations set for administrative, materials, and labor expenditures.
 - Selected on the basis of public comment received during a public hearing.

1978	1980
<p data-bbox="215 383 782 491" style="text-align: center;">National Energy Conservation Policy Act (NECPA), Title II, Part 2, Public Law 95-619, November 9, 1978</p> <ul data-bbox="168 506 823 1509" style="list-style-type: none"> ● Increased eligibility level from the poverty level to 125% of poverty. ● Allowed a higher eligibility level if determined necessary by the Administrator, Secretary of Agriculture, and the Director of the Community Services Administration. ● Relaxed eligibility requirement from “in which the head of the household is a low-income person” to “occupied by low-income families.” ● Added the requirement to establish program regulations within 60 days of law enactment. ● Added requirement to establish procedures to determine the optimum set of cost-effective measures taking into consideration: the cost of the Weatherization materials, variation in climate, and the value of the energy savings. ● Defined and listed specific Weatherization materials. ● Limited administrative expenditures to 5% for states. ● Limited expenditures to \$800 for materials, tools, equipment, transportation, on-site supervisory personnel, and incidental repairs, but allowed for higher amount if state policy advisory council requested and the Secretary approved it. ● Funding section revised to specify authorization of appropriations for 1979-1981, and required these funds to remain available until expended. 	<p data-bbox="910 383 1518 452" style="text-align: center;">Energy Security Act (ESA), Title V, Subtitle E, Public Law 96-294, June 30, 1980</p> <ul data-bbox="870 495 1559 1304" style="list-style-type: none"> ● Increased limit on administrative expenditures to 10%, except that not more than half may be used by the state. ● Increased \$800 limit for Weatherization materials to up to \$1600 if CETA labor was unavailable. ● Required the applicant to select subgrantees on the basis of public comment received during a public hearing. Applicants were required to provide assurances that preference was given to community action agencies or other public or non-profit entities provided such selection was based on the agency’s experience and performance in Weatherization or housing renovation activities, experience assisting low-income persons in the area to be served, and the capacity to undertake a timely and effective Weatherization Program. Further, preference was required to be given to any community action agency or other public or non-profit entity which had or was then currently administering an effective Weatherization program or program under the Economic Opportunity Act of 1964. ● Required that the efforts of the DOE Weatherization Program and Weatherization program carried out at the Department of Agriculture and the Community Services Administration to accomplish uniform results among the state in any area with similar climatic conditions. ● Increased the \$100 limit for incidental repairs to \$150.

1982	1984
<p style="text-align: center;">Job Training Partnership Act, Public Law 97-300, October 13, 1982</p> <ul style="list-style-type: none"> ● Made funds available for job training programs or services including regional or nationwide efforts to develop a labor force with skills that promote the use of renewable energy technologies, energy conservation, and the Weatherization of homes occupied by low-income families. ● Directed the Secretary to provide directly or through grants, contracts, or other arrangements, appropriate pre-service and in-service training for specialized, supportive, supervisory, or other personnel including job skills teachers, and appropriate technical assistance. 	<p style="text-align: center;">Human Services Reauthorization Act of 1984, Public Law 98-558, October 30, 1984</p> <ul style="list-style-type: none"> ● Eligibility criteria added: <ul style="list-style-type: none"> ◆ If a state elects, assistance under the Low-Income Home Energy Assistance Act of 1981 provided that such basis is at least 125% of the poverty level as determined by OMB. ● Weatherization materials added: <ul style="list-style-type: none"> ◆ Furnace efficiency modifications including: <ul style="list-style-type: none"> ■ Replacement burners, furnaces, or boilers; ■ Devices for minimizing energy loss through heating system, chimney, or venting devices; and ■ Electrical or mechanical furnace ignition systems that replace standing gas pilot lights. ◆ Removed requirement that adding allowable weatherization materials required a rulemaking. ● Required that at least 40% of the funds provided for materials, labor, and related matter must be spent for materials. ● Expenditure limit increased to <i>an average of</i> \$1,600 ● Added reweatherization restrictions. ● Established a performance fund

1990

State Energy Efficiency Programs Improvement Act(SEEPIA), Public Law 101-440, October 18, 1990

- Began adjusting the \$1600 statewide average annually by the lesser of the Consumer Price Index or 3%.
- Established a separate expenditure average for capital-intensive heating or cooling modifications.
- Allowed a waiver of 40% material cost requirement if a state adopted advanced energy audit procedures that:
 - ◆ Meet standards established by the Secretary after consultation with the State Energy Advisory Board (STEAB);
 - ◆ Establish priorities based on their cost and contribution to energy efficiency;
 - ◆ Measure the energy requirement of individual dwelling units and the rate of return of the total conservation investment;
 - ◆ Account for interaction among energy-efficiency measures.
- Allowed the use of priority lists in conjunction with the 40% waiver, provided certain requirements were met.
- Allowed subgrantees whose grants were less than \$350,000 to use up to an additional 5% for administration.
- Added Weatherization materials:
 - ◆ Replacement air conditioners;
 - ◆ Ceiling, attic, and whole house fans;
 - ◆ Evaporative coolers;
 - ◆ Screening; and
 - ◆ Window films and shading devices.
- Expanded protection for renters:
 - ◆ Allowing benefits and no rent increase even for renters paying for energy through rent;
 - ◆ Establishing complaint procedures;
 - ◆ Instituting states may place liens;
 - ◆ Allowing states to require financial participation from landlords;
- Relaxed requirement for Job Training Partnership Act (JTPA) labor to when it was “generally” available.
- Extended cut-off date for reweatherization to September 30, 1985.
- Allowed reweatherized units to count as completions provided they did not exceed 5% of total homes weatherized per year.
- Allowed the cost of financial audits to be chargeable as a separate line item cost instead of as an administrative expense.
- Added a reporting requirement to include information and data furnished by each state the average costs incurred in Weatherization of individual dwelling units, the average size of the dwelling units being weatherized, and the average income of the households receiving assistance.
- Directed the Secretary to annually update the population, eligible households, climatic, and residential energy use, and all other data used in allocating funds.
- Repealed the Performance Fund.
 - ◆ Established a new Incentive Fund.
 - ◆ Allowed priority to be given to children.
 - ◆ Allowed the Weatherization of shelters.
 - ◆ Allowed leveraging of non-Federal monies with grant funds.

2000	2007
<p style="text-align: center;">Energy Policy Act of 2000, Public Law 106-469, October 19, 2000</p> <ul style="list-style-type: none"> ● Increased statewide average expenditure limit per dwelling to \$2,500 to be adjusted annually. ● Included capital-intensive heating and cooling measures in the increased expenditure limit, thereby eliminating the separate capital-intensive expenditure limit. ● Deleted waiver of 40% material cost requirement because all States had adopted advanced energy audits. 	<p style="text-align: center;">Energy Independence and Security Act of 2007, Public Law 110-140, December 19, 2007</p> <ul style="list-style-type: none"> ● Reauthorized the Weatherization Program. ● Increased authorized appropriations for FY 2008-2012. ● Established Sustainable Energy Resources for Consumers Grants: <ul style="list-style-type: none"> ◆ Made funds available to local Weatherization agencies to expand Program for residential buildings not currently eligible. ◆ No funds may be used for these grants if the appropriation for Weatherization Program is less than \$275,000,000. ● Definition of ‘state’ expanded to include ‘any other territory or possession of the United States.’
2005	
<p style="text-align: center;">Energy Policy Act of 2005, Public Law 109-58, August 8, 2005</p> <ul style="list-style-type: none"> ● Explicitly allowed renewable energy systems to be funded under the Program. ● Established criteria and a procedure for evaluating renewable energy systems. ● Increased the permissible funding level to \$3000 for such systems, indexed to the lesser of the Consumer Price Index or 3%. 	