

# The Illinois REACH Project

## Evaluation Plan

Prepared for the Illinois Department of Healthcare and Family Services

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## I. Introduction

The purpose of this evaluation is to assess the performance of the Illinois REACH Project. The process evaluation will assess the efficiency and effectiveness of program procedures, and identify changes that can be implemented in the third year of the program. The impact evaluation will measure pre and post data for clients on factors including energy usage, transactions and energy insecurity. This comprehensive evaluation will assist program administrators, state LIHEAP administrators, and federal REACH grant administrators determine the feasibility and desirability of replicating the program throughout Illinois and other areas.

### A. *Background*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois Department of Healthcare and Family Services (HFS), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC), procured funding from the federal Residential Energy Assistance Challenge Program (REACH) for the Illinois REACH Project. The Project will be implemented in the counties of Cook, Macoupin, Calhoun, Greene, and Jersey during fiscal years 2007, 2008, and 2009.

The REACH Project, sponsored by the United States Department of Health and Human Services, funds programs that aim to:

- minimize health and safety risks that result from high energy burdens on low-income Americans,
- prevent homelessness as a result of inability to pay energy bills,
- increase efficiency of energy usage by low-income families, and
- target energy assistance to individuals who are most in need

The Illinois REACH Project will address the vulnerability of the low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household. This model will include the following activities:

- Assessing client eligibility for adult education and job programs and working with clients to obtain higher-waged employment and decrease job expenses.

- Assessing client eligibility for other assistance programs and working with clients to obtain additional sources of income
- Assessing client need for financial programs and working with clients to develop management tools for leveling out income and energy bills
- Assessing client need for transactions assistance and training and working with clients to obtain tools and develop strategies that minimize the cost of transactions
- Assessing client need for energy usage reduction programs and working with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client
- Assessing client need for expense reduction assistance and working with clients to identify expense reduction strategies that are most effective for each client.

The overall expected outcome of this project is that clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments and enhancing the level of energy services they receive. This overall outcome includes several specific outcomes:

- Some clients will increase their net household income.
- Some clients will increase their overall assistance level.
- Some clients will be able to more consistently pay their energy bills on time and in full, avoiding disconnection.
- Some clients will reduce their transaction costs.
- Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.
- Some clients will reduce their other household expenses.

The program evaluation will assess the extent to which these outcomes are realized.

## ***B. Evaluation***

APPRISE will conduct a comprehensive evaluation, consisting of both process and impact evaluation activities.

The primary goals of this evaluation are:

- To provide feedback to the administering agencies, CEDA and IVEDC, to assist them in refining the program and managing service delivery.

- To provide information to the Illinois state LIHEAP office so that it can assess whether the program model can and should be replicated in other areas of the state.
- To document program achievement and demonstrate program outcomes to the federal REACH Project so that similar programs can be replicated in other areas.

The evaluation procedures will include interviews with program staff, analysis of the program database, surveys with program participants, and retrieval and analysis of utility usage and transaction records.

### *C. Organization of Report*

Three sections follow this introduction.

- 1) *Section II – Program Design:* This section reviews the program design, the program logic model, and the indicator and data model.
- 2) *Section III – Process Evaluation:* This section identifies the process research questions, outlines the process evaluation activities, and maps the data collection and analysis procedures to the research questions.
- 3) *Section IV – Impact Evaluation:* This section identifies the impact research questions, outlines the impact evaluation activities, and maps the data collection and analysis procedures to the research questions.

APPRISE prepared this evaluation plan under contract to the Illinois Department of Healthcare and Family Services (HFS). HFS facilitated this evaluation plan by providing information and feedback to APPRISE. Any errors or omissions in this evaluation plan are the responsibility of APPRISE.

## II. Program Design and Logic Model

The Illinois REACH Project is providing extensive education and case management services to low-income households who are repeatedly disconnected from their energy service. The goal of the project is to increase these households' ability to afford their energy bill and thereby maintain continuous service throughout the year. In this section of the report, we outline the program design, present the program logic model and identify the indicator and data model.

### A. Program Design

In this program, two community action agencies, CEDA and IVEDC, are responsible for providing services under the Illinois REACH Project. The program design includes the following elements.

- Program Outreach – Community action agencies recruit targeted participants, those who have an income of 100% FPL or lower and a history of disconnections, from lists generated by both the LIHEAP database and utility companies. They also recruit participants from other in-house and local social service programs.
- Program Intake – Community action agencies conduct intake at designated sites convenient to participants. Agencies use forms to gather information and track participant progress. Agencies also gather copies of utility bills, budget information and energy practices for each participant. Case managers use this information to make referrals to appropriate assistance and training programs. Either before or immediately following this first visit, agencies contact utility companies to explore budget payment options for the participant.
- Active Service Delivery (First six months) – Agencies hold monthly meetings with each participant to assess participants' latest payment history and take note of any circumstances that might have changed. Case managers provide participants with financial and energy education and conservation kits, either one-on-one or at scheduled workshops.
- Supplemental Service Delivery (After six months) – For those participants who complete the program by maintaining regular energy payments for six consecutive months, case managers will continue to check in on their status every six months. For those participants who do not maintain regular payments, the program provides supplemental service delivery focused on finding more effective bill payment strategies.

In total, the provider agencies have a goal of providing case management services to 500 low-income households with a history of disconnection. CEDA will look to serve 360 households and IVEDC, 120.

## B. Program Logic Model

The purpose of the logic model is to explicitly identify the assumptions on which the need for the program was based and to demonstrate how the program activities are expected to address the needs of program participants. Table 1 presents the logic model. On the following pages, we furnish a detailed discussion of the logic model.

**Table 1**  
**Illinois REACH Project Logic Model**

	<b>Assumptions</b>		<b>Activities</b>	<b>Immediate Outcomes</b>	<b>Intermediate Outcomes</b>	<b>Program Impacts</b>
	<i>Challenges</i>	<i>Strategies</i>				
<b>GENERAL</b>	At their current income level, it is difficult for many low-income households to pay their annual energy bill without sacrificing other basic household needs.	A holistic case management model focused on strategies appropriate for each individual household is the most effective way to help low-income households become self-sufficient with respect to their energy needs.	<p>Partner with other organizations to develop access to resources.</p> <p>Contact utility companies and other agencies to identify and recruit potential clients.</p> <p>Conduct intake with clients to ensure they meet targeted profile.</p> <p>Develop a holistic case management model focused on strategies appropriate for each client.</p> <p>Conduct workshops and trainings, following up with clients over six months</p>	<p>Clients will partake in holistic case management services focused on increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.</p>	<p>Clients will work with case managers to adopt a strategy for increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.</p>	<p>Clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.</p>

	Assumptions		Activities	Immediate Outcomes	Intermediate Outcomes	Program Impacts
	Challenges	Strategies				
WAGE INCOME	Wage income is sometimes insufficient to cover all household expenses.	Case managers can assess client eligibility for adult education and job programs and work with clients to obtain higher-waged employment and decrease job expenses.	Assess client need and eligibility for adult education and job programs.  Refer eligible clients to appropriate adult education, job search, job training and job support programs.	Some clients will apply for adult education, job search, job training and job support programs.	Some clients will participate in adult education, job search, job training and job support programs.	Some clients will obtain higher-waged employment and receive assistance with job-related expenses, increasing their net wage income.
ASSISTANCE INCOME	An annual energy assistance payment helps low-income households pay their energy bills, but the amount is sometimes insufficient to meet the full need for assistance.	Case managers can assess client eligibility for other assistance programs and work with clients to obtain additional sources of income.	Assess client need and eligibility for other assistance programs.  Refer eligible clients to appropriate assistance programs.	Some clients will apply for assistance programs.	Some clients will participate in assistance programs.	Some clients will increase their overall assistance level.



	Assumptions		Activities	Immediate Outcomes	Intermediate Outcomes	Program Impacts
	Challenges	Strategies				
CONSISTENCY	Because wage income and assistance income fluctuate for many low-income households along with fluctuating energy bills, it is difficult for them to consistently pay their energy bills on time and in full.	Case managers can assess client need for financial programs and work with clients to develop management tools for leveling out income and energy bills.	<p>Assess client need and eligibility for financial programs.</p> <p>Counsel clients on savings strategies.</p> <p>Work with clients to apply for alternate energy assistance distribution method, if available</p> <p>Work with eligible clients to apply for utility budget plans (deferred payment agreements and budget billing, if possible).</p>	<p>Some clients will become aware of savings strategies.</p> <p>Some clients will enroll in an alternate energy assistance distribution method.</p> <p>Some clients will enroll in utility budget plans.</p>	<p>Some clients will build and maintain savings.</p> <p>Some clients will participate in an alternate energy assistance program.</p> <p>Some clients will participate in utility budget plans.</p>	Some clients will level out their income and energy bills, becoming able to consistently pay their energy bills on time and in full.

	Assumptions		Activities	Immediate Outcomes	Intermediate Outcomes	Program Impacts
	Challenges	Strategies				
TRANSACTIONS	Some low-income households lack the tools and knowledge that are needed to effectively pay bills and buy goods without incurring major transaction costs.	Case managers can assess client need for transaction assistance and training and can work with clients to obtain tools and develop strategies that minimize the costs of transactions.	<p>Assess client need and eligibility for transactions support.</p> <p>Refer eligible clients to appropriate banking programs.</p> <p>Counsel clients on the disadvantages of using payday or tax refund loans and rent-to-own services.</p>	<p>Some clients will apply for appropriate banking programs.</p> <p>Some clients will become aware of the disadvantages of using of payday or tax refund loans and rent-to-own services.</p>	<p>Some clients will participate in banking programs.</p> <p>Some clients will avoid financial methods that incur transaction costs.</p>	Some clients will reduce their overall transaction costs.
ENERGY USAGE	Some low-income households lack the tools and knowledge that are needed to minimize energy usage in a way that maintains the health and safety of occupants of the home.	Case managers can assess client need for energy usage reduction programs and can work with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client.	<p>Assess client need and eligibility for energy usage reduction programs.</p> <p>Provide eligible clients with conservation kits and energy education.</p> <p>Work with eligible clients to apply for weatherization assistance programs.</p>	<p>Some clients will become aware of energy reduction strategies.</p> <p>Some clients will enroll in weatherization assistance programs.</p>	<p>Some clients will use energy reduction strategies.</p> <p>Some clients will participate in weatherization service.</p>	Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.

	<b>Assumptions</b>		<b>Activities</b>	<b>Immediate Outcomes</b>	<b>Intermediate Outcomes</b>	<b>Program Impacts</b>
	<i>Challenges</i>	<i>Strategies</i>				
<b>OTHER EXPENSES</b>	Some low-income households lack the tools and knowledge needed to minimize other household expenses without sacrificing quality of life.	Case managers can assess client need for expense reduction assistance and can work with clients to identify expense reduction strategies that are most effective for each client.	Assess client need for expense reduction support.  Provide eligible clients with budget counseling.  Provide eligible clients with consumer counseling.	Some clients will become aware of budgeting strategies.  Some clients will become aware of consumer strategies.	Some clients will use budgeting strategies and consumer strategies.	Some clients will reduce their other household expenses without sacrificing quality of life.

### ***Assumptions***

The program assumptions were developed during the planning phase of the project. The assumptions are based on a variety of information sources that were available to the project design staff. Each assumption includes both a challenge and a strategy to address that challenge.

#### ***Assumption #1: General***

*Challenge: At their current income level, it is difficult for many low-income households to pay their annual energy bill without sacrificing other basic household needs.*

*Strategy: A holistic case management model focused on strategies appropriate for each individual household is the most effective way to help low-income households become self-sufficient with respect to their energy needs.*

Many low-income households struggle to pay for basic necessities, sometimes going without one necessity in order to pay for another. In order to pay an energy bill, a household might have to go without adequate food or medicine. If they do not pay the energy bill, they face disconnection and potential homelessness.

A holistic case management model enables service providers to address multiple challenges specific to each household in order to stabilize overall needs and resources. This process enables households to develop the knowledge, skills and abilities needed to access resources and take action in order to pay their bills without sacrificing quality of life.

*Assumption #2: Wage Income*

*Challenge: Wage income is sometimes insufficient to cover all household expenses.*

*Strategy: Case managers can assess client eligibility for adult education and job programs and work with clients to obtain higher-waged employment and decrease job expenses.*

For households that are having a difficult time paying energy bills, actions to increase wages or reduce job expenses are sometimes an effective approach.

Adult education and job programs provide clients with the knowledge, skills and abilities needed to access resources and take action to increase wage income and decrease job expenses. Adult education helps clients obtain a General Equivalency Diploma (GED), which is necessary to obtain higher-paid employment. Job programs can both help clients find, train for and obtain employment, as well as reduce transportation and child care expenses incurred by employment. Case managers can assess clients' need for such programs and work with them to raise their net income from employment.

*Assumption #3: Assistance Income*

*Challenge: An annual energy assistance payment helps low-income households pay their energy bills, but the amount is sometimes insufficient to meet the full need for assistance.*

*Strategy: Case managers can assess client eligibility for other assistance programs and work with clients to obtain additional sources of income.*

The Low Income Home Energy Assistance Program helps households decrease their energy costs by providing payment toward their energy bills in the fall. This payment can be very helpful in reconnecting service or avoiding disconnection in the short term. However, sometimes this payment only goes toward covering at best a few months of service, and at worst only an outstanding arrearage.

There are many alternative assistance programs available to low-income households that could raise overall household income and thereby decrease the annual energy burden. Case management gives clients access to this array of programs and helps them enroll in those that are appropriate for their situation.

*Assumption #4: Consistency*

*Challenge: Because wage income and assistance income fluctuate for many low-income households along with fluctuating energy bills, it is difficult for them to consistently pay their energy bills on time and in full.*

*Strategy: Case managers can assess client need for financial programs and work with clients to develop management tools for leveling out income and energy bills.*

Many low-income households struggle to consistently pay bills when both bills and income fluctuate. They may face inconsistent work hours or insecure employment status, causing wage income to vary month to month. They also face the irregularity of one-time energy assistance payments compounded by seasonal fluctuation in energy usage. This creates a situation in which it is very difficult to predict and therefore plan for future costs, leaving many households without adequate resources to pay energy bills on time and in full.

Some strategies are available to help low-income households create consistency in both available resources and costs. Case management can assess a client's overall situation and identify strategies appropriate for that household.

*Assumption #5: Transactions*

*Challenge: Some low-income households lack the tools and knowledge that are needed to effectively pay bills and buy goods without incurring major transaction costs.*

*Strategy: Case managers can assess client need for transaction assistance and training and can work with clients to obtain tools and develop strategies that minimize the cost of transactions.*

Some households rely on disadvantageous methods in order to pay for monthly necessities. These methods, such as payday loans and check cashing services, incur transaction fees that can strain already tight budgets.

Case management can counsel clients on cost-saving alternatives to these payment methods and refer them to tools and programs that provide these resources.

*Assumption #6: Energy Usage*

*Challenge: Some low-income households lack the tools and knowledge that are needed to minimize energy usage in a way that maintains the health and safety of occupants of the home.*

*Strategies: Case managers can assess client need for energy usage reduction programs and can work with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client.*

Some households are unaware of the safest and most cost effective methods to lower their energy usage. These methods, including getting rid of a second refrigerator and using compact fluorescent bulbs, can make energy bills more affordable without the loss of necessary energy services.

Case management services can counsel clients on healthy alternatives to these energy reduction methods by providing energy education and conservation kits.

*Assumption #7: Other Expenses*

*Challenge: Some low-income households lack the tools and knowledge needed to minimize other household expenses without sacrificing quality of life.*

*Strategies: Case managers can assess client need for expense reduction assistance and can work with clients to identify expense reduction strategies that are most effective for each client.*

Some households are unaware of the safest and most cost effective methods to lower their overall expenses. These methods, including buying in bulk and budgeting expenses, can make household bills more affordable without the loss of household necessities such as food and medicine.

Case management services can counsel clients on healthy alternatives to these expense reduction strategies by providing budget and consumer education.

### ***Activities***

The program activities are the specific services that the program managers expect to deliver to meet the perceived needs of clients.

#### ***Activity Set #1: General***

- *Partner with other organizations to develop access to resources.*
- *Contact utility companies and other agencies to identify and recruit potential clients.*
- *Conduct intake with clients to ensure they meet targeted profile.*
- *Develop a holistic case management model focused on strategies appropriate for each client.*
- *Conduct workshops and trainings, following up with clients over six months.*

In order to develop holistic case management services, the agencies will first seek partnerships with other organizations to locate resources applicable to program participants, such as adult education or banking programs. They will then identify and recruit participants from lists generated by utilities and other social service agencies. At intake, the case manager will ensure that recruited households meet the target requirements. Working closely with the client, the case manager will develop an individualized plan aimed toward improving that client's level of self-sufficiency.

#### ***Activity Set #2: Wage Income***

- *Assess client need and eligibility for adult education and job programs.*
- *Refer eligible clients to appropriate adult education, job search, job training and job support programs.*

Clients with low net wage income can sometimes benefit from programs that help them obtain a GED, find and train for a job, and reduce transportation and childcare expenses associated with working. Case managers will ask questions about clients' situations to figure out whether adult education and job programs might be appropriate and helpful, and if so,

provide job training or refer those households to those programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

*Activity Set #3: Assistance Income*

- *Assess client need and eligibility for other assistance programs.*
- *Refer eligible clients to appropriate assistance programs.*

Clients with insufficient levels of assistance income can sometimes benefit from gaining access to alternative sources of assistance. Case managers will ask questions about clients' situations to figure out whether additional assistance programs might be appropriate and helpful, and if so, refer those households to those programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

*Activity Set #4: Consistency*

- *Assess client need and eligibility for financial programs.*
- *Counsel clients on savings strategies.*
- *Work with clients to apply for alternate energy assistance distribution method, if available*
- *Work with eligible clients to apply for utility budget plans (deferred payment agreements and budget billing, if possible).*

Clients with inconsistent income and bill flow can sometimes benefit from programs that help them level out both incoming and outgoing payments, such as savings accounts, alternative assistance distribution and utility budget plans. Case managers will ask questions about clients' situations to figure out whether these financial programs might be appropriate and helpful, and if so, refer those households to those programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

*Activity Set #5: Transactions*

- *Assess client need and eligibility for transactions support.*
- *Refer eligible clients to appropriate banking programs.*
- *Counsel clients on the disadvantages of using payday or tax refund loans and rent-to-own services*

Clients with significant transaction costs can sometimes benefit from support that helps them decrease these costs, such as no-fee banking programs and transactions costs counseling. Case managers will ask questions about clients' situations to figure out whether this support might be appropriate and helpful, and if so, refer those households to those programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

*Activity Set #6: Energy Usage*

- *Assess client need and eligibility for energy usage reduction programs.*
- *Provide eligible clients with conservation kits and energy education.*

- *Work with eligible clients to apply for weatherization assistance programs.*

Clients with energy usage beyond their means can sometimes benefit from programs that help them reduce their usage, such as energy education or weatherization. Case managers will ask questions about clients' situations to figure out whether these energy reduction programs might be appropriate and helpful, and if so, provide education and kits or refer those households to weatherization programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

#### *Activity Set #7: Other Expenses*

- *Assess client need for expense reduction support.*
- *Provide eligible clients with budget counseling.*
- *Provide eligible clients with consumer counseling.*

Clients with other expenses beyond their means can sometimes benefit from support that helps them reduce household costs, such as budget and consumer counseling. Case managers will ask questions about clients' situations to figure out whether this support might be appropriate and helpful, and if so, provide counseling or refer those households to other expense reduction programs. Case managers will follow-up with clients to learn what problems they are having and what strategies are most effective.

#### *Immediate Outcomes*

As the overall immediate outcome of the program, clients will partake in a holistic case management model. In this stage of the program, some clients are enrolling in utility budget plans and weatherization programs, applying for referred programs or becoming aware of new methods of household financial management.

The fundamental change for clients will be that they will be hooked into a social service program working to improve their energy security.

#### *Intermediate Outcomes*

Merely connecting customers to the REACH Project will not meet its stated goals. Rather, clients must feel confident that they can use services offered by the program to effectively meet their household needs. The overall intermediate outcome is therefore that clients, by working closely with their assigned case managers, adopt the holistic package of program services. In this stage of the program, some clients are participating in referred programs or developing financial management tools as a result of increased awareness.

The fundamental change for clients will be that they will start to see changes in their ability to afford energy and other household necessities.

#### *Program Impacts*



The long term goal of the program is improve clients' energy security, increase their ability to pay energy bills on time and in full, and enhance the level of energy services they receive. In this stage of the program, clients increase their income, level out cash flow, and decrease their expenses, raising their overall net resources.

The fundamental change for clients will be that some will avoid disconnection and maintain energy service throughout the year without sacrificing other household needs.

### ***C. Indicator and Data Model for the Illinois REACH Project***

It is important to explicitly test each part of the program logic model. In this section of the evaluation plan, we outline the research and data collection activities and map those activities into an Indicator and Data Model.

The Process Evaluation data collection activities include:

- Document Review – Review and analysis of the program materials.
- Administrative Interviews – Telephone interviews with program managers and case managers regarding service delivery.
- In-Depth Interviews – In-depth interviews with a small sample of clients to help develop data collection instruments.
- Baseline Interviews - Baseline interviews conducted by case managers at intake to measure preprogram needs and energy insecurity.
- Database Analysis – Analysis of program service delivery data to develop program operations statistics and client demographics.
- Financial Analysis – Analysis of resources required for service delivery.

Impact Evaluation data collection activities include:

- Client surveys - Telephone interviews with customers who received program services to assess their experiences with the program.
- Follow-up Interviews - Follow-up interviews conducted by case managers at completion or one year from intake (whichever is soonest) to measure postprogram energy insecurity.
- Utility Data Transactions Analysis - Analysis of data from the clients' electric and gas companies to assess changes in energy payments.
- Utility Data Usage Analysis - Analysis of data from the clients' electric and gas companies to assess changes in usage.

These data collection activities will furnish the information needed to document and assess program outcomes.

### ***Assumptions***

The first step in the evaluation process will be to assess whether the program assumptions are valid. Table 2A demonstrates the data and indicator model for the program assumptions.

**Table 2A**  
**Indicator and Data Model – Assumptions**

<b>Assumptions</b>	<b>Performance Indicator</b>	<b>Data</b>	<b>Evaluation Activity</b>
At their current income level, it is difficult for many low-income households to pay their annual energy bill without sacrificing other basic household needs.	Preprogram Client Needs Preprogram Energy Insecurity Score	Baseline interviews	Process Evaluation - Baseline Interviews
Wage income is sometimes insufficient to cover all household expenses.	Total energy burden - Gross Electric annual energy burden - Gross Gas annual energy burden - Gross	Baseline interviews	Process Evaluation - Baseline Interviews
An annual energy assistance payment helps low-income households pay their energy bills, but the amount is sometimes insufficient to meet the full need for assistance.	Total annual energy burden - Net Electric annual energy burden - Net Gas annual energy burden - Net	Baseline interviews	Process Evaluation - Baseline Interviews
Because wage income and assistance income fluctuate for many low-income households along with fluctuating energy bills, it is difficult for them to consistently pay their energy bills on time and in full.	Maximum and minimum arrearage in a year Number of months per year paid bill on time Number of months per year paid in full Have one-time assistance payments or not Have variable income or not	Baseline interviews Utility transaction records	Process Evaluation - Baseline Interviews Impact Evaluation - Utility Data Transactions Analysis
Some low-income households lack the tools and knowledge that are needed to effectively pay bills and buy goods without incurring major transaction costs.	Have checking account or not Frequency of use of payday loans Frequency of use of tax refund loans Frequency of use of rent-to-own services	Baseline interviews	Process Evaluation - Baseline Interviews

Some low-income households lack the tools and knowledge that are needed to minimize energy usage in a way that maintains the health and safety of occupants of the home.	Aware of energy reduction strategies or not Practicing energy reduction strategies or not Aware of safe usage methods or not Practicing safe usage methods or not Annual energy usage	Baseline interviews Utility usage records	Process Evaluation - Baseline Interviews Impact Evaluation - Utility Data Usage Analysis
Some low-income households lack the tools and knowledge needed to minimize other household expenses without sacrificing quality of life.	Aware of budgeting strategies or not Practicing budgeting strategies or not Aware of consumer strategies or not Practicing consumer strategies or not	Baseline interviews	Process Evaluation - Baseline Interviews

### *Activities*

The evaluation will assess the effectiveness of program activities. Table 2B demonstrates the data and indicator model for the program activities.

**Table 2B**  
**Indicator and Data Model – Activities**

<b>Activities</b>	<b>Performance Indicator</b>	<b>Data</b>	<b>Evaluation Activity</b>
Partner with other organizations to develop access to resources.	Number of partner organizations	Program materials	Process Evaluation – Document Review, Database Analysis
Contact utility companies and other agencies to identify and recruit potential clients.	Number of potential clients contacted/ Number of potential clients	Service delivery database	
Conduct intake with clients to ensure they meet targeted profile.	Number of potential clients screened/ Number of potential clients contacted		
Develop a holistic case management model focused on strategies appropriate for each client.	Number of clients enrolled/ Number of eligible clients		
Conduct workshops and trainings, following up with clients over six months	Have case management plan for client or not		

<b>Activities</b>	<b>Performance Indicator</b>	<b>Data</b>	<b>Evaluation Activity</b>
<p>Assess client need and eligibility for adult education and job programs.</p> <p>Refer eligible clients to appropriate adult education, job search, job training and job support programs.</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Adult education, job search, job training and job support program referrals given out/ clients with need and eligibility for each program</p>	Service delivery database	Process Evaluation – Database Analysis
<p>Assess client need and eligibility for other assistance programs.</p> <p>Refer eligible clients to appropriate assistance programs.</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Assistance program referrals given out/ clients with need and eligibility for each program</p>	Service delivery database	Process Evaluation – Database Analysis
<p>Assess client need and eligibility for financial programs.</p> <p>Counsel clients on savings strategies.</p> <p>Work with clients to apply for alternate energy assistance distribution method, if available</p> <p>Work with eligible clients to apply for utility budget plans (deferred payment agreements and budget billing, if possible).</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Savings counseling provided/ clients with need and eligibility</p> <p>Alternate energy assistance distribution method applications/ clients with need and eligibility</p> <p>Utility budget plan applications/ clients with need and eligibility</p>	Service delivery database	Process Evaluation – Database Analysis
<p>Assess client need and eligibility for transactions support.</p> <p>Refer eligible clients to appropriate banking programs.</p> <p>Counsel clients on the disadvantages of using payday or tax refund loans and rent-to-own services.</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Banking program referrals given out/ clients with need and eligibility</p> <p>Transactions counseling provided/ clients with need and eligibility</p>	Service delivery database	Process Evaluation – Database Analysis

Activities	Performance Indicator	Data	Evaluation Activity
<p>Assess client need and eligibility for energy usage reduction programs.</p> <p>Provide eligible clients with conservation kits and energy education.</p> <p>Work with eligible clients to apply for weatherization assistance programs.</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Number of kits provided/ clients with need and eligibility</p> <p>Energy education tutorials provided/ clients with need and eligibility</p> <p>Weatherization assistance program applications/ clients with need and eligibility</p>	Service delivery database	Process Evaluation – Database Analysis
<p>Assess client need for expense reduction support.</p> <p>Provide eligible clients with budget counseling.</p> <p>Provide eligible clients with consumer counseling.</p>	<p>Number of clients with need and eligibility/ total clients</p> <p>Budget counseling provided/ clients with need and eligibility</p> <p>Consumer counseling provided/ clients with need and eligibility</p>	Service delivery database	Process Evaluation – Database Analysis

### ***Immediate Outcomes***

The evaluation will assess whether the immediate outcomes are achieved. Table 2C demonstrates the data and indicator model for the immediate outcomes.

**Table 2C**  
**Indicator and Data Model – Immediate Outcomes**

Immediate Outcome	Performance Indicator	Data	Evaluation Activity
Clients will partake in holistic case management services focused on increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.	Clients partaking in case management / eligible clients	Service delivery database	Process Evaluation – Database Analysis

Immediate Outcome	Performance Indicator	Data	Evaluation Activity
Some clients will apply for adult education, job search, job training and job support programs.	Adult education, job search, job training and job support applications/ referrals	Service delivery database	Process Evaluation – Database Analysis
Some clients will apply for assistance programs.	Assistance support applications/ referrals	Service delivery database	Process Evaluation – Database Analysis
Some clients will become aware of savings strategies.  Some clients will enroll in an alternate energy assistance distribution method.  Some clients will enroll in utility budget plans.	Number of clients aware of savings strategies/ savings counseling provided  Alternate energy assistance distribution method enrollments/ applications  Utility budget program enrollments/applications	Service delivery database	Process Evaluation – Database Analysis
Some clients will apply for appropriate banking programs.  Some clients will become aware of the disadvantages of using of payday or tax refund loans and rent-to-own services.	Banking program applications/referrals  Number of clients aware of the disadvantages of these methods/ transactions counseling provided	Service delivery database	Process Evaluation – Database Analysis
Some clients will become aware of energy reduction strategies.  Some clients will enroll in weatherization assistance programs.	Number of clients aware of energy reduction strategies/ energy reduction tutorials provided  Weatherization assistance program enrollments/applications	Service delivery database	Process Evaluation – Database Analysis
Some clients will become aware of budgeting strategies.  Some clients will become aware of consumer strategies.	Number of clients aware of budgeting strategies/ budgeting counseling provided  Number of clients aware of consumer strategies/ consumer counseling provided	Service delivery database	Process Evaluation – Database Analysis

### ***Intermediate Outcomes***

The evaluation will assess whether the intermediate outcomes are achieved. Table 2D demonstrates the data and indicator model for the intermediate outcomes.

**Table 2D**  
**Indicator and Data Model – Intermediate Outcomes**

<b>Intermediate Outcomes</b>	<b>Performance Indicator</b>	<b>Data</b>	<b>Evaluation Activity</b>
Clients will work with case managers to adopt a strategy for increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.	Strategy adoption/ number of clients partaking in case management	Service delivery database	Process Evaluation – Database Analysis
Some clients will participate in adult education, job search, job training and job support programs.	Participation in these programs/ Number of applications for these programs	Service delivery database	Process Evaluation – Database Analysis
Some clients will participate in assistance programs.	Participation in assistance programs/ Number of applications for these programs	Service delivery database	Process Evaluation – Database Analysis
Some clients will build and maintain savings.  Some clients will participate in an alternate energy assistance program.  Some clients will participate in utility budget plans.	Number of clients with savings/ Number of clients aware of savings strategies  Participation in alternate energy assistance programs/Number of applications for these programs  Participation in utility budget programs/Number of applications for these programs	Service delivery database	Process Evaluation – Database Analysis
Some clients will participate in banking programs.  Some clients will avoid financial methods that incur transaction costs.	Participation in banking programs/Number of applications for these programs  Number of clients avoiding these methods/ number aware of the disadvantages	Service delivery database	Process Evaluation – Database Analysis

Intermediate Outcomes	Performance Indicator	Data	Evaluation Activity
Some clients will use energy reduction strategies.  Some clients will participate in weatherization service.	Number of clients using energy reduction strategies/ Number aware of energy reduction strategies  Weatherization program participations/ Weatherization program enrollments	Service delivery database	Process Evaluation – Database Analysis
Some clients will use budgeting strategies and consumer strategies.	Number of clients using budgeting strategies/ Number aware of budgeting strategies  Number of clients using consumer strategies/ Number aware of consumer strategies	Service delivery database	Process Evaluation – Database Analysis

### ***Program Impacts***

In the evaluation we will assess whether the program impacts are achieved. Table 2E demonstrates the data and indicator model for the intermediate outcomes.

**Table 2E**  
**Indicator and Data Model – Program Impacts**

Program Impact	Performance Indicator	Data	Evaluation Activity
Clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments, and enhancing the level of energy services they receive.	Post Program Client Needs Post Program Energy Insecurity Score	Follow-up interviews  Client Survey	Impact Evaluation – Follow-up Interviews, Client Survey
Some clients will obtain higher-waged employment and receive assistance with job-related expenses, increasing their net wage income.	Change in net household income for eligible clients	Follow-up interviews  Client Survey	Impact Evaluation – Follow-up Interviews, Client Survey
Some clients will increase their overall assistance level.	Change in assistance level for eligible clients	Follow-up interviews  Client Survey	Impact Evaluation – Follow-up Interviews, Client Survey



Program Impact	Performance Indicator	Data	Evaluation Activity
Some clients will level out their income and energy bills, becoming able to consistently pay their energy bills on time and in full.	Maximum and minimum arrearage in a year for eligible clients Number of months per year paid bill on time for eligible clients Number of months per year paid in full for eligible clients Have one-time assistance payments or not for eligible clients Have variable income or not for eligible clients	Follow-up interviews  Client survey  Utility transaction records	Impact Evaluation – Follow-Up Interviews, Client Survey, Utility Transaction Data Analysis
Some clients will reduce their overall transaction costs.	Have checking account or not for eligible clients Frequency of use of payday loans for eligible clients Frequency of use of tax refund loans for eligible clients Frequency of use of rent-to-own services for eligible clients	Follow-up interviews  Client survey	Impact Evaluation - Follow-up Interviews, Client Survey
Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.	Aware of energy reduction strategies or not for eligible clients Practicing energy reduction strategies or not for eligible clients Aware of safe usage methods or not for eligible clients Practicing safe usage methods or not for eligible clients Annual energy usage for eligible clients	Follow-up interviews  Client survey  Utility usage records	Impact Evaluation - Follow-up Interviews, Client Survey, Utility Data Usage Analysis
Some clients will reduce their other household expenses without sacrificing quality of life.	Aware of budgeting strategies or not for eligible clients Practicing budgeting strategies or not for eligible clients Aware of consumer strategies or not for eligible clients Practicing consumer strategies or not for eligible clients	Follow-up interviews  Client survey	Impact Evaluation - Follow-up Interviews, Client survey

## I. Process Evaluation

The Illinois REACH Project was designed to provide case management services to 500 low-income households. The purpose of the Process Evaluation is to determine the effectiveness and the efficiency of the program in delivering those services.

The Process Evaluation questions are:

- Program Referral – Do the program referral procedures identify members of the target population in sufficient numbers to meet program goals?
- Program Intake – Is the program intake system effective in screening for clients for eligibility and in prioritizing clients for service delivery?
- Service Delivery Procedures – Is the program able to deliver case management services to screened applicants? For what types of clients are there service delivery issues?
- Service Delivery Quality – What is the quality of the case management services?
- Costs – What are the costs of service delivery?

[Note: The specific Process Evaluation indicators are listed in the previous section in the indicator and data models.]

The Process Evaluation research activities will include:

- *Administrative Interviews:* APPRISE will conduct administrative interviews with the key members of the project team. The purpose of these interviews is to document program operations, to assess whether program procedures are working effectively and to identify any barriers to implementation.
- *Document Review:* APPRISE will review all intake forms, brochures, flyers, workshop materials and kits used in the program. The purpose of this review is to understand the type of information exchanged with clients.
- *Database Analysis:* APPRISE will review service delivery statistics from case management files. The purpose of this review is to understand how case management is delivered to clients.
- *In-Depth Client Interviews:* APPRISE will conduct in-depth client interviews to develop a better understand of the need for the program, the way in which the program is affecting clients, and the satisfaction of clients with the program.

- *Baseline Interviews:* CEDA and IVEDC will conduct interviews with clients during intake to assess needs and energy insecurity. This data will be compared to follow-up interviews conducted at the end of the program.

These research activities will give the evaluation team a good understanding of the program operations, help to identify barriers to program implementation, and facilitate the identification of alternatives for program enhancement.

## **A. Administrative Interviews**

Interviews with all of the key members of the project team will be conducted to assess what procedures are being followed, whether the procedures are working effectively, and to identify any barriers to implementation. An administrative interview protocol will be developed, and the interviews will be conducted via telephone.

The individuals interviewed are expected to include:

- **HFS Manager** – The manager at HFS with overall responsibility for the program, and who will make use of the REACH evaluation findings to make policy decisions.
- **CBO Managers and Staff** – The managers at the community-based organizations that are delivering the program and the staff who are directly responsible for service delivery.
- **Energy Suppliers** – The managers at the energy suppliers who will be working with the CBOs in program implementation, as well as other managers who work with low-income households.

The general topics to be covered through the interviews include:

- **Program Goals** – What is the organization's understanding of the program goals?
- **Program Design** – What is the organization's understanding of the program design and what part does the organization play in delivering the program?
- **Program Operations** – How has the program been implemented in the organization?
- **Program Effectiveness** – In what ways is the program achieving its expected goals through the original design? In what ways is the program achieving its expected goals through a revised design? In what ways is the program failing to achieve its goals?
- **Evaluation Resources** – What data and/or statistics are available to the evaluation team that would facilitate analysis of the program? Are there any barriers to obtaining data required for the evaluation?

- Program Costs – What are the costs of service delivery per client served? How would this translate into costs for a statewide program?
- Program Recommendations – What recommendations does the organization have for modifying the program to improve operations, reduces costs, or increase effectiveness?

### **Timeline**

Administrative interviews will be conducted via telephone in July and August of 2007.

### **Staff**

Meredith Reitman will be responsible for writing the interview questions, conducting the interviews and writing up the interview summaries.

## ***B. Document Review***

The service delivery agencies produce a variety of documents to recruit, track and train clients. The evaluation team will gather these documents to understand program operations. These documents will include:

- Brochures and Flyers - Service providers use these documents to recruit clients into the program, including them in mailings or handing them out in person.
- Intake and Follow-up Forms - Service providers use these forms to characterize and track clients as they progress through the program.
- Educational Materials - Service providers counsel clients on a variety of topics, including budgeting and energy conservation. These materials are used in one-on-one or group workshops as part of the program.

### **Timeline**

The document review will be conducted in July and August of 2007.

### **Staff**

Meredith Reitman will review the program documents.

## ***C. Database Analysis***

The service delivery agencies keep track of the types of clients they work with, the services they receive and whether or not clients follow up with these services. The evaluation team will obtain information from the agencies and will prepare program operation statistics. The type of statistics prepared will include:

- Program Production – The number of clients completing intake, the number of follow-up contacts made with clients.
- Client Demographics – Statistics that demonstrate the type of households that are receiving services under the program.
- Service Delivery – Statistics on the specific services delivered to clients in the program, including training, referrals, applications, enrollments and participation.

### **Timeline**

The initial database analysis will be conducted in the Fall of 2007. This will give REACH program managers an assessment of the program performance during the second program year.

### **Staff**

Meredith Reitman will conduct the database analysis.

## ***D. In-Depth Client Interviews***

The evaluation team will conduct in-depth interviews with a small sample of clients. The information developed through the in-depth interviews will include the following.

- Needs – What are the needs of the client? What are the primary sources of difficulty that they face in paying their energy bills and maintaining energy service? How did the existing energy assistance programs and procedures work and/or fail to work to help clients address their needs?
- Opportunities – What is the client hoping to achieve by participating in the program? What are his/her goals? To what extent does the client feel that the program will be successful in helping him/her to achieve those goals?
- Issues – What are the challenges of participating in the program? What barriers has the client experienced during participating? What are potential solutions to address these barriers?

The in-depth interviews will furnish guidance to the development of the survey instruments for the impact evaluation.

### **Timeline**

This research task will be conducted in the Fall of 2007.

### **Staff**

Meredith Reitman will conduct the in-depth interviews.

### ***E. Baseline Interviews***

The service delivery agencies gather key information on the clients that complete the intake process. This information helps provide a baseline against which the evaluation team can compare follow-up interviews at the end of the program.

These baseline interviews include:

- Client Needs – Documentation of the issues facing the client at intake, including financial information, health concerns and any other relevant resources and limitations.
- Energy Insecurity - Documentation of client's level of energy affordability and any consequences resulting from that situation. The Energy Insecurity Scale rates clients' circumstances as anywhere between thriving and in crisis.

#### **Timeline**

These interviews will be conducted by CEDA and IVEDC at intake during the second year of the program (Fall 2007 - Summer 2008).

#### **Staff**

Meredith Reitman will compile statistics from the baseline interviews at the end of the second program year, in the Fall of 2008.

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### III. Impact Evaluation

During this phase of the research, APPRISE staff will collect and analyze the data needed to assess the impact of the program on participating clients.

The Impact Evaluation questions are:

- Program Impacts on Clients – How does the program directly affect clients? Does it increase their financial resources? Does it give them more control over energy usage? Does it prepare them to work more proactively with energy suppliers? How did it change their need for energy assistance services?
- Program Usage Impacts – Did the program help clients to reduce their energy usage? What types of usage impacts were observed?
- Client Payments, Arrearages, and Shutoffs – How did the program affect client payments? Did clients decrease program arrearages, collection actions, and shutoffs?

[Note: The specific Impact Evaluation indicators are listed in the previous section in the indicator and data models.]

The Impact Evaluation research activities will include:

- *Client Survey:* APPRISE will conduct telephone interviews with program participants to assess the impact of the program on client well-being and energy affordability and assess the client's perception of the program's value.
- *Follow-Up Interviews:* CEDA and IVEDC will conduct interviews with clients at program completion or a year after intake to assess needs and energy insecurity. This data will be compared to baseline interviews conducted at intake.
- *Utility Data Transactions Analysis:* APPRISE will collect transactions data and conduct an analysis of the change in payments associated with the program.
- *Utility Data Usage Analysis:* APPRISE will collect usage data and conduct an analysis of the change in usage associated with the program.

These research activities will allow the evaluation team to measure the impacts of the program and to make recommendations regarding the long-term potential for the program to deliver the targeted outcomes.

## **A. Client Surveys**

Client surveys will be an important aspect of the evaluation research to develop a complete understanding of how the program affected clients. Specifically, the survey will gather data on:

- *Program experiences:* What were the client experiences under the program, including program intake, program follow-up, and other service delivery received as a result of the program? What were the client's perceptions of the value of the program?
- *Resource management:* What specific changes did the client experience in the level of resources available to meet basic needs, including additional income or support, more consistent income and payments, reduced work expenses, transaction costs and other expenses?
- *Energy usage:* What specific actions did the client take to reduce energy usage? What were the client's perceptions of the effectiveness of those actions?
- *Experiences with energy suppliers:* What were the client's experiences with energy suppliers in addressing any payment problems that occurred since participating in the program? How did that compare to experiences prior to program participation?

We will conduct 15-minute telephone interviews with 100 customers who received program services.

### **Timeline**

The client surveys will be conducted at the end of the second year of the program, in the Fall of 2008.

### **Staff**

Meredith Reitman will be responsible for managing the client surveys.

## **B. Follow-Up Interviews**

The service delivery agencies gather key information on the clients after they complete the program or a year after intake, whichever is sooner. This information is then compared to the baseline data gathered at intake.

These follow-up interviews include:

- **Client Needs** – Documentation of the issues facing the client at intake, including financial information, health concerns and any other relevant resources and limitations.



- Energy Insecurity - Documentation of client's level of energy affordability and any consequences resulting from that situation. The Energy Insecurity Scale rates clients' circumstances as anywhere between thriving and in crisis.

### **Timeline**

These interviews will be conducted by CEDA and IVEDC at clients' program completion or a year following intake, whichever is soonest (Spring 2008 - Winter 2009).

### **Staff**

Meredith Reitman will compile statistics from the follow-up interviews at the end of the second program year, in the Winter of 2008-2009.

## ***C. Utility Data Transactions Analysis***

In this task, the evaluation team will collect and analyze data on client financial transactions. The data needed from the energy suppliers and clients will include: a transaction history for the amount a client was charged for services and the amount a client paid for services during the period at least one year prior to and after service delivery, a collections history that shows the client's collection status for a year prior to and a year after service delivery, and a shutoff status that shows any service disruptions during the year prior to and the year following service delivery. The analysis will assess:

- Payment Patterns – The change in payment patterns from the year prior to program participation to the year after program participation, including the number, amount and consistency of payments, the level of arrears accrued throughout the year, and whether or not the client is enrolled in a deferred payment agreement.
- Collections Status – The change in collections status from the year prior to program participation to the year after program participation, including the number of shutoff notices and field visits.
- Shutoff Status – The change in shutoff status from the year prior to program participation to the year after program participation, including the number of shutoffs and the length of time clients were in shutoff status.

The transaction analysis should be conducted for the participating clients and for a control group of clients that were not enrolled in the program. APPRISE will investigate whether the LIHEAP Evaluation Data can be used for this purpose, but currently this comparison will not fit within budgeted resources.

### **Timeline**

Baseline data will be gathered October 2007 through January 2008 (for September through December activity). Follow-up data will be gathered October 2008 through January 2009 (for September through December activity). The analysis will be conducted January through March 2009.

#### **Staff**

Meredith Reitman will submit the data requests to the energy suppliers. Erin Merrill will prepare the data analysis and data tables.

### ***D. Utility Data Usage Analysis***

In this task, the evaluation team will collect and analyze data on client energy usage. The data needed from the energy suppliers and weatherization agencies will include: a usage history for the client account for the period at least one year prior to and after service delivery, as well as information from any weatherization agency that delivered services to a client. The analysis will assess:

- Usage Patterns – The weather-normalized change in usage from the year prior to program participation to the year after program participation.
- Measure Estimates – An attribution of the change in usage to the delivery of certain weatherization measures.

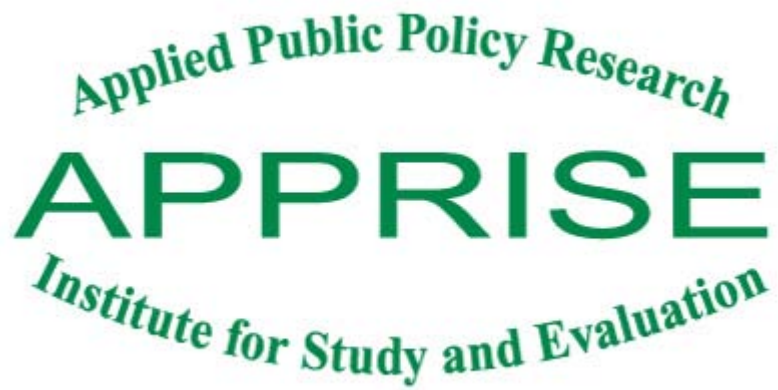
The analysis should be conducted for the participating clients and for a control group of clients that were not enrolled in the program. APPRISE will investigate whether the LIHEAP Evaluation Data can be used for this purpose, but currently this comparison will not fit within budgeted resources.

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#### **Staff**

Meredith Reitman will submit the data requests to the energy suppliers. Erin Merrill will prepare the data analysis and data tables.



# The Illinois REACH Project

## Process Evaluation: Program Year One Final Report

Prepared for the Illinois Department of Healthcare and Family Services

July 2008

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## Executive Summary

The Illinois Department of Healthcare and Family Services (HFS), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and the Illinois Valley Economic Development Corporation (IVEDC), received a federal Residential Energy Assistance Challenge Program (REACH) grant to conduct a demonstration project with the goal of reducing home energy service disruptions for LIHEAP recipient households. The purpose of the Process Evaluation was to assess the effectiveness of the program implementation during the first program year and to make recommendations for program improvements for program years two and three.

### *Introduction*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois REACH Project aims to reduce the vulnerability of low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household.

APPRISE conducted a Process Evaluation to assess the program performance during the first program year (October 2006 to September 2007). The evaluation activities included:

- *Administrative Interviews*
- *Document Review*
- *Analysis of Program Statistics*

The purpose of this report is to disseminate the findings from the Process Evaluation.

### *Illinois REACH Project*

HFS is concerned about the ability of LIHEAP recipient households to maintain energy services throughout the year. At the start of the 2005-2006 heating season, more than 35,000 low-income LIHEAP recipients were without service at the time that they received benefits. Analysis of data from LIHEAP.Net demonstrates that many of those same households faced the same problem a year earlier. It appears that many households are only able to obtain energy services using their LIHEAP grant and are only able to maintain their energy service through the end of the winter shutoff moratorium.

HFS partnered with IVEDC and CEDA on this REACH Project to deliver case management services to targeted households. The goals of the program are to increase a client's ability to maintain energy service with a holistic case management model that attempts to:

- Increase income for clients by enhancing income from employment and/or by accessing untapped sources of public assistance.
- Reduce energy expenses for clients by furnishing energy education and by helping them take advantage of services available through weatherization and utility programs.
- Improve financial skills of clients to help them better manage the money that they have and to reduce the expenses of financial transactions.

To implement the REACH Project, each agency hired staff, designed program services that were consistent with their service delivery context, and recruited clients.

### *Evaluation Findings*

During the first year of the program, APPRISE conducted interviews with project staff, reviewed program documents, and conducted an analysis of program statistics. Our research found that the staff had done an effective job in program implementation and was effective in delivering services to clients. Key findings included:

- Administration – All of the necessary administrative matters were completed in a timely way. The program needed to develop a more systematic way of capturing data on program accomplishments. [Note: State program managers implemented a quarterly reporting system to address this concern.]
- Program Recruitment – The agency staff had done a good job in developing program outreach procedures. The slow rate of initial recruitment for the program seems to be mainly due to the timing of program start-up.
- Service Delivery – Each agency had designed a set of service delivery procedures that was appropriate in the context of their service delivery territory. Both agencies need to continue to work to develop more systematic follow-up procedures to ensure that clients are successful in the long run. [Note: APPRISE worked with CEDA and IVEDC to develop service delivery tracking forms to improve this aspect of the program.]
- Targeting – The program is clearly targeting the households who have the greatest need for services. However, it is not clear that the services being delivered are sufficient to meet the needs of this target population.
- Data for Assessment – The program is not capturing all of the data that will be needed to assess program outcomes. [Note: APPRISE worked with CEDA and IVEDC to develop data tracking forms that collect all of the information needed for the evaluation.]

The Process Evaluation found that the Illinois REACH Project had made a good start, but needs to continue to develop procedures and protocols that will help to build a successful service delivery model for energy case management.

## *Next Steps*

The second program year was designated to start with the new LIHEAP season in September 2007. With the new program year, two important changes were made in the REACH Project.

- ***Targeting*** – In program year two, caseworkers are allowed to enroll some clients with incomes above 100% of the poverty level. In that way, they can compare the effectiveness of case management services for different segments of the population.
- ***Data Tracking Forms*** – In program year two, caseworkers will begin completing baseline data forms that capture information on the client status at the time of enrollment and data tracking forms that show the different services and referrals that were made and their status.
- ***Administrative Reports*** – In program year two, state managers will establish new administrative reporting procedures.

During program year two, the REACH caseworkers will have the opportunity to see the result of working with clients and can continue to develop procedures that will serve as an effective program model for future energy case management programs.

## I. Introduction

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois Department of Healthcare and Family Services (HFS), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC), procured funding from the federal Residential Energy Assistance Challenge Program (REACH) for the Illinois REACH Project. The purpose of this report is to present the process evaluation findings and suggest program modification alternatives.

### A. *Illinois REACH Project*

The Project aims to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, the Project provides a holistic case management model focused on strategies appropriate for each individual household.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance. Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

This REACH project targets those LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections. It especially targets those with incomes between 0% and 100% of the poverty level, and those that are in crisis with respect to their energy insecurity. The project operates in Cook County, which includes Chicago, and Calhoun, Greene, Jersey and Macoupin Counties in Central-Southern Illinois.

To reduce the vulnerability of low-income families to the loss of energy service, two agencies will provide 500 low-income households with intensive case management services over the course of the three-year pilot program. These case management services will include referrals, counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.



## ***B. Process Evaluation***

This report presents the findings from the first year of the Process Evaluation of the Illinois REACH Project. This report also outlines potential program modification alternatives. During this time period, the following evaluation activities were undertaken.

- *Administrative Interviews:* APPRISE conducted administrative interviews with the key members of the project team. The purpose of these interviews was to document program operations, to assess whether program procedures were working effectively and to identify any barriers to implementation.
- *Document Review:* APPRISE reviewed the variety of documents that the service delivery agencies use to recruit, track and train clients. The purpose of this review was to understand program outreach, intake and education operations.
- *Analysis of Program Statistics:* APPRISE reviewed the program statistics, including the types of clients served, the services they receive, and whether or not clients follow up with these services.

These research activities gave the evaluation team a good understanding of the program operations. They helped the team identify barriers to program implementation, and alternatives for program enhancement.

[Note: The original Process Evaluation plan called for in-depth interviews with clients and for review of the baseline energy insecurity data collected by agencies. However, the findings from the Administrative Interviews and Database Analysis suggested that program revisions were needed, so it was determined that in-depth client interviews should be delayed. Further, the agencies did not collect baseline data during the first program year. Those activities will be conducted as part of the Year Two Process Evaluation.]

## ***C. Organization of Report***

Three sections follow this introduction.

- Section II – Illinois REACH Project
- Section III – Evaluation Activities and Findings
- Section IV – Program Accomplishments and Program Modification Alternatives

APPRISE prepared this report under contract to the Illinois Department of Healthcare and Family Services. Staff from HFS, CEDA, and IVEDC facilitated this report by furnishing program data and information to APPRISE. Any errors or omissions in this report are the responsibility of APPRISE. The statements, findings, conclusions, and recommendations are solely those of the analysts from APPRISE and do not necessarily reflect the views of HFS.

## II. Illinois REACH Project

HFS has a comprehensive statewide LIHEAP database – LIHEAP.Net. The availability of this database allowed HFS to look at those LIHEAP recipients who appeared to be in the greatest distress – those who needed LIHEAP to restore their energy service. Using this database, they found that many LIHEAP-recipient households are only able to restore their gas service using LIHEAP grants and are only able to maintain that service through the end of the winter shutoff moratorium. The focus of the Illinois REACH project is to find a way to increase the share of those households that can maintain their energy service throughout the year.

### A. *Need for Services*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Project aims to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, the Project provides a holistic case management model focused on strategies appropriate for each individual household. The ultimate goal for this REACH project is to reduce home energy service disconnections, which often contribute to and lead to homelessness.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance. Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

This REACH project targets those LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections. It especially targets those with incomes between 0% and 100% of the poverty level, and those that are in crisis with respect to their energy insecurity.

The project operates in Cook County, which includes Chicago, and Calhoun, Greene, Jersey and Macoupin Counties in Central-Southern Illinois. Cook County has a large concentration of low-income households, with over 15% of the household population having incomes less than the federal poverty level (2004 American Community Survey). Unemployment is also high, at a rate of 6.5%, compared with 5.7% for the state and 5.1% for the nation. The rural counties of Calhoun, Greene, Jersey and Macoupin contain 15,793 residents with incomes below 150% of the poverty level (2000 Census) and report unemployment rates above the national percentage (6.0%, 5.4%, 5.3%, and 5.7% respectively).

To reduce the vulnerability of low-income families to the loss of energy service, two agencies will provide 500 low-income households with intensive case management services over the course of the three-year pilot program. These case management services will include referrals, counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.

## ***B. Program Goals***

The Illinois REACH Project will address the vulnerability of the low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household. This model will include the following activities:

- Assessing client eligibility for adult education and job programs and working with clients to obtain higher-waged employment and decrease job expenses.
- Assessing client eligibility for other assistance programs and working with clients to obtain additional sources of income
- Assessing client need for financial programs and working with clients to develop management tools for leveling out income and energy bills
- Assessing client need for transactions assistance and training and working with clients to obtain tools and develop strategies that minimize the cost of transactions
- Assessing client need for energy usage reduction programs and working with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client
- Assessing client need for expense reduction assistance and working with clients to identify expense reduction strategies that are most effective for each client.

The overall expected outcome of this project is that clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments and enhancing the level of energy services they receive. This overall outcome includes several specific outcomes:

- Some clients will increase their net household income.
- Some clients will increase their overall assistance level.
- Some clients will be able to more consistently pay their energy bills on time and in full, avoiding disconnection.
- Some clients will reduce their transaction costs.

- Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.
- Some clients will reduce their other household expenses.

To achieve these goals, two agencies will serve a total of 500 low-income households with case management services over the course of the three-year pilot program.

## ***C. Program Design and Implementation***

### **1. Program Administration**

The REACH Grant that funds the Illinois REACH Project is overseen by the Low-Income Home Energy Assistance Program (LIHEAP), within the Illinois Department of Healthcare and Family Services (HFS). The Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC) deliver the program, with assistance from local utilities. These utilities include Nicor Gas, Peoples Gas and ComEd in Cook County and Ameren in Calhoun, Green, Jersey and Macoupin Counties.

#### ***a) Oversight Agencies***

The LIHEAP Program Manager, along with members of the project team, wrote the REACH grant proposal, and the grant money flows from the federal government through HHS to LIHEAP. The LIHEAP office distributes the funds directly to the state staff involved with the project, who then distribute the rest to the evaluation team and the two provider agencies as they incur program costs. The LIHEAP office sets program policy, and monitors program progress through review meetings.

#### ***b) Provider Agencies***

Two providers, CEDA and IVEDC, are responsible for providing services under the Illinois REACH Project. CEDA's REACH staff includes part of the time of the LIHEAP Quality Assurance Manager and three full time case managers, one of whom acts as Project Coordinator, splitting her time between case management, data management and oversight. IVEDC's REACH staff is all part time on the project, including an Assistant Project Director and three case managers, one of whom acts as the REACH coordinator and splits her time between case management, data management and oversight. The steps involved in the process of providing services include:

##### **1. Program Administration and Finance**

- Managing work and cost data
- Submitting invoices to the State

## 2. Outreach and Intake

- Conducting mass mailings from utility- or state-generated lists
- Recruiting from in-house programs and other local agencies
- Determining program eligibility applicants
- Negotiating billing plan with utility
- Explaining program and filling out forms
- Suggesting referrals
- Scheduling next appointment
- Conducting home assessment visits

## 3. Service Delivery

- Following up on bill payment success or failure
- Following up on referrals
- Conducting energy education one-on-one or in workshops
- Conducting budgeting education one-on-one or in workshops
- Conducting other types of education (job training, assistance, transactions costs) one-on-one or in workshops
- Delivering conservation kits
- Regular follow-up with clients until they achieve program completion

The Department of Healthcare and Family Services developed a general project budget that included all costs for service delivery and program management. This budget is allocated between the two provider agencies. Table II-1 displays the provider budgets that were included in the REACH grant proposal. Table II-2 displays the enrollment goals for each provider agency.

**Table II-1**  
**Provider Budgets**

Budget Item	CEDA	IVEDC
Personnel	\$331,200	\$99,000
Fringe Benefits	\$93,600	\$32,400
Travel	\$10,800	\$6,000
Supplies	\$32,400	\$1,200
Other	\$100,000	\$41,400
Indirect Charges	\$152,000	\$0
Total	\$720,000	\$180,000

\*\* Total combined provider budget: \$900,000

**Table II-2  
Provider Enrollments**

	CEDA	IVEDC
Annual Goal	120	45
Program Goal	360	140

\*\* Total combined provider enrollments: 500

## 2. Recruitment and Enrollment

The provider agencies conduct outreach by sending mass mailings to those on lists generated by the state or utilities. They follow these mailings with phone calls. Agencies also recruit from in-house programs and other allied programs, such as the Chicago Housing Authority's Re-Start Program. Once the agency has received the referral, they confirm that the potential client is eligible for the program. Participation in the REACH Project requires that a household has one of the following characteristics:

- An income below 100% of the federal poverty level\*
- A history of inconsistent payment or disconnections
- A high level of energy insecurity

\*IVEDC requires that the household have a nonzero income in order to be eligible for a budget billing arrangement with Ameren.

The agency checks the State database to see if the potential client has ever received benefits from the Illinois Low-Income Home Energy Assistance Program (LIHEAP). If they have received LIHEAP benefits in the last year, they are automatically income-qualified for the Illinois REACH Project. If the potential client has never received LIHEAP benefits, the agency must collect income verification documents during the intake appointment. Other program requirements, such as energy insecurity and a history of inconsistent payments, are also verified either directly with the appropriate utility or during the intake appointment. Once the client is determined to be eligible for the program, the agency begins going through a series of explanations and forms.

At CEDA, they do the following:

- Explain the program
- Fill out the REACH Master Meeting Report, which includes demographic information, referral options and an action list
- Fill out the Monthly Income and Expense Worksheet
- Hand out the Energy Checklist
- Set up next meeting
- (After the appointment) Contact the utility to arrange a deferred payment plan

At IVEDC, they do the following:

- (Before the appointment) Contact the utility to arrange a budget billing plan
- Explain the program
- Fill out LIHEAP application
- Fill out consent forms
- Fill out CSBG intake form, which includes demographic information
- Fill out Monthly Household Budget Worksheet
- Fill out 90-day Income Worksheet
- Fill out Family and Community Development Questionnaire
- Fill out documentation request if necessary, write up case notes
- Suggest referrals, if any

### **3. Service Delivery**

The two provider agencies conduct case management of REACH clients in somewhat different ways. CEDA focuses on one-on-one meetings, while IVEDC has a structured sequence of workshops.

At CEDA, they do the following:

- Fill out the REACH Monthly Meeting Report, which includes follow-up on referrals and the action list
- Review Energy Checklist
- Conduct energy education through use of Keep Warm Illinois tutorial
- Hand out conservation kit, including:
  - 11 CFLs
  - 17' foam weather seal,
  - 30' rope caulk
  - A window seal kit for five 3x5 windows
- Conduct financial education through use of Money Smart tutorial

At IVEDC, they do the following:

- Conduct phone follow-up of clients
- Run three workshops, one held each month throughout the four counties, on:
  - Energy Conservation
  - Budgeting
  - Job Readiness

Completion of the program occurs when participants have maintained regular payments over a period of six months, and in the case of IVEDC, have attended all three workshops. For those participants who are not able to become current on their bills, agencies provide supplemental service delivery focused on finding more effective bill payment strategies. Client data is kept in the central office and also with individual case managers, in electronic form at CEDA and in paper form at IVEDC.

### III. Evaluation Activities and Findings

During the first year of the program, APPRISE conducted interviews with provider agency staff, reviewed program documents, and conducted an analysis of program statistics. This section of the report describes the evaluation activities conducted during the Illinois REACH Project Process Evaluation and the findings from these evaluation activities.

#### *A. Research Strategy*

APPRISE conducted administrative interviews with administrative and technical staff at HFS, CEDA, IVEDC, Nicor Gas, Peoples Gas, ComEd, and Ameren. These interviews focused on program implementation and program operations. As part of these interviews, APPRISE collected program statistics and program materials. APPRISE reviewed the program statistics to assess the extent to which program production goals were being met. APPRISE reviewed the program materials to develop a better understanding of the approach used for service delivery. In addition, APPRISE examined the program forms and data files to assess the potential for using these data for the Impact Evaluation

#### *B. Evaluation Findings – Program Administration*

Three program informants furnished information on REACH Program Administration – the HFS project manager, the CEDA project manager, and the IVEDC project manager. These interviews demonstrated the challenges associated with implementing a pilot program. The key findings are:

- Contracting – HFS partnered with CEDA and IVEDC for this demonstration program because these are two experienced service delivery agencies. Contractual procedures have been completed to the satisfaction of all parties.
- Reporting – CEDA and IVEDC have periodic conference calls with HFS regarding the program accomplishments. At the time of the Administrative Interviews (July 2007), there was not a systematic procedure for furnishing information on accomplishments.
- Staffing – Prior REACH evaluations have found that it is important for project managers to dedicate staff to REACH to ensure that the REACH project gets the full attention of the project staff. However, the skills needed to implement the Illinois REACH project are considerable and it is challenging to identify staff with the required skills.
  - IVEDC has a very large service territory. As a result, they needed to assign REACH as a part-time responsibility for a number of staff, with one half-time coordinator and several part-time service delivery staff. That may not be the



ideal model. However, with the small program budget and the large service territory, that is what was required.

- CEDA hired new staff for the project. However, since it is difficult to hire staff with the required skills, they were not able to get the program operating until early 2007. While the slow start may be challenging for meeting year one program goals, the dedicated staffing is important for the long term success of the project.
- Program Data – There is no centralized program database that can furnish information on the project. The LIHEAP program has a statewide database – LIHEAP.net. However, that database has not been used to support the REACH project.

In general, this REACH Project has been successfully implemented. While challenges exist, all the requisite procedures are in place for identifying and resolving these problems.

### *C. Evaluation Findings – Program Recruitment*

All program informants furnished information on REACH Program Recruitment – the HFS project manager, the agency project managers, the agency project coordinators, and the agency staff. The key findings are:

- Timing – Both CEDA and IVEDC started their recruitment at the beginning of 2007. Because of the moratorium, the program had a difficult time getting interest from clients, since service termination was not imminent. However, at the same time, those households that were interested might present better long term potential.
- Partnerships – The REACH staff have partnered with other staff in their agency, the local utilities, and other agencies to identify clients in need of these services. There are challenges with each recruitment path.
  - Utility Lists – The utilities furnish a list of low-income customers who are behind in their bills. Caseworkers report some success in reaching out to clients who respond to mailings.
  - Other Agencies – The REACH caseworkers find that staff in other agencies are busy with their own programs and may not have time to investigate whether their clients have need for energy services.
  - Other Staff – At IVEDC, the caseworkers spend only part of their time on REACH. So, they can identify promising candidates when they implement other programs. At CEDA, the caseworkers have to establish a presence in targeted neighborhood centers to be able to identify referrals. Some of the neighborhood centers feel that they are already delivering case management

services using other resources. So, one important step for the CEDA caseworkers was to establish legitimacy within the organization.

- Incentives – Low-income households are faced with daily challenges to just meet their basic needs. Caseworkers felt that it was important to be able to offer the clients some financial incentive for program participation to help get the client interested in the longer term program benefits.

#### *D. Evaluation Findings – Service Delivery*

All program informants furnished information on REACH Program Service Delivery – the HFS project manager, the agency project managers, the agency project coordinators, and the agency staff. The key findings are:

- Service Delivery Mode – Each service delivery agency delivers the program in a way that works in their service territory. In general, it appears that the service delivery approach has the potential to be successful.
  - IVEDC - After the intake interview, IVEDC delivers the program through group workshops. In a rural area, the workshop model leverages the time of the case manager. It appears that clients have the ability to get to the workshops. After the client has completed the three workshops, the case managers are expected to check in with the clients to see if they are being successful in paying their energy bills.
  - CEDA – After the intake interview, CEDA delivers the program through individual meetings with the clients. They meet with clients in public spaces (e.g., local library), furnish one-on-one training, and then follow-up on the progress made by each individual.
- Follow-Up Consistency – It is challenging to deliver case management services. A case manager must develop a good understanding of the needs of the client, identify potential solutions for the client, and follow up with the client to help them address any barriers that they encounter. The intake meeting seemed reasonably effective in identifying client needs. The workshops and one-on-one meetings could reasonably be expected to help the client identify solutions. However, we did not see any automated procedure to support term follow-up by the case managers. The agencies did not develop a database to support the case managers. In the short run, with a small caseload, the caseworkers can be effective with the available tools. However, with larger caseloads we are concerned about follow-up.

To help case managers ensure that each client received the appropriate follow-up, APPRISE worked with the agencies to develop a Case Management Form that identifies what services are needed by clients, what services clients are eligible to receive, what services client apply for, and what services clients actually receive.

### ***E. Evaluation Findings – Targeting***

All program informants furnished information on REACH Program Targeting – the HFS project manager, the agency project managers, the agency project coordinators, and the agency staff. The current target for the Illinois REACH Project is the lowest income households (0% to 100% of poverty) who have a history of payment problems. The challenge identified by all parties is that, to the extent that individuals in this group are in crisis (i.e., have no way to pay their current energy bill) the REACH Project is not equipped with the tools necessary to resolve the crisis. The REACH incentive encourages the client to attend the workshops and the one-on-one meetings. However, if the program cannot resolve their crisis, they will have to go elsewhere. The agency project managers recommended that the project needs to do two things to be more successful:

- Crisis Tools – When a caseworker identifies a household in immediate need of assistance, they need some tools that will help them to resolve that crisis.
- Targeting – When a caseworker identifies an individual who is interested in the program, but whose income is higher than the target (above 100% of poverty) they should be allowed to enroll them and work with them to resolve problems.

In the short run, HFS could only deal with the targeting issue. However, over the longer run, HFS hopes to implement a PIPP that will address the needs of households in crisis.

### ***F. Evaluation Findings – Data for Research and Assessment***

As part of the Administrative Interviews, we examined the forms and procedures used by the caseworkers. The case managers collect a lot of information that is needed to enroll the client in the agency's programs and to gather information on what services the client needs. However, the forms did not collect the information in a way that would allow the researchers to characterize the status of households when they entered the program, to document the services that were delivered to the client, and to assess the change in status for the client. To ensure that the required information was available for the evaluation, APPRISE worked with CEDA and IVEDC to develop data tracking forms that would be implemented with the clients that were going to be the target for analysis.

### ***G. Evaluation Findings – Summary***

Our research found that the Illinois REACH Project had been successfully implemented. The resources all were in place to deliver services; clients had been recruited, services were being delivered, and the agency staff had a good understanding of how to do their jobs.

- Administration – All of the necessary administrative matters were completed in a timely way. The program needed to develop a more systematic way of capturing data on program accomplishments.

- Program Recruitment – The agency staff had done a good job in developing program outreach procedures. The slow rate of initial recruitment for the program seems to be mainly due to the timing of program start-up.
- Service Delivery – Each agency had designed a set of service delivery procedures that was appropriate in the context of their service delivery territory. Both agencies need to continue to work to develop more systematic follow-up procedures to ensure that clients are successful in the long run.
- Targeting – The program is clearly targeting the households who have the greatest need for services. However, it is not clear that the services being delivered are sufficient to meet the needs of this target population.
- Data for Assessment – The program is not capturing all of the data that will be needed to assess program outcomes. The new forms will ensure that the necessary data are collected.

The Process Evaluation found that the Illinois REACH Project had made a good start, but needs to continue to develop procedures and protocols that will help to build a successful service delivery model for energy case management. APPRISE worked with CEDA and IVEDC to develop additional information tracking forms. CEDA and IVEDC made commitments to use these forms and ensure that the data will be available for the evaluation.

## IV. Program Accomplishments and Next Steps

This section highlights program accomplishments from the first year of the program, as well as major areas where evaluation findings indicated the potential need to consider changes to the program. Possible modification alternatives are presented for discussion in each issue area.

### *A. Program Accomplishments*

There have been significant accomplishments in the design and implementation of the Illinois REACH Project in the first year of operation. Some of the key accomplishments over the first year have been:

- ***Program Administration***

HFS, CEDA, and IVEDC worked effectively to set up program administration procedures. The agencies are under contract to deliver services. The agencies worked effectively to put staff in place to deliver the program services. The program manager and the agency staff communicate regularly on the status of the project.

- ***Case Managers***

Case managers are the key to program success, and they are working hard to effectively carry out the mission of the program. All case managers working on the REACH project are highly qualified and trained specialists. IVEDC case managers have all received Family and Community Development certification, and CEDA's staff all have a background in case management. Coordinators and case managers are also highly dedicated to the program and its goals, believing in the power of case management to improve lives and willing to work hard to achieve that objective despite setbacks.

This dedication results in close connections with clients. Case managers are able to talk to clients about sensitive issues and as well as just provide an ear for daily ups and downs. This connection means the client and case manager can build up a system of trust, improving the effectiveness of service delivery as suggestions and concerns are taken more seriously on both sides. The system of trust needs to be protected; any changes to the program should always take into account how they will affect the relationship between client and case manager.

- ***Services***

The agencies have designed services that should be effective in helping clients to improve their ability to pay their energy bills. They deliver services that should help clients increase their income, reduce their energy bills, reduce the costs of financial transactions, and improve their money management skills.

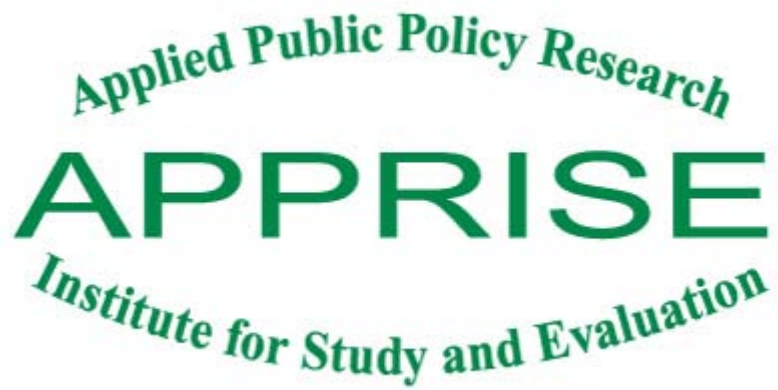
## ***B. Next Steps***

The second program year was designated to start with the new LIHEAP season in September 2007. At that time, REACH caseworkers would have the opportunity to identify new LIHEAP applicants that met the REACH profile and to work with them in the context of their LIHEAP grant to begin to resolve energy payment problems. It is expected that this focus will address any lingering program recruitment issues. In addition, after the client receives a LIHEAP grant, the caseworker can work with the client to further reduce arrearages by ensuring that the client makes payments throughout the fall and winter.

With the new program year, three important changes were made in the REACH Project.

- ***Targeting*** – In program year two, caseworkers are allowed to enroll some clients with incomes above 100% of the poverty level. In that way, they can compare the effectiveness of case management services for different segments of the population.
- ***Data Tracking Forms*** – In program year two, caseworkers will begin completing baseline data forms that capture information on the client status at the time of enrollment and data tracking forms that show the different services and referrals that were made and their status.
- ***Administrative Reports*** – In program year two, state program managers will establish new administrative reporting procedures to facilitate systematic reporting from the service delivery agencies to the state.

During program year two, the REACH caseworkers will have the opportunity to see the result of working with clients and can continue to develop procedures that will serve as an effective program model for future energy case management programs.



# The Illinois REACH Project

## Process Evaluation for Program Years Two and Three Final Report

Prepared for the Illinois Department of Commerce and Economic  
Opportunity

March 2010

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## Executive Summary

The Illinois Department of Commerce and Economic Opportunity (DCEO), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and the Illinois Valley Economic Development Corporation (IVEDC), received a federal Residential Energy Assistance Challenge Program (REACH) grant to conduct a demonstration project with the goal of reducing home energy service disruptions for LIHEAP recipient households. At the end of Program Year One, APPRISE completed a Process Evaluation that documented the design and implementation of the REACH Pilot, and made recommendations for improving the program procedures. The purpose of this report is to update the findings and to furnish some additional program information that was developed during Program Years Two and Three.

### *Introduction*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois REACH Project aims to reduce the vulnerability of low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household.

APPRISE conducted a Process Evaluation to assess the program performance during the second and third program years (October 2007 to September 2009). The evaluation activities included:

- *Administrative Interviews*
- *Document Review*
- *Analysis of Program Statistics*
- *In-Depth Interviews*

The purpose of this report is to disseminate the findings from the Process Evaluation.

### *Illinois REACH Project*

DCEO is concerned about the ability of LIHEAP recipient households to maintain energy services throughout the year. At the start of the 2005-2006 heating season, more than 35,000 low-income LIHEAP recipients were without service at the time that they received benefits. Analysis of data from LIHEAP.Net demonstrates that many of those same households faced the same problem a year earlier. It appears that many households are only able to obtain energy services using their LIHEAP grant and are only able to maintain their energy service through the end of the winter shutoff moratorium.

DCEO partnered with IVEDC and CEDA on this REACH Project to deliver case management services to targeted households. The goals of the program are to increase a client's ability to maintain energy service with a holistic case management model that attempts to:

- Increase income for clients by enhancing income from employment and/or by accessing untapped sources of public assistance.
- Reduce energy expenses for clients by furnishing energy education and by helping them take advantage of services available through weatherization and utility programs.
- Improve financial skills of clients to help them better manage the money that they have and to reduce the expenses of financial transactions.

To implement the REACH Project, each agency hired staff, designed program services that were consistent with their service delivery context, and recruited clients.

### *Evaluation Findings*

During the second and third years of the program, APPRISE conducted interviews with project staff, reviewed program documents, conducted an analysis of program statistics, and conducted in-depth interviews with a sample of CEDA and IVEDC clients. Our research found that the staff had done an effective job in program implementation and was effective in delivering services to clients. Key findings included:

- Administration – During the first program year, all of the necessary administrative matters were completed in a timely way. During the second and third program years, DCEO and the agencies developed a more systematic way of capturing data on program accomplishments, including monthly progress reports and quarterly meetings.
- Program Recruitment – During the first program year, agency staff did a good job in developing program outreach procedures, but the recruitment for the program was behind schedule. During the second and third program years, the recruitment systems met program expectations and exceeded overall recruitment targets.
- Service Delivery – During the first program year, each agency had designed a set of service delivery procedures that was appropriate in the context of their service delivery territory, but needed to improve client follow-up. During the second and third program years, both agencies developed consistent follow-up procedures and increased the success rate for program participants.
- Targeting – During the first program year, it was clear that the program was targeting the households who have the greatest need for services, but it was not clear that the services being delivered are sufficient to meet the needs of this target population. During the second and third program years, both agencies increased the level of incentives paid to increase the value of service to clients. In addition, IVEDC modified their intake

procedures to focus resources on the clients who had the greatest opportunity for success. While, the needs of clients were still substantial, these changes improved the ability of the program to meet client needs.

- Data for Assessment – During program years two and three, the program captured the data that were needed to assess program outcomes.

The Process Evaluation for Program Years Two and Three found that the Illinois REACH Project had made the changes necessary to maximize the opportunity for program success.

### *Next Steps*

Since the implementation of the REACH program, Illinois implemented a Pilot PIPP program (July 2008 through May 2009) and Illinois passed legislation (June 2009) calling for the implementation of a full-scale PIPP program in September 2011. A PIPP program that reduces the energy burden for low-income households to an affordable level should have a significant impact on the Energy Security for low-income households. The results of this REACH pilot program offer case management models for working with PIPP clients who are still having difficulty paying their energy bills, even with the lower energy bill.

## I. Introduction

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois Department of Commerce and Economic Development (DCEO), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC), procured funding from the federal Residential Energy Assistance Challenge Program (REACH) for the Illinois REACH Project. At the end of Program Year One, APPRISE completed a Process Evaluation that documented the design and implementation of the REACH Pilot, and made recommendations for improving the program procedures. The purpose of this report is to update the findings and to furnish some additional program information that was developed during Program Years Two and Three.

### A. *Illinois REACH Project*

The REACH Project aimed to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, the Project provided a holistic case management model focused on strategies appropriate for each individual household.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance.<sup>1</sup> Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

This REACH project targeted those LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections. It targeted those with incomes between 0% and 100% of the poverty level, and those that were in crisis with respect to their energy insecurity. The project operated in Cook County, which includes Chicago, and Calhoun, Greene, Jersey and Macoupin Counties in Central-Southern Illinois.

To reduce the vulnerability of low-income families to the loss of energy service, the two agencies provided 638 low-income households with intensive case management services over

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<sup>1</sup> Special tabulations from LIHEAP.Net developed by DCEO.

the course of the three-year pilot program. These case management services included referrals, counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.

## ***B. Process Evaluation***

This report presents the findings from the Process Evaluation of the second and third year of the Illinois REACH Project. During this time period, the following evaluation activities were undertaken.

- *Administrative Interviews:* APPRISE conducted updates of the administrative interviews with the key members of the project team. The purpose of these interviews was to assess how changes in program procedures affected program performance.
- *Document Review:* APPRISE examined changes in the documents that the service delivery agencies use to recruit, track and train clients. The purpose of this review was to assess how those changes affected program performance.
- *Analysis of Program Statistics:* APPRISE reviewed statistics from the service delivery agencies to document the delivery of services and data prepared by the State from the LIHEAP.Net system regarding client demographics.
- *In-Depth Interviews:* APPRISE conducted in-depth interviews with a sample of program participants to get information directly from clients about their program experiences and whether the program has helped them to pay their energy bills.

These research activities gave the evaluation team a good understanding of how the program operations have evolved. They helped the team to assess whether any barriers to program implementation remain, and to identify options for program enhancement.

## ***C. Organization of Report***

Three sections follow this introduction.

- Section II – Illinois REACH Project
- Section III – Evaluation Activities and Findings
- Section IV – Program Accomplishments and Design Recommendations

APPRISE prepared this report under contract to DCEO. Staff from DCEO, CEDA, and IVEDC facilitated this report by furnishing program data and information to APPRISE. Any errors or omissions in this report are the responsibility of APPRISE. The statements, findings, conclusions, and recommendations are solely those of the analysts from APPRISE and do not necessarily reflect the views of DCEO.

## II. Illinois REACH Project

DCEO has a comprehensive statewide LIHEAP database – LIHEAP.Net. The availability of this database allowed DCEO to look at those LIHEAP recipients who appeared to be in the greatest distress – those who needed LIHEAP to restore their energy service. Using this database, they found that many LIHEAP-recipient households are only able to restore their gas service using LIHEAP grants and are only able to maintain that service through the end of the winter shutoff moratorium. The focus of the Illinois REACH project is to find a way to increase the share of those households that can maintain their energy service throughout the year.

### A. *Need for Services*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The REACH project aims to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, it provides a holistic case management model focused on strategies appropriate for each individual household. The ultimate goal for this REACH project is to reduce home energy service disconnections and reduce the potential for homelessness among participating clients.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance. Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

To address these concerns, the REACH project targeted the following:

- Households in Poverty – The project targeted LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections - those with incomes between 0% and 100% of the poverty level, and those that are in crisis with respect to their energy insecurity.
- Targeted Areas
  - Cook County - Cook County has a large concentration of low-income households, with over 15% of the household population having incomes less than the federal poverty level (2004 American Community Survey).

Unemployment is also high, at a rate of 6.5%, compared with 5.7% for the state and 5.1% for the nation.

- Central-Southern Illinois - The rural counties of Calhoun, Greene, Jersey and Macoupin contain 15,793 residents with incomes below 150% of the poverty level (2000 Census) and report unemployment rates above the national percentage (6.0%, 5.4%, 5.3%, and 5.7% respectively).

To reduce the vulnerability of low-income families to the loss of energy service, two agencies provided 638 low-income households with intensive case management services over the course of the three-year pilot program. These case management services included referrals, counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.

## ***B. Program Goals***

The Illinois REACH Project addressed the vulnerability of the low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household. This model included the following activities:

- Employment Opportunities - Assessing client eligibility for adult education and job programs and working with clients to obtain higher-waged employment and decrease job expenses.
- Public Assistance - Assessing client eligibility for other assistance programs and working with clients to obtain additional sources of income
- Financial Counseling - Assessing client need for financial programs and working with clients to develop management tools for leveling out income and energy bills
- Financial Tools - Assessing client need for transactions assistance and training and working with clients to obtain tools and develop strategies that minimize the cost of transactions
- Usage Reduction - Assessing client need for energy usage reduction programs and working with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client
- Expenses Reduction - Assessing client need for expense reduction assistance and working with clients to identify expense reduction strategies that are most effective for each client.

The overall expected outcome of this project is that clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments and

enhancing the level of energy services they receive. This overall outcome includes several specific outcomes:

- Some clients will increase their net household income.
- Some clients will increase their overall assistance level.
- Some clients will be able to more consistently pay their energy bills on time and in full, avoiding disconnection.
- Some clients will reduce their transaction costs.
- Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.
- Some clients will reduce their other household expenses.

To achieve these goals, two agencies served 638 low-income households with case management services over the course of the three-year pilot program.

### ***C. Program Design and Implementation***

#### **1. Program Administration**

The REACH Grant that funds the Illinois REACH Project is overseen by the Low-Income Home Energy Assistance Program (LIHEAP), within DCEO. The Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC) delivered the program, with assistance from local utilities. CEDA worked with Nicor Gas, Peoples Gas and ComEd in Cook County. IVEDC worked with Ameren in Calhoun, Green, Jersey and Macoupin Counties.

##### ***a) Oversight Agencies***

The LIHEAP Program Manager, along with members of the project team, wrote the REACH grant proposal, and the grant money flowed from the federal government through HHS to LIHEAP. The LIHEAP office set program policy, and monitored program progress through review meetings.

##### ***b) Provider Agencies***

Two providers, CEDA and IVEDC, were responsible for providing services under the Illinois REACH Project. CEDA's REACH staff included part of the time of the LIHEAP Quality Assurance Manager and three full time case managers, one of whom acted as Project Coordinator, splitting her time between case management, data management and oversight. IVEDC's REACH staff was all part time on the project, including an Assistant Project Director and three case managers, one of whom acted as



the REACH coordinator and split her time between case management, data management and oversight.

### ***c) Budgets and Goals***

DCEO developed a general project budget that included all costs for service delivery and program management. This budget is allocated between the two provider agencies. Table II-1 displays the provider budgets that were included in the REACH grant proposal. Table II-2 displays the enrollment goals for each provider agency. Both agencies exceeded these goals.

**Table II-1  
Provider Budgets**

<b>Budget Item</b>	<b>CEDA</b>	<b>IVEDC</b>
Personnel	\$331,200	\$99,000
Fringe Benefits	\$93,600	\$32,400
Travel	\$10,800	\$6,000
Supplies	\$32,400	\$1,200
Other	\$100,000	\$41,400
Indirect Charges	\$152,000	\$0
Total	\$720,000	\$180,000

\*\* Total combined provider budget: \$900,000

**Table II-2  
Provider Enrollments**

	<b>CEDA</b>	<b>IVEDC</b>
Annual Goal	120	45
Program Goal	360	140
Accomplishments	497	141

Total combined provider goal: 500

Total combined provider accomplishments: 698

## **2. Recruitment and Enrollment**

During program year one, CEDA and IVEDC established relationships with internal offices and external referral sources. IVEDC also sent a recruitment letter to Ameren arreage customers, but found that this was not an efficient recruitment method.

### *CEDA Recruitment and Enrollment*

During program year two, CEDA caseworkers maintained a waiting list for clients referred by the CEDA anchor sites. When an existing REACH case was closed, the caseworker contacted clients from the waiting list to assess whether the client was still interested in participating in the program. If so, the caseworker scheduled an intake interview to confirm program eligibility. For CEDA, the eligibility guidelines include:

- Certification that the client is eligible for LIHEAP.
- A history of inconsistent payment or disconnections
- A high level of energy insecurity

The caseworker checked the State database to see if the potential client ever received benefits from the Illinois Low-Income Home Energy Assistance Program (LIHEAP). If the client received LIHEAP benefits in the last year, the client was automatically income-qualified for the Illinois REACH Project. If the potential client had never received LIHEAP benefits, the agency had to collect income verification documents during the intake appointment. Other program requirements, such as energy insecurity and a history of inconsistent payments, were verified either directly with the appropriate utility or during the intake appointment. Once the client was determined to be eligible for the program, the caseworker completed program orientation and filled out forms, including:

- Fill out the REACH Master Meeting Report
- Fill out the Monthly Income and Expense Worksheet
- Hand out the Energy Checklist
- Set up next meeting
- (After the appointment) Contact the utility to arrange a deferred payment plan

### *IVEDC Recruitment and Enrollment*

During program years two and three, IVEDC caseworkers recruited clients for REACH “classes.” Each “class” of REACH participants consisted of between 20 and 40 eligible households. It took about three months to recruit a class of clients from referrals made by LIHEAP intake staff. During any three month period, the REACH program would be recruiting one “class,” delivering workshops to another “class,” and doing post-workshop follow-up with a third class.

Clients were referred to the REACH caseworkers by LIHEAP intake staff if they were LIHEAP eligible, if they were having difficulty paying their utility bills, and if they expressed an interest in working toward more consistent payment of their bills. The REACH caseworker contacted clients to assess whether the client was still interested in participating in the program. If so, the caseworker scheduled an intake interview to confirm program eligibility. The process included:

- (Before the appointment) Contacting the utility to arrange a budget billing plan

- Explaining the program
- Filling out LIHEAP application
- Filling out consent forms
- Filling out CSBG intake form, which includes demographic information
- Filling out Monthly Household Budget Worksheet
- Filling out 90-day Income Worksheet
- Filling out Family and Community Development Questionnaire
- Filling out documentation request if necessary, write up case notes
- Suggesting referrals, if any

Success enrollees were informed of the workshop schedule and of follow-up activities with the REACH caseworkers.

### **3. Service Delivery**

The two provider agencies conduct case management of REACH clients in somewhat different ways. CEDA focuses on one-on-one meetings, while IVEDC has a structured sequence of workshops.

#### *CEDA Service Delivery*

At CEDA, the caseworker holds monthly meetings with each client. The goal is to have six meetings with the client and to have the client make payments each month on their utility bill. At meeting #1, the caseworker confirms that the client has made a payment and reminds the client that for each additional month in which the payment is made, the client will receive an incentive of \$100. At the meetings, they do the following:

- Fill out the REACH Monthly Meeting Report, which includes follow-up on referrals and the action list (every month)
- Review the client's utility bill, assess whether the client made a payment on the bill, and assess whether the client is eligible for the \$100 incentive payment (meetings #2 through #6). (every month)
- At the first follow-up meeting, they conduct energy education, including:
  - Go through the Keep Warm Illinois tutorial
  - Hand out conservation kit, including:
    - 11 CFLs
    - 17' foam weather seal,
    - 30' rope caulk
    - A window seal kit for five 3x5 windows

- At the second follow-up meeting, they conduct financial education through use of Money Smart tutorial
- Set a meeting appointment for the following month (every month)

If a client fails to make a payment in any month, they need to start over and attend six more monthly meetings. They receive the incentive payment only when they exceed their previous number of payments. (For example, consider a client who made three consecutive payments and received \$200 in incentives payments, but failed to make a payment on their bill in the fourth month. That client would need to make four consecutive payments before receiving an additional incentive payment.)

REACH clients graduate from the program when they have made six consecutive payments to their utility company. CEDA does not “dismiss” clients from the program for failing to make payments. However, they do close cases when a client stops attending monthly meetings and is nonresponsive to telephone contacts.

#### *IVEDC Service Delivery*

There are two different parts of the service delivery – caseworker follow-up and client workshops. The caseworker is responsible for making periodic contact with the clients; they check to ensure that the client attends workshops and they check the utility reports to ensure that the client is paying his/her bill. In addition, IVEDC central office staff deliver three workshops to clients.

- Workshop #1 – At this workshop, IVEDC conducts energy education. They use the “Keep Warm Illinois” video and a handout with energy saving tips. The workshop moderator leads a discussion of energy saving opportunities and answers client questions. At the end of the workshop, the client receives an energy saving kit and CFL bulbs.
- Workshop #2 – At this workshop, IVEDC conducts a budget counseling session. The key messages are: control credit expenditures, look at the cost of small things over time, and preparing a budget.
- Workshop #3 – At this workshop, IVEDC gives clients an overview of the programs available to low-income households. At this workshop, there also is an opportunity for the client to raise any other program issues. Originally, IVEDC expected to do job development at this workshop. However, since many of the clients are on fixed income (i.e., retired or disabled), IVEDC managers decided to identify which clients need job development resources and to work with clients one-on-one to deliver those services.

REACH clients receive a \$150 incentive payment on their utility bill if they successfully complete three months of payments on their utility bill. REACH clients receive an

additional \$250 incentive if they successfully complete six months of payments on their utility bill.

REACH clients graduate from the program when they have attended the three workshops and have made six monthly payments to their utility company. If a client failed to attend a workshop, but had a good reason for missing the meeting, the caseworker would deliver the workshop services one-on-one to the client.

### III. Evaluation Activities and Findings

For the Process Evaluation for Program Years Two and Three, APPRISE conducted administrative interviews to update the Year One findings, reviewed updated program documents, analyzed LIHEAP.Net program statistics, and conducted in-depth interviews with clients. This section of the report describes the evaluation activities and the findings from these evaluation activities.

#### *A. Research Strategy*

APPRISE conducted administrative interviews with administrative and technical staff at DCEO, CEDA, IVEDC, Nicor Gas, Peoples Gas, ComEd, and Ameren. These interviews updated information on program implementation and program operations. As part of these interviews, APPRISE collected updated program statistics and program materials. APPRISE reviewed the program statistics to assess the extent to which program production goals were being met. APPRISE reviewed the program materials to develop a better understanding of any changes that were made in service delivery procedures. APPRISE staff also conducted in-depth interviews with six CEDA clients and five IVEDC clients to get more information on how clients perceived the effectiveness of the program implementation.

#### *B. Evaluation Findings – Program Administration*

Three program informants furnished information on REACH Program Administration – the DCEO project manager, the CEDA project manager, and the IVEDC project manager. These interviews demonstrated the challenges associated with implementing a pilot program. The key findings are:

- Contracting – DCEO partnered with CEDA and IVEDC for this demonstration program because these were two experienced service delivery agencies. Contractual procedures were completed to the satisfaction of all parties.
- Reporting – CEDA and IVEDC had periodic conference calls with DCEO regarding the program accomplishments. CEDA and IVEDC furnished monthly reports to the DCEO project manager to update her on program accomplishments and issues. DCEO furnished the required reports to the Federal LIHEAP Office to report on project accomplishments.
- Staffing – Prior REACH evaluations have found that it is important for project managers to dedicate staff to REACH to ensure that the REACH project gets the full attention of the project staff. In general, the REACH project was successful in hiring and retaining appropriate staff for the job.

- IVEDC has a very large service territory. As a result, they needed to assign REACH as a part-time responsibility for a number of staff, with one half-time coordinator and several part-time service delivery staff. With the small program budget and the large service territory, that appears to be the model that works best for the IVEDC service territory.
- CEDA hired new staff for the project. In Program Year One, they had faced challenges in recruiting staff with the appropriate case management experience. However, they were successful in keeping staff on the project for almost two full years. At the beginning of Program Year Three, the CEDA REACH Coordinator took a new position. One of the other caseworkers took the Coordinator position and a new caseworker was hired.
- Program Data – There is no centralized program database that can furnish information on the project. The LIHEAP program has a statewide database – LIHEAP.net. That database can furnish demographic statistics and LIHEAP data for the REACH program participants. However, it cannot furnish information on REACH participation. CEDA uses an Excel Spreadsheet to track the status of REACH participants and files on each client to track progress. IVEDC uses an Excel Spreadsheet to track basic information on REACH participants and files on each client to track progress. These procedures are adequate for a small program with limited staff. However, if the program were expanded, it would be appropriate to invest in database resources that could help the caseworkers manage their caseload, help agencies document service delivery, and help DCEO to conduct quality control activities.

This REACH Project was successfully implemented. Changes made during Program Year Two addressed most of the implementation challenges. Those changes continued to be effective in Program Year Three. The one exception is the program database. If the REACH program were expanded to all service areas, it would be appropriate to add a module to the LIHEAP.Net system or to develop some other client tracking system.

### ***C. Evaluation Findings – Program Recruitment***

All program informants furnished information on REACH Program Recruitment – the DCEO project manager, the agency project managers, the agency project coordinators, and the agency staff. The key findings are:

- Progress – Both CEDA and IVEDC started their recruitment at the beginning of calendar year 2007. Because of the moratorium, the program had a difficult time getting interest from clients, since service termination was not imminent. Once the LIHEAP season opened in September 2007, both agencies were successful in reaching and, in the case of CEDA, exceeding their recruitment goals.

- Partnerships – The REACH staff have partnered with other staff in their agency, the local utilities, and other agencies to identify clients in need of these services. There are challenges with each recruitment path. However, internal agency referrals have proved to be the most successful for both CEDA and IVEDC.
  - Agency Referrals – At IVEDC, the caseworkers spend only part of their time on REACH. So, they can identify promising candidates when they implement other programs. At CEDA, the caseworkers have established a presence in targeted neighborhood centers to be able to identify referrals. At this point, they have a waiting list for REACH program services.
  - Utility Lists
    - IVEDC – In Program Year One, Ameren furnished a list of low-income customers who are behind in their bills. IVEDC had some success in sending mailings to clients and following up with telephone calls. However, in Program Years Two and Three, internal referrals were sufficient to meet program enrollment goals.
    - CEDA – CEDA was not successful in getting lists of targeted customers from the utilities in their service territory. Nicor, Peoples Gas, and ComEd send referrals for LIHEAP to CEDA, but not explicitly for REACH.
  - Referrals from Other Agencies – The REACH caseworkers find that staff in other agencies are busy with their own programs and may not have time to investigate whether their clients have need for energy services.
- Incentives – Low-income households are faced with daily challenges to just meet their basic needs. From their experience in Program Year One, caseworkers indicated that it was important to be able to offer the clients some financial incentive for program participation to help get the client interested in the longer term program benefits. During Program Years Two and Three, the financial incentives for program participation were increased to \$500 for CEDA (five \$100 payments) and \$400 for IVEDC (a \$150 payment and a \$250 payment). Caseworkers perceived that these incentives made an important difference in their ability to recruit and motivate clients.

It appears that both CEDA and IVEDC have developed effective program recruitment models that can deliver eligible and interested clients to the program.

#### ***D. Evaluation Findings – Service Delivery***

All program informants furnished information on REACH Program Service Delivery – the DCEO project manager, the agency project managers, the agency project coordinators, and the agency staff. The key findings are:



- Service Delivery Mode – Each service delivery agency delivers the program in a way that works in their service territory. In general, it appears that the service delivery approach has the potential to be successful.
  - IVEDC - After the intake interview, IVEDC delivers the program through group workshops. In a rural area, the workshop model leverages the time of the case manager. It appears that clients have the ability to get to the workshops. After the client has completed the three workshops, the case managers are expected to check in with the clients to see if they are being successful in paying their energy bills.
  - CEDA – After the intake interview, CEDA delivers the program through individual monthly meetings with the clients. They meet with clients in public spaces (e.g., local library), furnish one-on-one training, and follow-up on the progress made by each individual.
- Follow-Up Consistency – It is challenging to deliver case management services. A case manager must develop a good understanding of the needs of the client, identify potential solutions for the client, and follow up with the client to help them address any barriers that they encounter. The intake meeting seems reasonably effective in identifying client needs. The workshops and one-on-one meetings could reasonably be expected to help the client identify solutions.
  - CEDA – The CEDA caseworkers follow-up with clients in the following way. At the end of each monthly meeting, the caseworker schedules the next monthly contact. On the Monday prior to the meeting, the caseworker makes a telephone contact to confirm that appointment. Each CEDA caseworker has a caseload of about 50-60 clients. The caseworkers use Tuesday, Wednesday, and Thursday as their client meeting days. That means that each month they have at least 12 days available for client meetings, a daily caseload of 4 to 5 clients. The caseworkers appear to be able to make that system work effectively.
  - IVEDC – The IVEDC caseworkers are most involved with clients during the initial intake process. They meet with the client to explain the program and assess what types of referrals would be most effective. The clients then participate in the workshops; caseworkers attend the workshops and are available to assist clients, but do not meet with every client during the workshop. Caseworkers review Ameren reports on client payments and make contact with those clients who fail to make payments to discuss possible resolutions. Caseworkers also respond to client questions. If a client has needs, the caseworker proactively reaches out to them. However, if the client is successful on the program, there may be no contact from the caseworker except to inform the client of successful completion of the program.

To help case managers ensure that each client received the appropriate follow-up in individual program areas, APPRISE worked with the agencies to develop a Case Management Form that identifies what services are needed by clients, what services clients are eligible to receive, what services client apply for, and what services clients actually receive. CEDA caseworkers used the form at intake, but did not find the form useful for follow-up meetings. IVEDC caseworkers used the agency's existing CSBG self-sufficiency assessment form.

### *E. Evaluation Findings – Effectiveness of Services*

The CEDA and IVEDC case managers felt that the program was effective in helping clients to pay their energy bills. The case managers perceived that program success was a function of the individual's financial circumstances, the individual's motivation, and the resources that were available for clients in specific circumstances.

#### *CEDA Experiences*

The CEDA coordinator reported that most clients who enrolled in the program entered with the right attitude. However, for those clients who had no income, it was particularly difficult to maintain program participation. She reported that there were insufficient numbers of job readiness and job training programs. That made it difficult to improve the financial situation of the clients so that they could be successful on the program.

All of the services were valuable to at least some clients. However, certain services were more universally useful.

- **Energy Services** - CEDA caseworkers perceived that the usage reduction training was very useful for clients. They could give the clients good tips on ways to reduce their energy bill, as well as energy saving devices such as CFLs. Clients reported to caseworkers that they had installed the energy saving measures.
- **Budget Counseling** - The budget counseling workshops were useful for some clients, but aren't effective when the clients don't have a regular source of income. The REACH coordinator reported that clients appeared to like the idea of "stepping down" or reducing expenditures incrementally over time.
- **Financial Education** - The CEDA coordinator found that many clients did have bank accounts. She also reported that some clients were getting checks cashed at Walmart for the comparatively low fee of \$3. However, some clients continued to use check cashing services that charged higher fees.

The REACH coordinator reported that clients in the northwest suburban areas had more access to resources while those in the western part of the city had fewer public assistance options. She perceives that the availability of resources, particularly job training and placement would have a major impact on program success rates.

### *IVEDC Experiences*

The IVEDC coordinator reported that they screened clients carefully to focus resource on those who could get the most out of the program. During intake for all social services at IVEDC, clients complete an assessment form. That form helps the caseworker to understand the financial condition of the client. If a client has expenses of \$1,500 per month and income of \$1,000, they have little chance of success on this program. Such clients are referred to other programs. However, if the client could be successful if they reduce energy use, increase the consistency of payment, and do a better job of budgeting, they were enrolled in the program.

All of the services were valuable to at least some clients. However, certain services were more universally useful. Despite having different types of clients and a difference service delivery model, the IVEDC experiences were similar to those of CEDA.

- Energy Services (Workshop #1) – The IVEDC program manager perceived that the usage reduction training was very useful for clients. They could give the clients good tips on ways to reduce their energy bill, as well as energy saving devices such as CFLs. Clients reported to caseworkers that they had installed the energy saving measures.
- Budget Counseling (Workshop #2) - The budget counseling workshops seemed to be generally useful to clients. Many clients haven't done a budget before and that very process was helpful.
- Financial Education (Workshop #2) - The IVEDC program manager reported that most IVEDC clients have bank accounts and do not use payday loans or title loans. Most already shop at discount stores.
- Incentives – The available incentives are making a big difference for program participants. They help to encourage clients to establish good payment patterns.

The REACH project manager indicated that some households lost income after they started the program. It was very difficult for such households to maintain their payment agreements.

## ***F. Evaluation Findings – Targeting***

All program informants furnished information on REACH Program Targeting – the DCEO project manager, the agency project managers, the agency project coordinators, and the agency staff. The original target for the Illinois REACH Project is the lowest income households (0% to 100% of poverty) who have a history of payment problems. The challenge identified by all parties is that, to the extent that individuals in this group are in crisis (i.e., have no way to pay their current energy bill) the REACH Project is not equipped with the tools necessary to resolve the crisis. The REACH incentive encourages the client to

attend the workshops and the one-on-one meetings. However, if the program cannot resolve their crisis, they will have to go elsewhere. The agency project managers recommended that the project needs to do two things to be more successful:

- **Crisis Tools** – When a caseworker identifies a household in immediate need of assistance, they need some tools that will help them to resolve that crisis.
- **Targeting** – When a caseworker identifies an individual who is interested in the program, but whose income is higher than the target (above 100% of poverty) they should be allowed to enroll them and work with them to resolve problems.

In the short run, DCEO was able to address the targeting issue; they allowed the agencies to recruit clients with incomes greater than 100% of poverty in the program. Over the longer run, DCEO hopes to implement a PIPP that will furnish additional tools to address the needs of households in crisis.

Tables III-1, III-2, III-3 show LIHEAP.Net income statistics for the clients recruited during Program Year Two. Table III-1 shows that, in general, CEDA clients have lower income than the clients from IVEDC; 44% of the CEDA clients have income less than 50% of poverty, compared to 20% of the IVEDC clients. However, for both agencies, about 20% of the clients have income greater than the poverty level.

**Table III-1**  
**Poverty Level**  
**Program Year Two Clients**

<b>Poverty Level</b>	<b>CEDA</b>	<b>IVEDC</b>
Less than 50%	44%	20%
50% to LT 75%	22%	31%
75% to LT 100%	14%	29%
100% or More	20%	20%
Total	100%	100%

Table III-2 shows that 26% of CEDA clients reported \$0 of income at the time of enrollment in LIHEAP, while only 4% of IVEDC clients had \$0 of income. However, 9% of CEDA clients also had more than \$24,000 income, while no IVEDC clients had income at that level. Median income for CEDA clients was \$9,080 and for IVEDC clients was \$10,285.

**Table III-2**  
**Household Income**  
**Program Year Two Clients**

<b>Annual Income</b>	<b>CEDA</b>	<b>IVEDC</b>
\$0	26%	4%
\$1 to \$6,000	5%	11%
\$6,001 to \$12,000	37%	49%
\$12,001 to \$18,000	13%	25%
\$18,001 to \$24,000	10%	11%
\$24,001 or More	9%	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

Table III-3 shows that 33% of CEDA clients reported having wage income, 18% reported Social Security income, 18% reported SSI income, and 26% reported no income. For IVEDC, 51% had wage income, 25% had Social Security income, and 27% had SSI income. Relatively few clients reported unemployment or TANF/GA.

**Table III-3**  
**Sources of Income**  
**Program Year Two Clients**

<b>Annual Income</b>	<b>CEDA</b>	<b>IVEDC</b>
Wages	33%	51%
Social Security	18%	25%
Unemployment	3%	5%
SSI	18%	27%
TANF/GA	5%	0%
Other	5%	11%
None	26%	4%

The tables demonstrate that the two agencies used somewhat different criteria for program enrollment during Program Year Two.

- CEDA accepted any client who expressed an interest in the program. They understood that it was very challenging for clients with little or no income to successfully complete the program. However, they tried to work with these clients to identify sources of income so that the clients could pay their utility bills. Because CEDA used a one-on-one approach, it was less expensive for them to meet with zero income clients to try to address their problems.
- IVEDC focused their resources on clients who appeared to have sufficient income to pay their energy bills. Since they had a limited number of spots in each

workshop “class,” they wanted to be sure that there was a reasonable likelihood that a client would be able to attend and get value from all three workshops. Clients with little or no income were referred to other IVEDC programs that were better suited to meet their needs.

These differences in program targeting go a long way toward explaining program success rates. The final program statistics show that about 25% of CEDA clients graduated from the program, while the graduation rate for IVEDC was over 60%.

## ***G. Evaluation Findings – In-Depth Interviews with Clients***

To get a better understanding of how clients were responding to the REACH program we conducted in-depth interviews with six CEDA clients and six IVEDC clients.

### *CEDA Clients*

Among the six CEDA clients interviewed, three had successfully completed the program, one was still active in the program and had received at least one incentive payment, and two were partially successful but were no longer active (i.e., received some incentive payments, but did not complete the program). The findings were consistent among the six clients.

- Enrollment – All of the clients reported that it was easy to enroll in the program. They brought the required materials to the first meeting and established a good relationship with their caseworker.
- Service Delivery – All of the clients reported that their caseworker was knowledgeable and was helpful to them. Most met with the client for six or more months, even if they did not complete the program.
- Services – Two services were perceived as valuable by the clients; the incentive payments and the energy services. The clients reported that the \$100 payments on their utility bills were a bill help and that it encouraged them to make their monthly payments. The clients reported that their caseworkers did discuss other issues with them – assistance programs, job training, budget counseling, and financial education. While those discussions had limited value for most clients, they did result in improvements in a few cases. Most had already applied for assistance programs; only one of the six clients reported that her caseworker helped her to get assistance. Three of the six clients reported needing jobs; but the job services that the caseworkers referred them to were not effective. All of the clients perceived that they were budgeting adequately and most already had bank accounts. Only one client reported that she has used payday loans and that her caseworker educated her about the cost of those loans.

Overall, the findings from the in-depth interviews are consistent with the perceptions of the CEDA caseworkers. The clients appreciate the program and worked hard to make it a

success. However, in some cases, the clients simply weren't able to keep up with their payments with the available resources.

#### *IVEDC Clients*

Among the six IVEDC clients interviewed, five had successfully completed the program and one was not successful on the program. The findings were consistent among the six clients.

- Enrollment – All of the clients reported that it was easy to enroll in the program. The caseworker contacted them and completed the intake procedures.
- Service Delivery – All of the clients reported that their caseworker was knowledgeable and was helpful to them. All clients reported that met with their caseworker in a small group. Some clients reported that their caseworker contacted them at other times, by phone or by mail. However, many of those who reported that they paid their bills on time did not remember any other contact with their caseworker.
- Services – Two services were perceived as valuable by the clients; the incentive payments and the energy services. The clients reported that the utility bill payments were helpful. Most of the clients reported that they changed energy behaviors as a result of the workshop and that they installed the measures from the kit. Most clients remember the budget counseling and other discussions. However, most also reported that they already had bank accounts, didn't use credit cards or payday loans, and are already on a budget.

Overall, the findings from the in-depth interviews are consistent with the perceptions of the IVEDC program manager. The clients appreciate the program and worked hard to make it a success. Most clients were able to make their payments and receive the utility payment incentives.

### ***H. Evaluation Findings – Data for Research and Assessment***

In Program Year Two, caseworkers began using supplemental forms developed by APPRISE to collect information for clients. Those forms have been successfully completed and furnish appropriate information to track program progress and services delivered to individual clients.

### ***I. Evaluation Findings – Summary***

Our research finds that the Illinois REACH Project has been successfully implemented and that appropriate changes were made for Program Year Two and continued during Program Year Three. The resources all were put in place to deliver services; clients were recruited, services are being delivered, and the agency staff have a good understanding of how to do their jobs.

- Administration – All of the necessary administrative matters were completed in a timely way. All required administrative reports were completed in a timely way.
- Program Recruitment – The agency staff has done a good job in developing program outreach procedures. The slow rate of initial recruitment for the program has been overcome; CEDA now has waiting lists and IVEDC is able to recruit effectively when the start a new client group.
- Service Delivery – Each agency had designed a set of service delivery procedures that is appropriate in the context of their service delivery territory. Both agencies have been successful in developing systematic follow-up procedures to ensure that clients are successful in the long run.
- Targeting – The program is clearly targeting the households who have the greatest need for services. However, it is not clear that the services being delivered are sufficient to meet the needs of this target population. Because of their program model, CEDA is able to take more “risks” with clients who don’t currently have income. For IVEDC, it is more appropriate to refer such clients to other IVEDC services.
- Feedback from Clients – Clients appreciated the program and reported that the incentive payments helped to keep them on track with payments and made their bills more affordable. Clients were particularly receptive to the energy education; most reported that they installed measures from the kits and that they made other behavioral changes. The other services were useful to some clients. However, in many cases, clients reported that they were already accessing the assistance programs for which they were eligible, that they already had bank accounts and did not use high cost credit, and that the job services were either not needed or not effective. Some CEDA clients reported that they were not able to complete the program because they simply didn’t have the funds to make payments.
- Data for Assessment – The program is capturing all of the data that will be needed to assess program outcomes.

The Program Year Two Process Evaluation found that the Illinois REACH Project has effectively addressed all of the challenges identified in Program Year One. The REACH Project Impact Evaluation will assess the effectiveness of the program in meeting the needs of targeted clients.



## IV. Program Accomplishments and Next Steps

This section highlights program accomplishments. In addition, we discuss ways that the program might complement the planned Illinois PIPP program.

### A. Program Accomplishments

There have been significant accomplishments in the design and implementation of the Illinois REACH Project. Some of the key accomplishments include:

- ***Program Administration***

DCEO, CEDA, and IVEDC worked effectively to implement the program; the program met all grant requirements and exceeded program service delivery targets.

- ***Case Managers***

The case managers were the key to program success. All case managers working on the REACH project were highly qualified and trained specialists. IVEDC case managers all received Family and Community Development certification, and CEDA's staff all had a background in case management. Coordinators and case managers also were dedicated to the program and its goals, believing in the power of case management to improve lives and willing to work hard to achieve that objective despite setbacks.

We have evaluated other REACH projects. Since these projects are temporary (i.e., the grant lasts for three year), some service delivery agencies attempt to add REACH project responsibilities to those of existing staff. One of the reasons that this program was successful was that the service delivery agencies hired (CEDA) or assigned (IVEDC) staff directly to the project. Each staff person had specific production targets and the agency ensured that production targets were met (IVEDC) or exceeded (CEDA).

- ***Services***

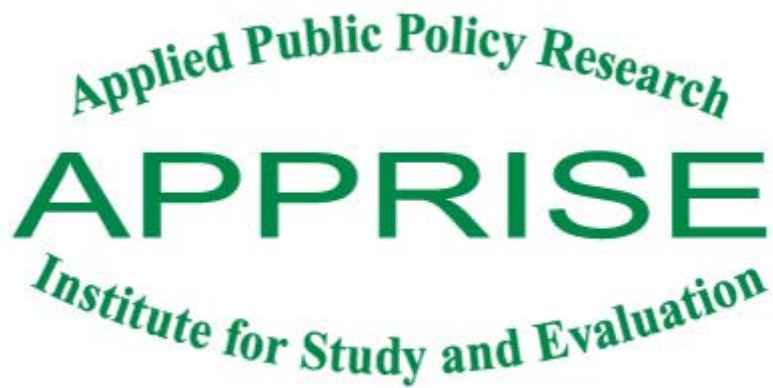
The agencies have developed service delivery models that are consistent with the geographic distribution of their clients. CEDA delivers services one-on-one to clients at public locations in their neighborhoods. The monthly one-on-one meetings allow CEDA caseworkers to develop close relationships with the clients and to find individualized solutions to their energy problems. IVEDC delivers services in a workshop format and then conducts telephone follow-up with clients who have difficulty paying their energy bills. That model works effectively in their service territory. Other agencies could adopt either model or both, depending on the geographic distribution of their clients.

Caseworkers and clients report that the incentive payments and the energy services were the most effective in helping clients to pay their bills. Other services are needed by some, but not all clients. From that perspective, it was more challenging for IVEDC to tailor their services to client needs because of the workshop format. However, it appears that even though many clients do not need the budgeting, financial education, and job placement services, it was still important to make those services available to those clients for whom they are relevant.

At the end of the program, both agencies had exceeded their program enrollment and service delivery goals. CEDA enrolled 497 clients, exceeding their goal of 360. IVEDC had enrolled 141 clients, exceeding their goal of 140 clients.

### ***B. Next Steps***

Since the implementation of the REACH program, Illinois implemented a Pilot PIPP program (July 2008 through May 2009) and Illinois passed legislation (June 2009) calling for the implementation of a full-scale PIPP program in September 2011. A PIPP program that reduces the energy burden for low-income households to an affordable level should have a significant impact on the Energy Security for low-income households. The results of this REACH pilot program offer case management models for working with PIPP clients who are still having difficulty paying their energy bills, even with the lower energy bill.



# The Illinois REACH Project

Program Impact Evaluation

Final Report

Prepared for the Illinois Department of Commerce and Economic  
Opportunity

March 2010

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## Executive Summary

The Illinois Department of Commerce and Economic Opportunity (DCEO), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and the Illinois Valley Economic Development Corporation (IVEDC), received a federal Residential Energy Assistance Challenge Program (REACH) grant to conduct a demonstration project with the goal of reducing home energy service disruptions for LIHEAP recipient households. Concurrent with the program implementation, APPRISE conducted an Impact Evaluation to measure the effectiveness of the program in achieving its goals. The purpose of this report is to present the Impact Evaluation findings and to discuss the implications for LIHEAP policy in Illinois.

### *Illinois REACH Project*

DCEO was concerned about the ability of LIHEAP recipient households to maintain energy services throughout the year. At the start of the 2005-2006 heating season, more than 35,000 low-income LIHEAP recipients were without service at the time that they received benefits. Analysis of data from LIHEAP.Net demonstrated that many of those same households faced the same problem a year earlier. It appears that many households are only able to obtain energy services using their LIHEAP grant and are only able to maintain their energy service through the end of the winter shutoff moratorium.

DCEO partnered with IVEDC and CEDA on this REACH Project to deliver case management services to targeted households. The goals of the program are to increase a client's ability to maintain energy service with a holistic case management model that attempts to:

- Increase income for clients by enhancing income from employment and/or by accessing untapped sources of public assistance.
- Reduce energy expenses for clients by furnishing energy education and by helping them take advantage of services available through weatherization and utility programs.
- Improve financial skills of clients to help them better manage the money that they have and to reduce the expenses of financial transactions.
- Furnish clients with an incentive for making timely bill payments by offering program benefits that are dependent on client utility payments.

To implement the REACH Project, each agency hired staff, designed program services that were consistent with their service delivery context, and recruited clients. The REACH Project operated from October 2006 through September 2009. During the REACH Project implementation, CEDA and IVEDC delivered case management services to 638 clients.

## *Impact Evaluation Procedures*

APPRISE conducted a concurrent Impact Evaluation to assess the program performance during the three-year pilot period (October 2006 to September 2009). The evaluation activities included:

- *Analysis of Program Statistics*
- *Analysis of LIHEAP.Net Information*
- *Interviews with Program Participants*
- *Analysis of Utility Bills and Payments*
- *Analysis of Electric and Gas Usage*

The purpose of this report is to present the Impact Evaluation findings and to discuss the implications for LIHEAP policy in Illinois.

## *CEDA Program Outcomes*

The Impact Evaluation measured the status of clients at the time of program enrollment, documented the services delivered to clients, and measured the status of clients one year after program enrollment. These data furnish information on how the REACH program affected client usage and payments, as well as the client's energy security status.

### *Baseline Status of CEDA REACH Clients*

CEDA case managers enrolled low-income clients who were having difficulty paying their energy bills in the REACH program. Because they did not prescreen households for certain characteristics, participating clients were diverse in terms of their demographics, income, LIHEAP participation, and baseline payment characteristics, including:

- **Demographics** – Almost half (47%) of the participating clients were single parent families. There also were a significant number of two parent families (19%) and nonelderly individuals (16%). Only 7% of the participating clients were elderly.
- **Income** – About one-fourth (26%) of the participating clients reported no income at the time of enrollment. One third (34%) reported having employment income and about one-third (32%) having Social Security or SSI as their primary source of income. The median income for participating clients was about 60 percent of poverty; but client incomes ranged from no income (26%) to income above poverty (18%). About one-fourth (26%) of clients were disabled.
- **LIHEAP** – Almost all (89%) of CEDA REACH clients participated in LIHEAP at some time in the last three years. Of clients who received a LIHEAP grant in the last 12 months, almost one-third (29%) were disconnected at the time that they received the LIHEAP grant and an additional 11% were threatened with service disconnection.

However, about 60% of the CEDA REACH clients had service at the time that they received their LIHEAP grant and did not necessarily fit the REACH profile originally specified by the program.

- **Baseline Usage and Bill Payment**
  - CEDA clients had high gas usage; median gas usage was about 1300 therms and 41% had usage over 1500 therms per year.
  - CEDA clients also had high electric usage; median electric usage was about 7,200 kWh and 27% used over 10,000 kWh per year.
  - On average, CEDA clients gross energy bills were close to 20% of income. After accounting for receipt of LIHEAP, their net energy bills were about 12% of income.
  - Almost half (48%) of CEDA clients were able to pay 100% of their gas bill in the last year; however only one-fourth (26%) had \$0 in arrears at the time that they enrolled in the REACH program while 15% had \$1,000 or more in arrears.
  - Only about one-third (30%) of CEDA clients were able to pay 100% of their electric bill in the last year; only 9% had \$0 in arrears while 12% owed \$1,000 or more.

CEDA REACH clients can be characterized as having high gas and electric bills, as well as high energy burdens. Most had outstanding arrears on their gas and electric bills. Some clients had arrears even though they paid their full energy bill in the last 12 months. However, many clients were unable to pay their full gas and/or electric bill even with LIHEAP assistance. As a result many REACH clients had experienced service disruptions in the last year; 40% reported a heating service disruption of more than one day and 12% reported an air conditioning disruption of one day or more.

### *Program Experiences*

The CEDA REACH program was very challenging for clients; it required clients to meet with their REACH case manager once a month for at least six months after intake. Clients had varying levels of success with the program.

- **Graduated** – Almost one-fourth (23%) of clients graduated from the program (i.e., paid their bills for six consecutive months and received \$500 in incentives).
- **Active** – About 15% of clients were still active in the program at the end of the REACH grant period.
- **Partial Success** – About 15% of clients met with their case manager at least three times and received at least one incentive payment.



- No Incentive – About 10% of clients met with their case manager three or more times but were unable to make sufficient payments to receive incentives.
- Dropouts – About 38% of clients met with their case managers only one or two times and then dropped out of the program without receiving any incentives.

Over 60% of clients met with their case managers consistently for three months or more. Only about one-fourth of the clients were able to complete the program. However, many of the clients received important services from their case managers during the meetings, including: energy education, budget management, and referrals.

### *Program Impacts*

The status of REACH clients was measured 12 months after program enrollment. These data show how the REACH program affected the CEDA clients. Specifically:

- Service Disconnection Status – The percentage of clients that had their service disconnected and had a termination notice at the time of the LIHEAP grant stayed the same at about 40%.
- Client Gas Payment Coverage Rate – About 50% of clients paid 100% of their gas bill in the post-enrollment period compared to 48% during the baseline period and 14% maintained or increased their payment coverage rate even though they could not pay their full gas bill. However, 32% of clients decreased their payment coverage rate of gas bills by more than 10%.
- Client Gas Payments – More than half (54%) of clients increased their gas payments by \$250 or more, and another 9% increased gas payments by over \$100 but less than \$250. However, for about 25% of the clients, client payments decreased by \$250 or more. The increase in client payments was mostly offset by an increase in gas bills in the post-enrollment period due to higher gas prices and colder weather, which hindered an increase in bill coverage rates.
- Client Electric Payment Coverage Rate – About 31% of clients paid 100% of their electric bill in the post-enrollment period compared to 30% during the baseline period and 36% maintained or increased their payment coverage rate even though they could not pay their full electric bill. However, 30% of clients decreased their payment coverage rate of electric bills by more than 10%.
- Bill Arrears – While, gas bill arrears for the average client have increased by about 34%, from \$331 to \$444, electric arrears for the average client decreased by about 1%, from \$307 to \$303.
- Client Impacts – Most CEDA clients found that their bills were easier to pay and that their level of Energy Security improved; in the baseline period, 68% of clients were categorized as “In-Crisis” compared to 54% in the post-enrollment period. However,

the majority of the households continued to experience significant energy insecurity problems.

Although the REACH program achieved some of its goals for the CEDA clients, many of those clients continued to face significant energy insecurity issues and needed more help.

### *Subgroup Analysis*

Subgroup analysis does show that two factors related to improved payment performance for REACH clients.

- **Program Success** – The subgroup analysis found that clients who completed the program improved their payment of gas bills; the payment success rate (i.e., clients who paid 100% of their gas bill) increase from 44% in the 12 months prior to the program to 67% in the 12 months after the program. By comparison, clients who dropped out of the program with no incentive payment reduced their payment success rate from 54% to 31%.
- **Income** – The subgroup analysis showed that higher income clients were more likely to be successful on the program and were more likely to improve their bill payment success rates. The highest income clients (i.e., income above 100% of poverty) increased their gas payment success rate from 45% to 64%, while the lowest income clients had their payment success rate decrease from 50% to 31%.

The subgroup analysis furnishes some evidence that successful completion of the program will improve the payment patterns for clients. However, there is also an income factor that is difficult to account for with the relatively small sample size for the study.

### *IVEDC Program Outcomes*

The Impact Evaluation measured the status of clients at the time of program enrollment, documented the services delivered to clients, and measured the status of clients one year after program enrollment. These data furnish information on how the REACH program affected client usage and payments, as well as the client's energy security status.

#### *Baseline Status of IVEDC REACH Clients*

IVEDC enrolled low-income clients who were having difficulty paying their energy bills in the REACH program. The intake workers screened clients prior to enrollment; they looked for clients who had income between 50% and 100% of poverty, and for clients who had a reasonable chance for success on the program. Clients without income and clients whose expenses far exceeded their income were referred to other IVEDC programs that were perceived to be better suited to meet their needs. However, participating clients were still diverse in terms of their demographics, income, LIHEAP participation, and baseline payment characteristics, including:

- Demographics – Clients were varied, including two-parent families (22%), single-parent families (23%), elderly households (16%), nonelderly individuals (21%), and nonelderly couples (12%).
- Income – Almost one-half (47%) of the participating clients had employment income as their primary incomes source and most of the rest were either retired or disabled (i.e., had SSA or SSI as their primary source of income). The median income for participating clients was about 75 percent of poverty; but client incomes ranged from income less than 50% of poverty (19%) to income above poverty (16%). About 4 in ten (39%) clients were disabled.
- LIHEAP – Almost all (93%) of IVEDC REACH clients participated in LIHEAP at some time in the last three years. Of clients who received a LIHEAP grant in the last 12 months, about 10% were disconnected at the time that they received the LIHEAP grant and an additional 10% were threatened with service disconnection. However, about 80% of the IVEDC REACH clients had service at the time that they received their LIHEAP grant and did not necessarily fit the REACH profile originally specified by the program.
- Baseline Usage and Bill Payment
  - IVEDC clients had moderate gas usage; median gas usage was about 570 therms and 90% had usage less than 1,000 therms per year.
  - IVEDC clients had high electric usage; median electric usage was about 8,000 kWh and 35% used over 10,000 kWh per year.
  - On average, IVEDC clients gross energy bills were about 13% of income. After accounting for receipt of LIHEAP, their net energy bills were about 9% of income.
  - Almost half (43%) of IVEDC clients were able to pay 100% of their total Ameren bill (gas and electric) in the last year; however only one-fourth (22%) had \$0 in arrears at the time that they enrolled in the REACH program while 16% had \$500 or more in arrears.

IVEDC clients can be characterized as having moderate gas usage and high electric usage. They have high energy burdens, but not as high as the energy burdens faced by CEDA clients. Most had outstanding arrears on their gas and electric bills. Some clients had arrears even though they paid their full energy bill in the last 12 months. However, many clients were unable to pay their full gas and/or electric bill even with LIHEAP assistance. However, relatively few IVEDC clients had experienced service disruptions in the last year; 10% reported a heating service disruption of any length (3% had a disruption of one day or more) and 20% reported an air conditioning disruption of any length (10% percent had a disruption of one day or more).

### *Program Experiences*

The IVEDC REACH program achieved a high level of success among clients recruited into the program.

- Graduated – Three-fourths (75%) of clients graduated from the program (i.e., paid their bills for six consecutive months and received the full incentive of \$400).
- Dropouts – One-fourth (25%) of clients dropped out of the program (i.e., either did not attend all workshop sessions or failed to make their utility bill payments).

The program graduates attended three workshop sessions and made utility payments consistently for six months.

### *Program Impacts*

The status of IVEDC clients was measured 12 months after program enrollment. These data show how the REACH program affected the IVEDC clients. Specifically:

- Service Disconnection Status – The percentage of clients that had their service disconnected and had a termination notice at the time of the LIHEAP grant fell from about 20% of clients to 5% of clients
- Client Ameren Payment Coverage Rate – About 71% of clients paid 100% of their Ameren bill in the post-enrollment period compared to 39% during the baseline period and 8% maintained or increased their payment coverage rate even though they could not pay their full bill. About 21% of clients decreased their payment coverage rate of Ameren bills by more than 5%.
- Client Payments – More than half (55%) of clients increased their Ameren payments by \$100 or more. However, 32% decreased their Ameren payment by \$100 or more. On average, total payments by IVEDC clients increased by about 11% while Ameren bills only increased by about 3%.
- Bill Arrears – The percentage of IVEDC clients with \$0 in arrears grew from 22% to 28%. However, mean arrears stayed constant at about \$265 and a slightly higher percentage of clients (17%, compared to 16% in the preprogram period) had arrears of \$500 or more.
- Client Impacts – Most IVEDC clients (69%) found that their bills were easier to pay and that their level of Energy Security improved; in the baseline period, 78% of clients were categorized as “Vulnerable” or “In-Crisis” compared to only 44% in the post-enrollment period. However, many of the households continued to experience significant energy insecurity problems.

It does appear that the REACH program achieved many of its goals for IVEDC clients. However, it should be noted that IVEDC enrolled the clients that they thought had the greatest probability of being successful in the program. If clients were enrolled on a “first come, first served” basis, the success rate may not have been so high.

### *Findings and Recommendations*

The Illinois REACH project successfully developed two different case management service delivery models that delivered important benefits to clients. Participating clients who successfully completed the program improved bill payment patterns, reduced energy usage, and attained higher levels of energy security. The program models can be used by the Illinois LIHEAP Office as it works to help clients take advantage of new weatherization and energy funds, and as it works to implement the Illinois PIPP program in September 2011.

The Process and Impact Evaluations conducted in-depth research on the program processes and impacts. Based on the findings from these evaluations, we make the following recommendations:

- CEDA Case Management Recommendations
  - Targeting – CEDA offered the program to all interested clients. This approach gives clients the greatest opportunity to take advantage of program services. However, to reach more of the clients originally targeted by the Illinois LIHEAP Office (i.e., clients who had service disconnected at the time of program enrollment), CEDA case managers would need to work with LIHEAP intake staff to identify clients who fit the original REACH profile and conduct additional outreach to those clients.
  - Service Delivery Model – The CEDA service delivery model (i.e., the case manager travels to the client’s neighborhood) was effective in helping clients to complete program requirements. However, program costs might be reduced if clients came to a centralized location and thereby reducing travel time for case managers. It would be appropriate to test alternatives to assess the trade-off between case manager travel time and client attendance at meeting.
  - Illinois PIPP Support – The CEDA case management approach can be an important part of the implementation of the Illinois PIPP program. PIPP programs are complicated; previous PIPP program evaluations have demonstrated that clients fail to take full advantage of program benefits because they do not fully understand program requirements. The Illinois LIHEAP Office should work with CEDA and other community based organizations in urban areas to develop effective case management models for PIPP client support.
  - Weatherization / Energy Efficiency Program Support – New funds are available for weatherization and energy efficiency programs from both the Federal government and Illinois utilities. The CEDA clients had very high usage and

would be good candidates for such services. However, certain barriers (e.g., landlord approval) prevent clients from taking advantages of such services. Case managers could be trained to act as advocates for clients in overcoming these barriers and obtaining these services, and thereby deliver significant additional benefits to clients.

- IVEDC Findings and Recommendations

- Targeting – IVEDC targeted the program to the clients who were best suited to meet program requirements. However, this approach excluded some clients who might have been able to benefit from program services. It would be appropriate to test alternative procedures that allowed other clients to enter the program after they demonstrated that they were sufficiently committed to meeting program requirements.
- Service Delivery Model – The IVEDC service delivery model (i.e., workshops with telephone follow-up) was effective in helping clients to complete program requirements. However, since both case managers and clients questioned the value of the third workshop, it might be possible to reduce program costs without reducing program effectiveness if the third workshop were eliminated from the program model.
- Illinois PIPP Support – The IVEDC budget counseling workshop might furnish an excellent opportunity for case managers to work with Illinois PIPP clients to better understand the client's rights and responsibilities under the PIPP program. By improving PIPP payment compliance the program can be expected to increase benefits for PIPP clients and reduce costs for the Illinois LIHEAP program and the participating utilities.

The Illinois REACH Pilot program gave the Illinois LIHEAP Office the opportunity to design and test case management models, and to develop a better understanding of how to serve LIHEAP recipient households. These models can be used as Illinois works with the newly available weatherization and energy efficiency funds, and as the Illinois LIHEAP Office works to implement the Illinois PIPP program.

## I. Introduction

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The Illinois Department of Commerce and Economic Opportunity (DCEO), in conjunction with local agency partners Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC), procured funding from the federal Residential Energy Assistance Challenge Program (REACH) for the Illinois REACH Project. Concurrent with the program implementation, APPRISE conducted an Impact Evaluation to measure the effectiveness of the program in achieving its goals. The purpose of this report is to present the Impact Evaluation findings and to discuss the implications for LIHEAP policy in Illinois.

### A. *Illinois REACH Project*

The REACH Project aimed to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, the Project provided a holistic case management model focused on strategies appropriate for each individual household.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance.<sup>1</sup> Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

The REACH project targeted those LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections, households with incomes at or below 100% of the poverty level, and those that were in crisis with respect to their energy insecurity. The project operated in Cook County, which includes Chicago, and Calhoun, Greene, Jersey and Macoupin Counties in Central-Southern Illinois.

To reduce the vulnerability of low-income families to the loss of energy service, the two agencies provided 638 low-income households with intensive case management services over the course of the three-year pilot program. These case management services included referrals as well as counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.

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<sup>1</sup> Special tabulations from LIHEAP.Net developed by DCEO.

## ***B. Impact Evaluation Procedures***

This report presents the findings from the Impact Evaluation of the Illinois REACH Project. The Impact Evaluation included the following research activities:

- *Analysis of Program Statistics:* We reviewed statistics from the service delivery agencies to document the delivery of services and client outcomes.
- *Analysis of LIHEAP.Net Information:* We used a download from the LIHEAP.Net system to track client use of LIHEAP benefits and to examine changes in income for the period from 2004 through 2009.
- *Client Interviews:* We conducted telephone surveys with 100 program participants regarding their program experiences to get their assessment of program impacts.
- *Utility Transaction Analysis:* We analyzed utility transaction records to assess the change in payment patterns for program participants.
- *Utility Usage Analysis:* We analyzed utility billing data to assess the change in electric and gas usage for program participants.

These research activities furnished direct information on the program impacts and allow us to assess whether the program worked as intended and to assess how the program worked for different groups of clients.

## ***C. Organization of the Report***

Four sections follow this introduction.

- Section II – Illinois REACH Project
- Section III – Program Impacts for CEDA Clients
- Section IV – Program Impacts for IVEDC Clients
- Section V – Findings and Recommendations

APPRISE prepared this report under contract to the DCEO. Staff from DCEO, CEDA, and IVEDC facilitated this report by furnishing program data and information to APPRISE. Any errors or omissions in this report are the responsibility of APPRISE. The statements, findings, conclusions, and recommendations are solely those of the analysts from APPRISE and do not necessarily reflect the views of DCEO.



## II. Illinois REACH Project

DCEO has a comprehensive statewide LIHEAP database – LIHEAP.Net. The availability of this database allowed DCEO to look at those LIHEAP recipients who appeared to be in the greatest distress – those who needed LIHEAP to restore their energy service. Using this database, they found that many LIHEAP-recipient households are only able to restore their gas service using LIHEAP grants and are only able to maintain that service through the end of the winter shutoff moratorium. The focus of the Illinois REACH project is to find a way to increase the share of those households that can maintain their energy service throughout the year.

### A. *Need for Services*

While winter heating assistance provided through LIHEAP helps clients to reduce their energy burden and/or restore their home energy service, many of these clients are not able to maintain the continuity of their service beyond the end of the moratorium on disconnections and through the following winter. The REACH project aims to reduce the vulnerability of low-income families to prolonged periods without energy service. To accomplish this objective, it provides a holistic case management model focused on strategies appropriate for each individual household. The ultimate goal for this REACH project is to reduce home energy service disconnections and reduce the potential for homelessness among participating clients.

The Illinois low-income population experiences a cycle of energy service disconnections, followed by reconnections and then disconnections once more. In the 2005-2006 heating season, more than 35,000 LIHEAP beneficiaries were without home energy service at the time they applied for assistance. Many of these households had also been without service the prior year. LIHEAP assistance might only last long enough to restore home energy through the moratorium on disconnections; after that, a household must remain without any home energy service until the following heating season. In addition, those households that remain current or nearly current on their payments may be making major sacrifices in other household needs, such as food or medicine, in order to cover those payments.

To address these concerns, the REACH project targeted the following:

- Households in Poverty – The project targeted LIHEAP beneficiaries that have the highest risk of payment failure as predicted by a history of inconsistent payment and disconnections – those with incomes between 0% and 100% of the poverty level, and those that are in crisis with respect to their energy insecurity.
- Targeted Areas
  - Cook County – Cook County has a large concentration of low-income households, with over 15% of the household population having incomes less than the federal poverty level (2004 American Community Survey).

Unemployment is also high, at a rate of 6.5%, compared with 5.7% for the state and 5.1% for the nation.

- Central-Southern Illinois – The rural counties of Calhoun, Greene, Jersey and Macoupin contain 15,793 residents with incomes below 150% of the poverty level (2000 Census) and report unemployment rates above the national percentage (6.0%, 5.4%, 5.3%, and 5.7% respectively).

To reduce the vulnerability of low-income families to the loss of energy service, two agencies provided 638 low-income households with intensive case management services over the course of the three-year pilot program. These case management services included referrals as well as counseling and training designed to help households become and remain current on their bills without sacrificing other household needs.

## ***B. Program Goals***

The Illinois REACH Project addressed the vulnerability of the low-income families to prolonged periods without energy service by providing a holistic case management model focused on strategies appropriate for each individual household. This model included the following activities:

- Employment Opportunities - Assessing client eligibility for adult education and job programs and working with clients to obtain higher-waged employment and decrease job expenses.
- Public Assistance - Assessing client eligibility for other assistance programs and working with clients to obtain additional sources of income.
- Financial Counseling - Assessing client need for financial programs and working with clients to develop management tools for leveling out income and energy bills.
- Financial Tools - Assessing client need for transactions assistance and training and working with clients to obtain tools and develop strategies that minimize the cost of transactions.
- Usage Reduction - Assessing client need for energy usage reduction programs and working with clients to obtain conservation tools and identify energy reduction strategies that are most effective for each client.
- Expenses Reduction - Assessing client need for expense reduction assistance and working with clients to identify expense reduction strategies that are most effective for each client.

The overall expected outcome of this project is that clients will be successful in increasing the affordability of their annual energy bill, improving their consistency of payments and

enhancing the level of energy services they receive. This overall outcome includes several specific outcomes:

- Some clients will increase their net household income.
- Some clients will increase their overall assistance level.
- Some clients will be able to more consistently pay their energy bills on time and in full, avoiding disconnection.
- Some clients will reduce their transaction costs.
- Some clients will reduce their overall energy usage, and thereby reduce their annual energy bill.
- Some clients will reduce their other household expenses.

To achieve these goals, two agencies served 638 low-income households with case management services over the course of the three-year pilot program.

### ***C. Program Design and Implementation***

#### **1. Program Administration**

The REACH Grant that funds the Illinois REACH Project is overseen by the Low-Income Home Energy Assistance Program (LIHEAP) within DCEO. The Community and Economic Development Association of Cook County (CEDA) and Illinois Valley Economic Development Corporation (IVEDC) delivered the program, with assistance from local utilities. CEDA worked with Nicor Gas, Peoples Gas and ComEd in Cook County. IVEDC worked with Ameren in Calhoun, Green, Jersey and Macoupin Counties.

##### ***a) Oversight Agencies***

The LIHEAP Program Manager, along with members of the project team, wrote the REACH grant proposal, and the grant money flowed from the federal government through HHS to LIHEAP. The LIHEAP office set program policy and monitored program progress through review meetings.

##### ***b) Provider Agencies***

Two providers, CEDA and IVEDC, were responsible for providing services under the Illinois REACH Project. CEDA's REACH staff included part of the time of the LIHEAP Quality Assurance Manager and three full time case managers, one of whom acted as Project Coordinator, splitting her time between case management, data management and oversight. IVEDC's REACH staff was all part time on the project, including an Assistant Project Director and three case managers, one of whom acted as

the REACH coordinator and split her time between case management, data management and oversight.

### ***c) Budgets and Goals***

DCEO developed a general project budget that included all costs for service delivery and program management. This budget is allocated between the two provider agencies. Table II-1 displays the provider budgets that were included in the REACH grant proposal. Table II-2 displays the enrollment goals for each provider agency. Both agencies exceeded these goals.

**Table II-1  
Provider Budgets**

<b>Budget Item</b>	<b>CEDA</b>	<b>IVEDC</b>
Personnel	\$331,200	\$99,000
Fringe Benefits	\$93,600	\$32,400
Travel	\$10,800	\$6,000
Supplies	\$32,400	\$1,200
Other	\$100,000	\$41,400
Indirect Charges	\$152,000	\$0
<b>Total</b>	<b>\$720,000</b>	<b>\$180,000</b>

Total combined provider budget: \$900,000

**Table II-2  
Provider Enrollments**

	<b>CEDA</b>	<b>IVEDC</b>
Annual Goal	120	45
Program Goal	360	140
Accomplishments	497	141

Total combined provider goal: 500

Total combined provider accomplishments: 638

## **2. Recruitment and Enrollment**

During program year one, CEDA and IVEDC established relationships with internal offices and external referral sources. IVEDC also sent a recruitment letter to Ameren arrearage customers, but found that this was not an efficient recruitment method.

### *CEDA Recruitment and Enrollment*

During program year two, CEDA caseworkers maintained a waiting list for clients referred by the CEDA anchor sites. When an existing REACH case was closed, the caseworker contacted clients from the waiting list to assess whether the client was still interested in participating in the program. If so, the caseworker scheduled an intake interview to confirm program eligibility. For CEDA, the eligibility guidelines include:

- Certification that the client is eligible for LIHEAP
- A history of inconsistent payment or disconnections
- A high level of energy insecurity

The caseworker checked the State database to see if the potential client ever received benefits from the Illinois Low-Income Home Energy Assistance Program (LIHEAP). If the client received LIHEAP benefits in the last year, the client was automatically income-qualified for the Illinois REACH Project. If the potential client had never received LIHEAP benefits, the agency had to collect income verification documents during the intake appointment. Other program requirements, such as energy insecurity and a history of inconsistent payments, were verified either directly with the appropriate utility or during the intake appointment. Once the client was determined to be eligible for the program, the caseworker completed program orientation and filled out forms, including:

- Filling out the REACH Master Meeting Report
- Filling out the Monthly Income and Expense Worksheet
- Handing out the Energy Checklist
- Setting up next meeting
- (After the appointment) Contacting the utility to arrange a deferred payment plan

### *IVEDC Recruitment and Enrollment*

During program years two and three, IVEDC caseworkers recruited clients for REACH “classes.” Each “class” of REACH participants consisted of between 20 and 40 eligible households. It took about three months to recruit a class of clients from referrals made by LIHEAP intake staff. During any three month period, the REACH program would be recruiting one class, delivering workshops to another class, and doing post-workshop follow-up with a third class.

Clients were referred to the REACH caseworkers by LIHEAP intake staff if they were LIHEAP eligible, if they were having difficulty paying their utility bills, and if they expressed an interest in working toward more consistent payment of their bills. The REACH caseworker contacted clients to assess whether the client was still interested in participating in the program. If so, the caseworker scheduled an intake interview to confirm program eligibility. The process included:

- (Before the appointment) Contacting the utility to arrange a budget billing plan

- Explaining the program
- Filling out the LIHEAP application
- Filling out the consent forms
- Filling out the CSBG intake form, which includes demographic information
- Filling out the Monthly Household Budget Worksheet
- Filling out the 90-day Income Worksheet
- Filling out the Family and Community Development Questionnaire
- Filling out documentation requests if necessary, writing up case notes
- Suggesting referrals, if any

Successful enrollees were informed of the workshop schedule and of follow-up activities with the REACH caseworkers.

### **3. Service Delivery**

The two provider agencies conduct case management of REACH clients in somewhat different ways. CEDA focuses on one-on-one meetings, while IVEDC has a structured sequence of workshops.

#### *CEDA Service Delivery*

At CEDA, the caseworker holds monthly meetings with each client. The goal is to have six meetings with the client and to have the client make payments each month on their utility bill. At meeting #1, the caseworker confirms that the client has made a payment and reminds the client that for each additional month in which the payment is made, the client will receive an incentive of \$100. At the meetings, they do the following:

- Fill out the REACH Monthly Meeting Report, which includes follow-up on referrals and the action list (every month).
- Review the client's utility bill, assess whether the client made a payment on the bill, and assess whether the client is eligible for the \$100 incentive payment (meetings #2 through #6) (every month).
- At the first follow-up meeting, they conduct energy education, including:
  - Going through the Keep Warm Illinois tutorial
  - Handing out a conservation kit, including:
    - 11 CFLs
    - 17' foam weather seal,
    - 30' rope caulk
    - A window seal kit for five 3x5 windows.

- At the second follow-up meeting, they conduct financial education through the use of Money Smart tutorial.
- Set a meeting appointment for the following month (every month).

If a client fails to make a payment in any month, they need to start over and attend six more monthly meetings. They receive the incentive payment only when they exceed their previous number of payments. (For example, consider a client who made three consecutive payments and received \$200 in incentives payments, but failed to make a payment on their bill in the fourth month. That client would need to make four consecutive payments before receiving an additional incentive payment.)

REACH clients graduate from the program when they have made six consecutive payments to their utility company. CEDA does not “dismiss” clients from the program for failing to make payments. However, they do close cases when a client stops attending monthly meetings and is nonresponsive to telephone contacts.

#### *IVEDC Service Delivery*

There are two different parts of the service delivery – caseworker follow-up and client workshops. The caseworker is responsible for making periodic contact with the clients; they check to ensure that the client attends workshops and they check the utility reports to ensure that the client is paying his/her bill. In addition, IVEDC central office staff deliver three workshops to clients.

- Workshop #1 – At this workshop, IVEDC conducts energy education. They use the “Keep Warm Illinois” video and a handout with energy saving tips. The workshop moderator leads a discussion of energy saving opportunities and answers client questions. At the end of the workshop, the client receives an energy saving kit and CFL bulbs.
- Workshop #2 – At this workshop, IVEDC conducts a budget counseling session. The key messages are: control credit expenditures, look at the cost of small things over time, and prepare a budget.
- Workshop #3 – At this workshop, IVEDC gives clients an overview of the programs available to low-income households. At this workshop, there also is an opportunity for the client to raise any other program issues. Originally, IVEDC expected to do job development at this workshop. However, since many of the clients are on fixed income (i.e., retired or disabled), IVEDC managers decided to identify which clients need job development resources and to work with clients one-on-one to deliver those services.

REACH clients receive a \$150 incentive payment on their utility bill if they successfully complete three months of payments on their utility bill. REACH clients receive an

additional \$250 incentive if they successfully complete six months of payments on their utility bill.

REACH clients graduate from the program when they have attended the three workshops and have made six monthly payments to their utility company. If a client failed to attend a workshop, but had a good reason for missing the meeting, the caseworker would deliver the workshop services one-on-one to the client.



### III. Program Impacts for CEDA Clients

The CEDA REACH program delivered one-on-one case management services to LIHEAP recipient households that were having difficulty paying their electric and/or gas bills. The services included energy education, budget management, and other client assistance services. Caseworkers met with clients on a monthly basis to deliver services and follow-up on referrals, as well as to assess the success of the client in making payments on energy bills. The caseworker approved incentive payments for clients who demonstrated that they had made payments on their utility bills. The payments were made directly to the utility (electric and/or gas) selected by the client.

To measure the impacts of the program, an analysis group was defined. It included those clients who were enrolled between October 1, 2007 and April 30, 2008. The preprogram period was defined as one year prior to program enrollment and the analysis period was defined as one year after program enrollment. The study reports on the 128 clients enrolled during the analysis period for whom LIHEAP.Net data were available.

This section of the report presents information on the program impacts for CEDA analysis group clients, including:

- **Baseline Status** – The status of clients at the time of enrollment in the program, including: client demographics, use of the LIHEAP program, gas and electric usage and payments, and client energy security.
- **Program Statistics** – The number of clients served and their success in meeting the program requirements.
- **Program Impacts** – The status of clients one year after program enrollment, including changes in use of the LIHEAP program, changes in gas and electric usage and payments, and changes in client energy security.

The analysis demonstrates that those clients who completed the program improved their status with respect to utility bill payment, maintaining energy service, and energy security. Clients who were partially successful in meeting the program requirements (i.e., received some program incentives) also demonstrated some improvement. However, those clients who dropped out of the program without receiving any program incentives experienced deterioration in utility bill payment and energy security.

#### *A. Analysis Group*

CEDA started enrolling clients for the REACH Program in January 2007. The CEDA analysis group for the study consists of clients who enrolled between October 1, 2007 and April 30, 2008 and for whom there are LIHEAP.Net data available. CEDA enrolled 149 clients in the program during that period. Of these 149 clients, information from LIHEAP.Net was available for 128 clients. The program was at the developmental stage in

the first few months and relatively little information was collected on these clients. Therefore, the analysis group excludes the clients enrolled before October 1, 2007, as the experiences of these clients may be different than those enrolled later in the program. The analysis group also excludes the clients enrolled after April 30, 2008 because there are insufficient post-enrollment data to measure program impacts for these clients.

## ***B. Baseline Status of Analysis Group***

This section of the report reviews the baseline data on CEDA clients enrolled in the REACH Program during the analysis period to characterize the program participants. The data available to assess the baseline status of clients includes:

- Program Intake Forms – CEDA case managers collected data for clients at the time of enrollment. These forms furnished information on the services needed by clients and the energy insecurity status of clients in the year prior to enrollment.
- LIHEAP.Net – The LIHEAP data management system furnishes information on client demographics and prior experience with the LIHEAP program.
- Utility Billing and Payment Data – NICOR and Peoples Gas furnished information on gas billing and payment, and Commonwealth Edison furnished information electric billing and payment prior to program enrollment for participating customers.
- Survey Data – APPRISE conducted telephone interviews with a sample of clients that furnished information on the experiences of clients prior to enrollment in the REACH Program.

Using these data, we present statistics for the Analysis Group CEDA clients, including:

- Income and Demographics – Annual Income, Income Sources, Household Size and Type, and Disability Status
- LIHEAP Participation – Use of LIHEAP in the three years prior to REACH program participation and the 12 months prior to REACH program participation.
- Energy Bills and Payments – Electric and gas usage, bills, payments, and energy burden in the 12 months prior to program participation or in the earliest 12 months the data is available.
- Survey Data – Client reported data on energy insecurity prior to enrollment in the REACH Program.
- CEDA Intake Forms – Client reported data on energy insecurity prior to enrollment in the REACH Program.

## Income and Demographics

Tables 3.1 through 3.3 furnish information on household income for the CEDA clients. Table 3.1 shows that over one-quarter of the clients had no income. Over 35% of the CEDA clients had income in the range of \$500-999 per month (\$6,000 to \$12,000 per year). Table 3.2 shows that about two-thirds of the CEDA clients had incomes less than 75% of poverty. Table 3.3 shows that, while 26% had no source of income, 34% of clients had employment income and 32% had Social Security or SSI as their primary source of income.

**Table 3.1**  
**CEDA REACH Participants**  
**Monthly Income**

Income Group	Number of Households	Percent of Households
\$0	33	26%
\$1 to \$499	5	4%
\$500 to \$999	46	36%
\$1,000 to \$1,499	17	13%
\$1,500 to \$1,999	14	11%
\$2,000 or More	13	10%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.2**  
**CEDA REACH Participants**  
**Household Poverty Level**

Poverty Group	Number of Households	Percent of Households
No Income	33	26%
Less than 50% of Poverty	21	16%
50% to less than 75% of Poverty	31	24%
75% to less than 100% of Poverty	20	16%
100% of Poverty or More	23	18%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.3**  
**CEDA REACH Participants**  
**Primary Source of Income**

Income Source	Number of Households	Percent of Households
Employment Income	44	34%
Unemployment Compensation	4	3%
Retired/Disabled (SSA or SSI)	41	32%
Public Assistance (TANF, GA, AABD)	2	2%
Other	4	3%
None	33	26%
TOTAL	128	100%

Source: LIHEAP.Net

Tables 3.4 through 3.6 furnish information on the demographics of the CEDA clients. Table 3.4 shows that the median household size was three. About 44% of the clients had four or more household members. Nearly half of the households were single parent families, while relatively few of the households were elderly (Table 3.5). About 25% of the households had a disabled individual in the home (Table 3.6).

**Table 3.4**  
**CEDA REACH Participants**  
**Household Size**

Household Size	Number of Households	Percent of Households
1	27	21%
2	21	16%
3	24	19%
4	28	22%
5+	28	22%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.5**  
**CEDA REACH Participants**  
**Household Type**

Household Type	Number of Households	Percent of Households
Two Parent Family	24	19%
Single Parent Family	60	47%
Elderly Couple	2	2%

Household Type	Number of Households	Percent of Households
Elderly Individual	7	5%
Nonelderly Couple	5	4%
Nonelderly Individual	20	16%
Other	10	8%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.6**  
**CEDA REACH Participants**  
**Disability Status**

Disability Status	Number of Households	Percent of Households
Nonelderly Disabled Individual	30	23%
Elderly Disabled Individual	4	3%
No Disabled Individual	94	73%
TOTAL	128	100%

Source: LIHEAP.Net

### Use of LIHEAP – Last Three Fiscal Years

Table 3.7 shows that nearly one-quarter of the CEDA clients have received LIHEAP benefits consistently for the last three years, and most (89%) have received LIHEAP at least once in the last three years. However, there were some (11%) who had not used LIHEAP in the last three years and may be new to the LIHEAP program.

**Table 3.7**  
**CEDA REACH Participants**  
**Years with LIHEAP Grants in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	14	11%
1	45	35%
2	40	31%
3	29	23%
TOTAL	128	100%

Source: LIHEAP.Net

Tables 3.8 through 3.10 show the type of LIHEAP grants received by the CEDA clients. In the last three years, about 40% of the CEDA clients had their service disconnected at least once when they applied for LIHEAP (Table 3.8). About 36% of the clients received a crisis grant in the last three years (Table 3.9). Nearly half of the CEDA clients were disconnected or had an imminent disconnection at the time of the grant (Table 3.10). It is important to

note that the clients who were disconnected at the time of receipt of LIHEAP (40% of clients) are most consistent with the original REACH profile established by DCEO.

**Table 3.8**  
**CEDA REACH Participants**  
**Years with Service Disconnection Status in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	77	60%
1	35	27%
2	14	11%
3	2	2%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.9**  
**CEDA REACH Participants**  
**Years with LIHEAP Crisis Grants in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	82	64%
1	36	28%
2	8	6%
3	2	2%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.10**  
**CEDA REACH Participants**  
**Years with Imminent Disconnection or Disconnection State in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	73	57%
1	38	30%
2	14	11%
3	3	2%
TOTAL	128	100%

Source: LIHEAP.Net

### **Use of LIHEAP – Last Twelve Months**

Tables 3.11 through 3.14 furnish information on how the CEDA clients used LIHEAP in the last twelve months prior to the program enrollment. Table 3.11 shows that over one-quarter

of the CEDA clients received LIHEAP benefits of \$1,000 or more in the last twelve months. The median LIHEAP grant for the CEDA clients who did receive grants was about \$725. About 30% of the CEDA clients received a crisis grant in the last 12 months (Table 3.12), while about 40% of the CEDA clients were disconnected or had a threat of service disconnection at the time they received the LIHEAP grant (Table 3.14).

**Table 3.11**  
**CEDA REACH Participants**  
**LIHEAP Grant Amounts in Last Twelve Months**

Grant Amount	Number of Households	Percent of Households
\$0	9	7%
\$1 to Less than \$250	10	8%
\$250 to Less Than \$500	13	10%
\$500 to Less Than \$750	38	30%
\$750 to Less Than \$1,000	23	18%
\$1,000 or More	35	27%
TOTAL	128	100%

Source: LIHEAP.Net

**Table 3.12**  
**CEDA REACH Participants**  
**Types of Heating Grants in Last Twelve Months**

Types	Number of Households	Percent of Households
Regular Grant	118	92%
Crisis Grant	38	30%

Source: LIHEAP.Net

**Table 3.13**  
**CEDA REACH Participants**  
**Connection Status at the Time of Heating Grant Application**  
**Last Twelve Months**

Connection Status	Regular Grant		Crisis Grant	
	Number	Percent	Number	Percent
Connected	72	61%	0	0%
Imminent Disconnect	13	11%	9	24%
Disconnected	33	28%	29	76%
TOTAL	118	100%	38	100%

Source: LIHEAP.Net

**Table 3.14**  
**CEDA REACH Participants**  
**“Worst Case” LIHEAP Disconnection Status Last Twelve Months**

Types	Number of Households	Percent of Households
No Disconnect Status	71	60%
Imminent Disconnect Status	13	11%
Disconnect Status	35	29%
TOTAL	119	100%

Source: LIHEAP.Net

### Baseline Gas Usage and Transactions

Tables 3.15 and 3.16 furnish information on the gas use and bills for the CEDA clients around the time of REACH Program enrollment. Many clients do not have 12 months of pre-program transaction and usage data available. Therefore, to characterize the population, earliest 12 months of data available for an account have been used to keep the maximum number of accounts in the analysis. Table 3.15 shows that over 40% of the CEDA clients use 1,500 therms or more and the median gas use is nearly 1,300 therms. Median baseline gas bill is about \$1,500 (Table 3.16).

**Table 3.15**  
**CEDA REACH Participants**  
**Baseline Gas Usage**  
**(Earliest 12 Months)**

Therms	Number of Households	Percent of Households
1 to Less Than 500	7	7%
500 to Less Than 1,000	27	27%
1,000 to Less than 1,500	26	26%
1,500 to Less Than 2,000	24	24%
2,000 or More	17	17%
TOTAL	101	100%

Source: NICOR and Peoples

**Table 3.16**  
**CEDA REACH Participants**  
**Baseline Gas Bills**  
**(Earliest 12 Months)**

Gas Bill Amount	Number of Households	Percent of Households
\$1 to Less Than \$500	2	2%



Gas Bill Amount	Number of Households	Percent of Households
\$500 to Less Than \$1,000	22	22%
\$1,000 to Less than \$1,500	26	26%
\$1,500 to Less Than \$2,000	23	23%
\$2,000 or More	28	28%
TOTAL	101	100%

Source: NICOR and Peoples

Tables 3.17a through 3.17c furnish information on baseline gas energy burden for the CEDA clients. The median baseline gross gas energy burden is nearly 12% of income (Table 3.17a) for clients with non-zero household income. Table 3.17b shows that, after accounting for LIHEAP, the median gas energy burden for these clients was about 7% of income. The median baseline gas energy burden, net of LIHEAP, was nearly 10% of income for those non-zero household income clients that have 12 months of pre- and post-program data available (Table 3.17c).

**Table 3.17a**  
**CEDA REACH Participants**  
**Baseline Gross Gas Energy Burden**  
**(Earliest 12 Months)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	29	29%
10% to Less Than 25%	36	36%
25% or More	13	13%
Zero Income Households	23	23%
TOTAL	101	100%

Source: NICOR, Peoples, and LIHEAP.Net

**Table 3.17b**  
**CEDA REACH Participants**  
**Baseline Gas Energy Burden– Net of LIHEAP Benefits**  
**(Earliest 12 Months)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	58	58%
10% to Less Than 25%	14	14%
25% or More	6	6%
Zero Income Households	23	23%
TOTAL	101	100%

Source: NICOR, Peoples, and LIHEAP.Net

**Table 3.17c**  
**CEDA REACH Participants**  
**Baseline Gas Energy Burden– Net of LIHEAP Benefits**  
**(Clients with 12 Months of Preprogram Data)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	23	41%
10% to Less Than 25%	18	32%
25% or More	3	6%
Zero Income Households	12	21%
TOTAL	56	100%

Source: NICOR, Peoples, and AP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.18a through 3.20 furnish information on how the CEDA clients paid their gas bills prior to enrollment. Table 3.18a shows that, when LIHEAP benefits are included, 44% of these clients paid their entire gas bill and another 21% paid over 75% of their bill but not the whole amount. About one in three of the clients paid less than 75% of their gas bill. (Table 3.18b shows that the bill coverage rates were slightly better for households with 12 months of billing data prior to enrollment.) Table 3.19a shows that about 55% of the CEDA clients paid at least 75% of the part of the bill that they were responsible for in the pre-enrollment period. The median coverage rate of net bills was about 90% for these clients. About one-quarter of the CEDA clients had no gas arrears and about 15% had over \$1,000 in arrears at the time of enrollment in the program (Table 3.20).

**Table 3.18a**  
**CEDA REACH Participants**  
**Baseline Total Payment Coverage Rate of Gas Bills**  
**(All Clients)**

Gas Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	9	10%
25% to Less Than 50%	9	10%
50% to Less Than 75%	14	15%
75% to Less Than 100%	19	21%
100% or More	40	44%
TOTAL	91	100%

Source: NICOR and Peoples

**Table 3.18b**  
**CEDA REACH Participants**  
**Baseline Total Payment Coverage Rate of Gas Bills**  
**(Clients with 12 Months of Preprogram Data)**

<b>Gas Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	6	11%
25% to Less Than 50%	1	2%
50% to Less Than 75%	10	18%
75% to Less Than 100%	12	21%
100% or More	27	48%
<b>TOTAL</b>	<b>56</b>	<b>100%</b>

Source: NICOR and Peoples

**Table 3.19a**  
**CEDA REACH Participants**  
**Baseline Client Payment Coverage Rate of Net Gas Bills**  
**(All Clients)**

<b>Gas Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	19	21%
25% to Less Than 50%	12	13%
50% to Less Than 75%	11	12%
75% to Less Than 100%	9	10%
100% or More	40	44%
<b>TOTAL</b>	<b>91</b>	<b>100%</b>

Source: NICOR and Peoples

**Table 3.19b**  
**CEDA REACH Participants**  
**Baseline Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Preprogram Data)**

<b>Gas Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	9	16%
25% to Less Than 50%	4	7%
50% to Less Than 75%	9	16%
75% to Less Than 100%	7	13%
100% or More	27	48%
<b>TOTAL</b>	<b>56</b>	<b>100%</b>

Source: NICOR and Peoples

**Table 3.20**  
**CEDA REACH Participants**  
**Baseline Gas Arrears**

<b>Gas Bill Arrears</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$0	25	26%
\$1 to Less Than \$500	34	35%
\$500 to Less Than \$1,000	22	23%
\$1,000 to Less than \$1,500	7	7%
\$1,500 or More	8	8%
<b>TOTAL</b>	<b>96</b>	<b>100%</b>

Source: NICOR and Peoples

### **Baseline Electric Usage and Transactions**

Tables 3.21 and 3.22 furnish information on the electric use and bills for the CEDA clients around the time of REACH Program enrollment. None of the clients has 12 months of pre-program electric transaction or usage data available. Therefore, to characterize the population, earliest 12 months of data available for an account have been used. Table 3.21 shows that nearly three-quarters of the CEDA clients use less than 10,000 kWh and the median electric use is about 7,200 kWh. Median baseline electric bill is about \$830 (Table 3.22).

**Table 3.21**  
**CEDA REACH Participants**  
**Baseline Electric Usage**  
**(Earliest 12 Months)**

<b>Kwh</b>	<b>Number of Households</b>	<b>Percent of Households</b>
1 to Less Than 5,000	32	31%
5,000 to Less Than 10,000	43	42%
10,000 to Less than 15,000	20	20%
15,000 or More	7	7%
<b>TOTAL</b>	<b>102</b>	<b>100%</b>

Source: Commonwealth Edison

**Table 3.22**  
**CEDA REACH Participants**  
**Baseline Electric Bills**  
**(Earliest 12 Months)**

<b>Electric Bill Amount</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$1 to Less Than \$500	18	18%
\$500 to Less Than \$1,000	40	39%
\$1,000 to Less than \$1,500	34	33%
\$1,500 or More	10	10%
<b>TOTAL</b>	<b>102</b>	<b>100%</b>

Source: Commonwealth Edison

Tables 3.23a and 3.23b furnish information on baseline electric energy burden for the CEDA clients. The median baseline gross electric energy burden is nearly 7% of income for clients with non-zero household income (Table 3.23a). Table 3.23b shows that, after accounting for LIHEAP, the median electric energy burden for these clients was nearly 5% of income.

**Table 3.23a**  
**CEDA REACH Participants**  
**Baseline Gross Electric Energy Burden**  
**(Earliest 12 Months)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	49	48%
10% to Less Than 25%	21	21%
25% or More	3	3%
Zero Income Households	29	28%
<b>TOTAL</b>	<b>102</b>	<b>100%</b>

Source: Commonwealth Edison and LIHEAP.Net

**Table 3.23b**  
**CEDA REACH Participants**  
**Baseline Electric Energy Burden– Net of LIHEAP Benefits**  
**(Earliest 12 Months)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	59	58%
10% to Less Than 25%	12	12%
25% or More	2	2%
Zero Income Households	29	28%

Energy Burden	Number of Households	Percent of Households
TOTAL	102	100%

Source: Commonwealth Edison and LIHEAP.Net

Tables 3.24 through 3.26 furnish information on how the CEDA clients paid their electric bills prior to enrollment. Table 3.24 shows that, when LIHEAP benefits are included, 30% of these clients paid their entire electric bill and another 19% paid over 75% of their bill but not the whole amount. About half of the clients paid less than 75% of their electric bill. Table 3.25 shows that over 40% the CEDA clients paid less than 25% of the part of the bill that they were responsible for in the pre-enrollment period. The median coverage rate of net bills was nearly 60%. About 70% of the CEDA clients had arrears less than \$500 and about 12% had over \$1,000 in arrears at the time of enrollment in the program (Table 3.26).

**Table 3.24**  
**CEDA REACH Participants**  
**Baseline Total Payment Coverage Rate of Electric Bills**  
**(All Clients)**

Electric Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	25	36%
25% to Less Than 50%	5	7%
50% to Less Than 75%	6	9%
75% to Less Than 100%	13	19%
100% or More	21	30%
TOTAL	70	100%

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.25**  
**CEDA REACH Participants**  
**Baseline Client Payment Coverage Rate of Net Electric Bills**  
**(All Clients)**

Electric Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	29	41%
25% to Less Than 50%	3	4%
50% to Less Than 75%	8	11%
75% to Less Than 100%	9	13%
100% or More	21	30%
TOTAL	70	100%

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.26**  
**CEDA REACH Participants**  
**Baseline Electric Arrears**

<b>Electric Bill Arrears</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$0	9	9%
\$0 to Less Than \$500	59	61%
\$500 to Less Than \$1,000	16	17%
\$1,000 to Less than \$1,500	7	7%
\$1,500 or More	5	5%
<b>TOTAL</b>	<b>96</b>	<b>100%</b>

Source: Commonwealth Edison

### **Baseline Energy Security**

Tables 3.27 through 3.28b summarize information reported by The CEDA clients in the telephone survey and on the intake forms. Almost all CEDA clients reported that, prior to enrollment in the REACH program, their utility bill was very difficult (78%) or somewhat difficult (20%) to pay (Table 3.27). Nearly half of the CEDA clients reported loss of essential services at some point during the year prior to enrollment; 47% lost heating service, 16% lost cooling service, 30% lost water heating service, 33% lost cooking, and 17% lost lighting (Table 3.28a). All of these service disruptions represent situations that put the household at risk. These rates were similar for households included in the client survey (Table 2.28b).

**Table 3.27**  
**CEDA REACH Participants**  
**Baseline Difficulty Paying Utility Bills**

<b>Difficulty</b>	<b>Number of Households</b>	<b>Percent of Households</b>
Very Difficult	46	78%
Somewhat Difficult	12	20%
Not Too Difficult	1	2%
Not Difficult at All	0	0%
<b>TOTAL</b>	<b>59</b>	<b>100%</b>

Source: Client Survey

**Table 3.28a**  
**CEDA REACH Participants**  
**Baseline Energy Service Disruptions**  
**(All Clients)**

<b>Disruption Type</b>		<b>Number of Households</b>	<b>Percent of Households</b>
Heating Disruption	Yes, Less than 1 Day	8	7%
	Yes, 1 Day or More	49	40%
Cooling Disruption	Yes, Less than 1 Day	5	4%
	Yes, 1 Day or More	15	12%
Water Heating Disruption	Yes, Less than 1 Day	5	4%
	Yes, 1 Day or More	32	26%
Home Cooking Disruption	Yes, Less than 1 Day	4	3%
	Yes, 1 Day or More	36	30%
Lighting Disruption	Yes, Less than 1 Day	4	3%
	Yes, 1 Day or More	17	14%

Source: CEDA Intake Forms

**Table 3.28b**  
**CEDA REACH Participants**  
**Baseline Energy Service Disruptions**  
**(Client Survey Respondents)**

<b>Disruption Type</b>		<b>Number of Households</b>	<b>Percent of Households</b>
Heating Disruption	Yes, Less than 1 Day	3	5%
	Yes, 1 Day or More	23	41%
Cooling Disruption	Yes, Less than 1 Day	1	2%
	Yes, 1 Day or More	3	5%
Water Heating Disruption	Yes, Less than 1 Day	2	4%
	Yes, 1 Day or More	15	27%
Home Cooking Disruption	Yes, Less than 1 Day	0	0%
	Yes, 1 Day or More	19	34%
Lighting Disruption	Yes, Less than 1 Day	0	0%
	Yes, 1 Day or More	9	17%

Source: CEDA Intake Forms, Survey Respondents with Non-Missing Baseline Data



Tables 3.29a and 3.29b report the “Energy Security” status of the CEDA clients prior to enrollment in the REACH program.<sup>2</sup> Table 3.29a shows that 70% of the clients reported energy insecurity problems that led them to be categorized as “In-Crisis” and another 24% of clients were categorized as “Vulnerable.” Only 6% of clients were categorized as “Stable.” None of the clients was categorized as “Thriving” or “Capable.” The “Energy Security” status of the CEDA clients included in the client survey was similar (Table 3.29b). This shows that all the CEDA clients faced significant energy insecurity problems before the program enrollment.

**Table 3.29a**  
**CEDA REACH Participants**  
**Baseline Energy Security**  
**(All Clients)**

Energy Security	Number of Households	Percent of Households
Thriving	0	0%
Capable	0	0%
Stable	7	6%
Vulnerable	30	24%
In Crisis	86	70%
TOTAL	123	100%

Source: CEDA Intake Forms

**Table 3.29b**  
**CEDA REACH Participants**  
**Baseline Energy Security**  
**(Client Survey Respondents)**

Energy Security	Number of Households	Percent of Households
Thriving	0	0%
Capable	0	0%
Stable	6	11%
Vulnerable	12	21%
In Crisis	38	68%
TOTAL	56	100%

Source: CEDA Intake Forms, Survey Respondents with Non-Missing Baseline Data

<sup>2</sup> The Energy Insecurity scale was developed by Roger Colton of Fisher, Sheehan, and Colton to describe the overall status of a household on a number of different dimensions of energy security. A description of the scale is included as Appendix A of the report.

### C. Program Statistics

This section of the report presents program statistics for all the CEDA clients. As of September 18, 2009, CEDA enrolled 496 clients in the REACH program. Table 3.30 shows the enrollment status of these clients. Less than a quarter (23%) of the clients was able to complete the program successfully. About 15% of the enrollees are still active in the program. The majority (63%) of the enrollees were not able to complete the program.

**Table 3.30**  
**CEDA REACH Program**  
**Client Enrollment Status**

Enrollment Status	Number of Clients	Percent of Clients
Graduated	112	23%
Active	73	15%
Dropout	311	63%
TOTAL	496	100%

Source: CEDA REACH Monthly Report

Table 3.31 furnishes detailed information on the receipt of any incentive payments and meeting attendance for the clients who dropped out of the program. Of the clients who dropped out of the program, only 25% received at least one incentive payment. About 60% of the clients who dropped out of the program had only one or two meetings with their case managers. Of the clients who dropped out of the program without receiving any incentive payments, only about 20% attended at least three meetings. These statistics demonstrate that the majority of the clients who left the program did not meet with their case manager long enough to receive all the services the program intended to deliver.

**Table 3.31**  
**CEDA REACH Program**  
**Incentive Payments and Caseworker Meetings**  
**(Dropout Clients)**

Meetings	Dropouts Receiving At Least One Incentive Payment	Dropouts Receiving No Incentive Payments	All Dropouts
Met with caseworker one or two times	2%	59%	61%
Met with Caseworker at least three times	23%	16%	39%
TOTAL	25%	75%	100%

Source: CEDA Master Spreadsheet

## ***D. Post Program Status and Program Impacts***

The purpose of the REACH program was to help clients improve their bill payment patterns by reducing their energy usage, better managing their income and expenses, and identifying additional sources of income. The evaluation collected data from LIHEAP.Net, the client's gas and electric companies, and a client survey to assess the extent to which the program was successful in achieving those objectives. Using these data, we present statistics for the Analysis Group CEDA clients, including:

- LIHEAP Participation – Use of LIHEAP in the 12 months after to REACH program participation.
- Energy Bills and Payments – Electric and gas usage, bills, payments, and energy burden in the 12 months after program participation.
- Survey Data – Client reported data on energy insecurity in the year after enrollment in the REACH Program.

This information was used to assess the REACH program performance.

### **Use of LIHEAP – Twelve Months after Enrollment**

Tables 3.32 through 3.36 furnish information on how the CEDA clients used LIHEAP in the twelve months after the program enrollment and the change in the use of LIHEAP. Table 3.32 shows that nearly one-quarter the clients did not receive LIHEAP benefits in the twelve months after enrollment. For those receiving LIHEAP grants, average grant amounts were about the same in pre- and post- enrollment periods (Table 3.33). Nearly 20% of CEDA clients received a crisis grant in the 12 months after enrollment (Table 3.34), while over 40% of the CEDA clients were disconnected or had a threat of service disconnection at the time they received the LIHEAP grant (Table 3.36).

**Table 3.32**  
**CEDA REACH Participants**  
**LIHEAP Grant Amounts in Twelve Months after Enrollment**

<b>Grant Amount</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$0	30	23%
\$1 to Less than \$250	12	9%
\$250 to Less Than \$500	11	9%
\$500 to Less Than \$750	35	27%
\$750 to Less Than \$1,000	20	16%
\$1,000 or More	20	16%
<b>TOTAL</b>	<b>128</b>	<b>100%</b>

Source: LIHEAP.Net

**Table 3.33**  
**CEDA REACH Participants**  
**Change in LIHEAP Benefits**

	Pre-Program	Post-Program	% Change
Percent of Households that received LIHEAP benefits	93%	77%	-16%
Mean LIHEAP Benefits	\$821	\$777	-5%
Median LIHEAP Benefits	\$726	\$728	+<1%

Source: LIHEAP.Net

**Table 3.34**  
**CEDA REACH Participants**  
**Types of Heating Grants in Twelve Months after Enrollment**

Types	Number of Households	Percent of Households
Regular Grant	93	73%
Crisis Grant	24	19%

Source: LIHEAP.Net

**Table 3.35**  
**CEDA REACH Participants**  
**Connection Status at the Time of Heating Grant Application**  
**Twelve Months after Enrollment**

Connection Status	Regular Grant		Crisis Grant	
	Number	Percent	Number	Percent
Connected	55	59%	0	0%
Imminent Disconnect	6	6%	4	17%
Disconnected	32	34%	20	83%
TOTAL	93	100%	24	100%

Source: LIHEAP.Net

**Table 3.36**  
**CEDA REACH Participants**  
**“Worst Case” LIHEAP Disconnection Status Twelve Months after Enrollment**

Types	Number of Households	Percent of Households
No Disconnect Status	58	59%
Imminent Disconnect Status	5	5%
Disconnect Status	35	36%
TOTAL	98	100%

Source: LIHEAP.Net

Tables 3.37 furnishes information on the change in the “worst case” service connection status at the time of LIHEAP application. While the percentage of clients receiving the regular or crisis grants decreased, the share of clients that were disconnected or had a disconnect notice when they applied for LIHEAP stayed about the same. This finding shows that many of the CEDA clients continued to face significant challenges in making their utility payments and had their service disconnected again.

**Table 3.37**  
**CEDA REACH Participants**  
**Change in “Worst Case” LIHEAP Disconnection Status**

	Pre-Program	Post-Program	% Change
No Disconnect Status	60%	59%	-1%
Imminent Disconnect Status	11%	5%	-6%
Disconnect Status	29%	36%	+7%

Source: LIHEAP.Net

### Post Program Gas Bills and Payments

Tables 3.38a through 3.39 furnish information on post-program gas energy burden and the changes in gas energy burden from pre- to post-program period for the CEDA clients. The median post-program gross gas energy burden was nearly 14% of income (Table 3.38a). Table 3.38b shows that, the median gas energy burden, net of LIHEAP, was nearly 11% of income. The mean and median net gas energy burden have increased by about two to three percentage points from pre- to post-enrollment period (Table 3.39).

**Table 3.38a**  
**CEDA REACH Participants**  
**Post Program Gross Gas Energy Burden**  
**(All Clients)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	24	25%
10% to Less Than 25%	33	34%
25% or More	17	17%
Zero Income Households	23	24%
TOTAL	97	100%

Source: NICOR, Peoples, and LIHEAP.Net

**Table 3.38b**  
**CEDA REACH Participants**  
**Post Program Gas Energy Burden – Net of LIHEAP Benefits**  
**(All Clients)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	36	37%
10% to Less Than 25%	31	32%
25% or More	7	7%
Zero Income Households	23	24%
<b>TOTAL</b>	97	100%

Source: NICOR, Peoples, and LIHEAP.Net

**Table 3.38c**  
**CEDA REACH Participants**  
**Post Program Gas Energy Burden – Net of LIHEAP Benefits**  
**(Clients with 12 Months of Pre- and Post-Program Data)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	16	29%
10% to Less Than 25%	23	41%
25% or More	4	7%
Zero Income Households	12	21%
<b>TOTAL</b>	56	100%

Source: NICOR, Peoples, and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 3.39**  
**CEDA REACH Participants**  
**Change in Net Gas Energy Burden**

	<b>Pre-Program</b>	<b>Post-Program</b>	<b>Change in %</b>
Mean Net Energy Burden	15.5%	18.3%	+2.8%
Median Net Energy Burden	9.8%	11.8%	+2.0%

Source: NICOR, Peoples, and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.40a through 3.42 furnish information on the total coverage rate of gas bills in the post-enrollment period and the change in coverage rates. Table 3.40a shows that 42% of the CEDA clients and half of those clients with 12 months of pre- and post-program data paid 100% of their gas bills. The percentage paying 100% of their gas bills increased very slightly, from 48% to 50% (Table 3.41). Table 3.42 shows that there are somewhat different outcomes among the CEDA clients. The first row of Table 3.42 shows that 23% of the clients paid their full bill prior to enrollment in the REACH and after the enrollment. The

next row shows that another 27% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full bill in the baseline period. The last row of the table, however, shows that about 38% of CEDA clients decreased their payment coverage rate of gas bills by more than 10% in the post-period.

**Table 3.40a**  
**CEDA REACH Participants**  
**Post Program Total Coverage Rate of Gas Bills**  
**(All Clients)**

Gas Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	13	13%
25% to Less Than 50%	14	14%
50% to Less Than 75%	11	11%
75% to Less Than 100%	18	19%
100% or More	41	42%
TOTAL	97	100%

Source: NICOR and Peoples

**Table 3.40b**  
**CEDA REACH Participants**  
**Post Program Total Coverage Rate of Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	4	7%
25% to Less Than 50%	5	9%
50% to Less Than 75%	7	13%
75% to Less Than 100%	12	21%
100% or More	28	50%
TOTAL	56	100%

Source: NICOR and Peoples

**Table 3.41**  
**CEDA REACH Participants**  
**Change in Total Coverage Rate of Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	11%	7%	-4%
25% to Less Than 50%	2%	9%	+7%
50% to Less Than 75%	18%	13%	-5%

Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
75% to Less Than 100%	21%	21%	0%
100% or More	48%	50%	+2%
TOTAL	100%	100%	

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 3.42**  
**CEDA REACH Participants**  
**Change in Total Coverage Rate of Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Status	Number of Households	Percent of Households
Paid 100% or more in both periods	13	23%
Paid 100% in the post period only	15	27%
Paid less than 100% in post period		
Increased 10% or more	2	4%
Increased 5% to 10%	0	0%
Stayed the same (+/- 5%)	3	5%
Decreased 5% to 10%	2	4%
Decreased 10% or more	21	38%
TOTAL	56	100%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.43 and 3.44 furnish information on the change in total gas payments (client payments plus LIHEAP grants) and bills. Table 3.43 shows that over half of the CEDA clients increased their total payments by \$250 or more, and another 5% increased total payments by over \$100 but less than \$250. However, for about 27% of the clients, total payments decreased by \$250 or more. Table 3.44 shows that although the clients increased their payments, the increase in payments, on average, was less than the increase in gas bills, indicating a potential decline in coverage rates. The increase in bills is probably due to a colder winter and higher gas prices in the post-period.

**Table 3.43**  
**CEDA REACH Participants**  
**Change in Total Gas Payments**  
**(Clients with 12 Months of Pre and Post Program Data)**

Total Payments	Number of Households	Percent of Households
Increased by \$250 or more	29	52%
Increased by \$100 to less the \$250	3	5%
Increased by \$50 to less the \$100	0	0%
Stayed the same (+/- \$50)	4	7%



Total Payments	Number of Households	Percent of Households
Decreased by \$50 to less the \$100	1	2%
Decreased by \$100 to less the \$250	4	7%
Decreased by \$250 or more	15	27%
TOTAL	56	100%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 3.44**  
**CEDA REACH Participants**  
**Change in Total Gas Payments and Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

	Pre-Program	Post-Program	% Change
Mean Total Payments	\$1,651	\$1,859	12.6%
Median Total Payments	\$1,514	\$1,841	21.6%
Mean Total Gas Bills	\$1,781	\$2,109	18.4%
Median Total Gas Bills	\$1,591	\$1,978	24.3%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.45a through 3.46 furnish information on the client payment coverage rate of net gas bills (energy bills minus LIHEAP grants) in the post-enrollment period and the change in client payment coverage rates. The percentage paying 100% of their bills increased very slightly, from 48% to 50% (Table 3.46). Table 3.47 shows that there are somewhat different outcomes among the CEDA clients. The first row of Table 3.47 shows that 23% of the clients paid their full net gas bill prior to enrollment in the REACH and after the enrollment. The next row shows that another 27% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full net gas bill in the baseline period. The last row of the table, however, shows that about 32% of the CEDA clients decreased their payment coverage rate of net gas bills by more than 10% in the post-period.

**Table 3.45a**  
**CEDA REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Gas Bills**  
**(All Clients)**

Gas Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	21	22%
25% to Less Than 50%	12	12%
50% to Less Than 75%	9	9%
75% to Less Than 100%	14	14%
100% or More	41	42%
TOTAL	97	100%

Source: NICOR and Peoples

**Table 3.45b**  
**CEDA REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	8	14%
25% to Less Than 50%	4	7%
50% to Less Than 75%	7	13%
75% to Less Than 100%	9	16%
100% or More	28	50%
TOTAL	56	100%

Source: NICOR and Peoples

**Table 3.46**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	16%	14%	-2%
25% to Less Than 50%	7%	7%	0%
50% to Less Than 75%	16%	13%	-3%
75% to Less Than 100%	13%	16%	+3%
100% or More	48%	50%	+2%
TOTAL	100%	100%	

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 3.47**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Gas Bill Coverage Status	Number of Households	Percent of Households
Paid 100% or more in both periods	13	23%
Paid 100% in the post period only	15	27%
Paid less than 100% in post period		
Increased 10% or more	4	7%
Increased 5% to 10%	0	0%
Stayed the same (+/- 5%)	4	7%
Decreased 5% to 10%	2	4%

Gas Bill Coverage Status	Number of Households	Percent of Households
Decreased 10% or more	18	32%
TOTAL	56	100%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.48 and 3.49 furnish information on the change in client payments and net energy bills. Table 3.48 shows that over half of the CEDA clients increased their payments by \$250 or more, and another 9% increased their payments by over \$100 but less than \$250. However, for a quarter of the clients, client payments decreased by \$250 or more. Table 3.49 shows that the median client payment increased by about 30%. However, the increase in net median client bills was over 40%, causing a decrease in client coverage rates of net gas bills.

**Table 3.48**  
**CEDA REACH Participants**  
**Change in Client Gas Payments**  
**(Clients with 12 Months of Pre and Post Program Data)**

Client Payments	Number of Households	Percent of Households
Increased by \$250 or more	30	54%
Increased by \$100 to less the \$250	5	9%
Increased by \$50 to less the \$100	2	4%
Stayed the same (+/- \$50)	4	7%
Decreased by \$50 to less the \$100	0	0%
Decreased by \$100 to less the \$250	1	2%
Decreased by \$250 or more	14	25%
TOTAL	56	100%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 3.49**  
**CEDA REACH Participants**  
**Change in Client Gas Payments and Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

	Pre-Program	Post-Program	% Change
Mean Client Payments	\$1,109	\$1,326	19.6%
Median Client Payments	\$894	\$1,163	30.1%
Mean Net Gas Bills	\$1,240	\$1,576	27.1%
Median Net Gas Bills	\$1,067	\$1,526	43.0%

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 3.50 and 3.51 furnish information on the post-program gas bill arrearage and the change in arrearage. Table 3.50 shows that only 11% of the CEDA clients had no arrears

and 45% had arrears \$500 or more in twelve months after program enrollment. The arrears for the average client have increased by nearly 35%, from \$331 to \$444.

**Table 3.50**  
**CEDA REACH Participants**  
**Post Program Gas Arrears**

Gas Bill Arrears	Number of Households	Percent of Households
\$0	11	11%
\$1 to Less Than \$500	42	44%
\$500 to Less Than \$1,000	17	18%
\$1,000 to Less than \$1,500	13	14%
\$1,500 to Less Than \$2,000	3	3%
\$2,000 or More	10	10%
TOTAL	96	100%

Source: NICOR and Peoples

**Table 3.51**  
**CEDA REACH Participants**  
**Change in Gas Arrears**

Gas Bill Arrears	Pre-Program	Post-Program	% Change
\$0	26%	11%	-15%
\$1 to Less Than \$500	35%	44%	+9%
\$500 to Less Than \$1,000	23%	18%	-5%
\$1,000 to Less than \$1,500	7%	14%	+7%
\$1,500 to Less Than \$2,000	5%	3%	-2%
\$2,000 or More	3%	10%	+7%
TOTAL	100%	100%	
Mean Arrears	\$509	\$753	+48%
Median Arrears	\$331	\$444	+34%

Source: NICOR and Peoples

### **Post Program Electric Bills and Payments**

Tables 3.52a and 3.52b furnish information on post-program electric energy burden for the CEDA clients. The median post-program gross electric energy burden was nearly 8% of income (Table 3.52a). Table 3.52b shows that, the median post-period gas energy burden, net of LIHEAP, was about 6% of income.

**Table 3.52a**  
**CEDA REACH Participants**  
**Post Program Gross Electric Energy Burden**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	35	45%
10% to Less Than 25%	16	21%
25% or More	8	10%
Zero Income Households	20	26%
<b>TOTAL</b>	<b>78</b>	<b>100%</b>

Source: Commonwealth Edison and LIHEAP.Net, Clients with 12 months of post-program data

**Table 3.52b**  
**CEDA REACH Participants**  
**Post Program Electric Energy Burden – Net of LIHEAP Benefits**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	39	50%
10% to Less Than 25%	16	21%
25% or More	3	4%
Zero Income Households	20	26%
<b>TOTAL</b>	<b>78</b>	<b>100%</b>

Source: Commonwealth Edison and LIHEAP.Net, Clients with 12 months of post-program data

Tables 3.53a through 3.55 furnish information on the total coverage rate of electric bills in the post-enrollment period and the change in coverage rates. Table 3.53a shows that 35% of the CEDA clients and 31% of those clients with pre-program data paid 100% of their electric bills in post-enrollment period. The percentage paying 100% of their electric bills stayed about the same at around 30% (Table 3.54). The percent paying 75% or more but less than 100% of their bills increased from 19% to 37%. Table 3.55 shows that there are somewhat different outcomes among the CEDA clients. The first row of Table 3.55 shows that 9% of the clients paid their full electric bill prior to enrollment in the REACH program and after the enrollment. The next row shows that another 23% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full bill in the baseline period. The last row of the table, however, shows that about 30% of CEDA clients decreased their payment coverage rate of electric bills by more than 10% in the post-period.

**Table 3.53a**  
**CEDA REACH Participants**  
**Post Program Total Coverage Rate of Electric Bills**  
**(All Clients)**

<b>Electric Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	10	10%
25% to Less Than 50%	10	10%
50% to Less Than 75%	10	10%
75% to Less Than 100%	32	33%
100% or More	34	35%
<b>TOTAL</b>	<b>96</b>	<b>100%</b>

Source: Commonwealth Edison

**Table 3.53b**  
**CEDA REACH Participants**  
**Post Program Total Coverage Rate of Electric Bills**  
**(Clients with Pre-Program Data)**

<b>Electric Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	7	10%
25% to Less Than 50%	9	13%
50% to Less Than 75%	6	9%
75% to Less Than 100%	26	37%
100% or More	22	31%
<b>TOTAL</b>	<b>70</b>	<b>100%</b>

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.54**  
**CEDA REACH Participants**  
**Change in Total Coverage Rate of Electric Bills**

<b>Electric Bill Coverage Rate</b>	<b>Pre-Program</b>	<b>Post-Program</b>	<b>Change in %</b>
0% to Less Than 25%	36%	10%	-26%
25% to Less Than 50%	7%	13%	+6%
50% to Less Than 75%	9%	9%	0%
75% to Less Than 100%	19%	37%	+18%
100% or More	30%	31%	+1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>0%</b>

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.55**  
**CEDA REACH Participants**  
**Change in Total Coverage Rate of Electric Bills**

<b>Gas Bill Coverage Status</b>	<b>Number of Households</b>	<b>Percent of Households</b>
Paid 100% or more in both periods	6	9%
Paid 100% in the post period only	16	23%
Paid less than 100% in post period		
Increased 10% or more	20	29%
Increased 5% to 10%	1	1%
Stayed the same (+/- 5%)	4	6%
Decreased 5% to 10%	2	3%
Decreased 10% or more	21	30%
<b>TOTAL</b>	<b>70</b>	<b>100%</b>

Source: Commonwealth Edison, Clients with Pre-Program Data

Tables 3.56a through 3.58 furnish information on the client payment coverage rate of net electric bills (energy bills minus LIHEAP grants) in the post-enrollment period and the change in client payment coverage rates. The percentage paying 100% of their electric bills stayed about the same at around 30% (Table 3.57). The percent paying 75% or more but less than 100% of their bills increased from 13% to 31%. Table 3.58 shows that there are somewhat different outcomes among the CEDA clients. The first row of Table 3.46 shows that 9% of the clients paid their full net electric bill prior to enrollment in the REACH and after the enrollment. The next row shows that another 23% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full net electric bill in the baseline period. The last row of the table, however, shows that about 27% of the CEDA clients decreased their payment coverage rate of net electric bills by more than 10% in the post-period.

**Table 3.56a**  
**CEDA REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Electric Bills**

<b>Electric Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	13	14%
25% to Less Than 50%	12	13%
50% to Less Than 75%	9	9%
75% to Less Than 100%	28	29%
100% or More	34	35%
<b>TOTAL</b>	<b>96</b>	<b>100%</b>

Source: Commonwealth Edison

**Table 3.56b**  
**CEDA REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Electric Bills**

<b>Electric Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	10	14%
25% to Less Than 50%	9	13%
50% to Less Than 75%	7	10%
75% to Less Than 100%	22	31%
100% or More	22	31%
<b>TOTAL</b>	<b>70</b>	<b>100%</b>

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.57**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Electric Bills**

<b>Electric Bill Coverage Rate</b>	<b>Pre-Program</b>	<b>Post-Program</b>	<b>Change in %</b>
0% to Less Than 25%	41%	14%	-27%
25% to Less Than 50%	4%	13%	-9%
50% to Less Than 75%	11%	10%	-1%
75% to Less Than 100%	13%	31%	+18%
100% or More	30%	31%	+1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>0%</b>

Source: Commonwealth Edison, Clients with Pre-Program Data

**Table 3.58**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Electric Bills**

<b>Electric Bill Coverage Status</b>	<b>Number of Households</b>	<b>Percent of Households</b>
Paid 100% or more in both periods	6	9%
Paid 100% in the post period only	16	23%
Paid less than 100% in post period		
Increased 10% or more	23	33%
Increased 5% to 10%	0	0%
Stayed the same (+/- 5%)	4	6%
Decreased 5% to 10%	2	3%
Decreased 10% or more	19	27%



TOTAL	70	100%
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Source: Commonwealth Edison, Clients with Pre-Program Data

Tables 3.59 and 3.60 furnish information on the post-program electric bill arrearage and the change in arrearage. Table 3.59 shows that only 10% of the CEDA clients had no arrears and about one-third of the clients had arrears \$500 or more in twelve months after program enrollment. While the mean arrears increased by 10%, from \$429 to \$471, the median arrears decreased by 1% (Table 3.60).

**Table 3.59**  
**CEDA REACH Participants**  
**Post Program Electric Arrears**

Electric Bill Arrears	Number of Households	Percent of Households
\$0	10	10%
\$1 to Less Than \$500	54	56%
\$500 to Less Than \$1,000	19	20%
\$1,000 to Less than \$1,500	6	6%
\$1,500 to Less Than \$2,000	3	3%
\$2,000 or More	4	4%
TOTAL	96	100%

Source: Commonwealth Edison

**Table 3.60**  
**CEDA REACH Participants**  
**Change in Electric Arrears**

Electric Arrears	Pre-Program	Post-Program	Change in %
\$0	9%	10%	+1%
\$1 to Less Than \$500	61%	56%	-5%
\$500 to Less Than \$1,000	17%	20%	+3%
\$1,000 to Less than \$1,500	7%	6%	-1%
\$1,500 to Less than \$2,000	5%	3%	-2%
\$2,000 or More	0%	4%	+4%
Mean Arrears	\$429	\$471	+10%
Median Arrears	\$307	\$303	-1%

Source: Commonwealth Edison

### Change in Energy Insecurity

Tables 3.61 through 3.63 furnish information on how the program affected the CEDA clients. More than half of the CEDA clients (53%) reported that it was easier to pay their utility bills in the post-enrollment period (Table 3.61). And, for most (90%), their Energy

Security level either improved (29%) or stayed the same (61%). However, for 11%, their Energy Security level declined (Table 3.62). The percentage of households classified as “In-Crisis” by the Energy Insecurity Scale decreased from 68% to 54%. More than half of the CEDA clients were still “In-Crisis” in the post-program period (Table 3.63).

**Table 3.61**  
**CEDA REACH Participants**  
**Change in Client Difficulty Paying Utility Bill**

Difficulty	Number of Households	Percent of Households
Less Difficult	25	53%
Same	22	47%
More Difficult	0	0%
TOTAL	47	100%

Source: Client Survey, Clients with Non-missing Pre and Post Enrollment Data

**Table 3.62**  
**CEDA REACH Participants**  
**Change in Energy Insecurity Level**

Change	Number of Households	Percent of Households
More Secure	16	29%
Same Insecurity Level	34	61%
Less Secure	6	11%
TOTAL	56	100%

Source: Client Survey, Intake Forms, Survey Respondents with Non-Missing Baseline Data

**Table 3.63**  
**CEDA REACH Participants**  
**Change in Energy Insecurity Level**

Energy Security Level	Pre-Program	Post-Program	Change
Thriving	0%	0%	0%
Capable	0%	4%	+4%
Stable	11%	16%	-5%
Vulnerable	21%	27%	-6%
In-Crisis	68%	54%	-14%

Source: Client Survey, Intake Forms, Survey Respondents with Non-Missing Baseline Data

### Change in Energy Usage

Table 3.64 shows the annual gas usage in pre- and post-enrollment periods for the CEDA clients with 12 months of pre- and post-enrollment data. Change in electric usage cannot be

calculated due to the unavailability of sufficient pre-program electric data. The non-normalized usage analysis shows that the CEDA clients, on average, increased their gas usage by about 9% (117 Therms) in the post enrollment period. The weather-normalized usage analysis, however, indicates a 5% decrease in annual gas usage in the post-enrollment period. This shows the colder weather in the post-enrollment period caused an increase in gas usage.

**Table 3.64**  
**CEDA Clients**  
**Pre and Post Annual Gas Usage**

Usage Type	#	Pre-Usage (Therms)	Post-Usage (Therms)	Change (Therms)	% Change
Non Normalized	58	1,336	1,453	+117	+8.8%
Degree Day Normalized	58	1,468	1,395	-72	-4.9%

Source: NICOR and Peoples, Clients with 12 Months of Pre and Post Enrollment Data

### Summary of Findings

The data furnished in this section show that the REACH program affected the CEDA clients. Specifically:

- **Service Disconnection Status** – The percentage of clients that had their service disconnected and had a termination notice at the time of the LIHEAP grant stayed the same at about 40%.
- **Client Gas Payment Coverage Rate** – About 50% of the CEDA clients paid 100% of their gas bill in the post-enrollment period compared to 48% during the baseline period and 14% maintained or increased their payment coverage rate even though they could not pay their full gas bill. However, 32% of clients decreased their payment coverage rate of gas bills by more than 10%.
- **Client Gas Payments** – More than half (54%) of the CEDA clients increased their gas payments by \$250 or more, and another 9% increased gas payments by over \$100 but less than \$250. However, for about 25% of the clients, client payments decreased by \$250 or more. The increase in client payments was mostly offset by an increase in gas bills in the post-enrollment period due to higher gas prices and colder weather, which hindered an increase in bill coverage rates.
- **Client Electric Payment Coverage Rate** – About 31% of the CEDA clients paid 100% of their electric bill in the post-enrollment period compared to 30% during the baseline period and 36% maintained or increased their payment coverage rate even though they could not pay their full electric bill. However, 30% of clients decreased their payment coverage rate of electric bills by more than 10%.

- **Bill Arrears** – While, gas bill arrears for the average client have increased by about 34%, from \$331 to \$444, electric arrears for the average client decreased by about 1%, from \$307 to \$303.
- **Client Impacts** – Most CEDA clients found that their bills were easier to pay and that their level of Energy Security improved; in the baseline period, 68% of clients were categorized as “In-Crisis” compared to only 54% in the post-enrollment period. However, the majority of the households continued to experience significant energy insecurity problems.

Although the REACH program achieved some of its goals for the CEDA clients, many of those clients continued to face significant energy insecurity issues and needed more help.

### *E. Subgroup Analysis*

The analysis for all REACH participants found that, on average, the REACH program had very little impact on the payment patterns for clients. However, the analysis also showed that 23% of clients completed the program, 39% of clients had some success but did not complete the program, and 38% of clients dropped out of the program after two or fewer case management sessions. In this section, we examine two important issues associated with the REACH program performance.

- **Program Success** – First, we examine the relationship between program success and changes in client payment status.
- **Income** – Second, we examine whether income level was an important predictor of program success and whether it had an impact on changes in client payment status.

The findings from these analyses help us to better understand which clients were successful in the program and how program success affected bill payment.

#### *Program Success*

Table 3.65 compares gas bill coverage rates for clients who graduated from the program, with those who had some program success (received one or more program incentives) and with those who received no program incentives. The table clearly shows a relationship between program success and bill payment coverage rates. In the year prior to enrollment, about 44% of program graduates paid 100% of their gas bill. That increased to 67% in the year after enrollment. By comparison, 54% of program dropouts paid 100% of their bill in the year prior to enrollment and that declined to 31% in the year following program enrollment. Of the clients who were partially successful in the program, 48% paid 100% of their gas bill in the year prior to enrollment and the same percentage paid 100% of their gas bill in the year after enrollment. These findings suggest that, without the program, we might have found that all of the REACH clients would have had reductions in their gas bill coverage rates. However, for those clients who were successful or partially successful in

REACH, the program was effective in improving or at least helping them to maintain their level of payment.

**Table 3.65**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Graduated (N=18)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	17%	0%	-17%
25% to Less Than 50%	6%	11%	+5%
50% to Less Than 75%	22%	6%	-16%
75% to Less Than 100%	11%	17%	+6%
100% or More	44%	67%	+23%
TOTAL	100%	100%	

Not Graduated, Received Incentive (N=25)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	16%	8%	-8%
25% to Less Than 50%	12%	4%	-8%
50% to Less Than 75%	8%	16%	+8%
75% to Less Than 100%	16%	24%	+8%
100% or More	48%	48%	0%
TOTAL	100%	100%	

Not Received Incentive (N=13)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	15%	46%	+31%
25% to Less Than 50%	0%	8%	+8%
50% to Less Than 75%	23%	15%	-8%
75% to Less Than 100%	8%	0%	-8%
100% or More	54%	31%	-23%
TOTAL	100%	100%	

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

Table 3.66 shows that REACH graduates who were successful on the program actually increased their payments; 72% increase their payments by \$250 or more and almost 90% increase their payments by at least \$50. By comparison, only 38% of program dropouts

increased their payments and 38% decreased their payments by \$250 or more. It does appear that clients who worked to be successful at the program were able to find a way to increase their payments to the gas company and thereby improve their bill payment coverage.

**Table 3.66**  
**CEDA REACH Participants**  
**Change in Client Gas Payments**  
**(Clients with 12 Months of Pre and Post Program Data)**

<b>Client Payments</b>	<b>Graduated (N=18)</b>	<b>Not Graduated, Received Incentive (N=25)</b>	<b>Not Received Any Incentive (N=13)</b>
Increased by \$250 or more	72%	56%	23%
Increased by \$100 to less the \$250	11%	4%	15%
Increased by \$50 to less the \$100	6%	4%	0%
Stayed the same (+/- \$50)	0%	8%	15%
Decreased by \$50 to less the \$100	0%	0%	0%
Decreased by \$100 to less the \$250	0%	0%	8%
Decreased by \$250 or more	11%	28%	38%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

### *Income Group*

It also is important to consider how income relates to program success and payment patterns. Table 3.67 shows that income is weakly related to program success. Households with income above 100% of poverty had the highest success rate (30%) while households with incomes below 50% of poverty had the lowest success rate (22%). However, those are small differences in success rates given the differences in income between those groups.

**Table 3.67**  
**CEDA REACH Participants**  
**Client Success Rates by Income Group**

<b>Program Outcome</b>	<b>Poverty Group</b>		
	<b>Less than 50%</b>	<b>50% to &lt; 100%</b>	<b>100% or More</b>
Graduate	22%	25%	30%
Partial Success (Received Incentive)	42%	33%	48%
Dropout (No Incentives)	35%	41%	22%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: LIHEAP.Net and CEDA REACH database

The analysis shows that higher income clients also were more likely to improve their bill payment patterns than lower income clients. Table 3.68 shows that the lowest income clients reduced their payment success rate (i.e., paid 100% of gas bills) from 50% in the 12 months prior to enrollment to 33% in the 12 months following enrollment. The highest income clients, on the other hand increased their payment success rate from 45% in the 12 months prior to enrollment to 64% in the 12 months after enrollment.

**Table 3.68**  
**CEDA REACH Participants**  
**Change in Client Payment Coverage Rate of Net Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

0-<50% poverty (N=18)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	33%	17%	-16%
25% to Less Than 50%	0%	17%	+17%
50% to Less Than 75%	11%	17%	+6%
75% to Less Than 100%	6%	17%	+11%
100% or More	50%	33%	-17%
TOTAL	100%	100%	

50-100% poverty (N=27)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	7%	15%	+8%
25% to Less Than 50%	11%	4%	-7%
50% to Less Than 75%	22%	11%	-11%
75% to Less Than 100%	11%	15%	-4%
100% or More	48%	56%	+8%
TOTAL	100%	100%	

>100% poverty (N=11)			
Gas Bill Coverage Rate	Pre-Program	Post-Program	Change in %
0% to Less Than 25%	9%	9%	0%
25% to Less Than 50%	9%	0%	-9%
50% to Less Than 75%	9%	9%	0%
75% to Less Than 100%	27%	18%	-9%
100% or More	45%	64%	+19%
TOTAL	100%	100%	

Source: NICOR and Peoples, Clients with 12 months of Pre- and Post-Enrollment Data

## IV. Program Impacts for IVEDC Clients

The IVEDC REACH program delivered workshop services to LIHEAP recipient households that were having difficulty paying their electric and/or gas bills. The services included energy education, budget management, and other client assistance services. Clients attended three workshops, including: an energy education workshop, a budget counseling workshop, and a workshop to review other IVEDC programs and services with clients. Caseworkers conducted follow-ups with clients to encourage them to pay their monthly Ameren bill. The caseworker approved incentive payments for clients who demonstrated that they had made payments on their utility bills. The payments were made directly to Ameren on the account of the REACH clients.

To measure the impacts of the program, an analysis group was defined. It included those clients who were enrolled between October 1, 2007 and April 30, 2008. The preprogram period was defined as one year prior to program enrollment and the analysis period was defined as one year after program enrollment. The study reports on the 73 clients enrolled during the analysis period for whom LIHEAP.Net data were available.

This section of the report presents information on the program impacts for IVEDC analysis group clients, including:

- **Baseline Status** – The status of clients at the time of enrollment in the program, including: client demographics, use of the LIHEAP program, gas and electric usage and payments, and client energy security.
- **Program Statistics** – The number of clients served and their success in meeting the program requirements.
- **Program Impacts** – The status of clients one year after program enrollment, including changes in use of the LIHEAP program, changes in gas and electric usage and payments, and changes in client energy security.

The analysis demonstrates that 75% of clients were successful in completing the program and that clients improved their status with respect to utility bill payment, maintaining energy service, and energy security. Since IVEDC screened clients that they thought could be successful on the program, the findings from this study are limited to the population targeted by IVEDC; the program achieves its goals for the targeted clients, but may or may not be successful with other clients who are having difficulty paying their energy bills.

### *A. Analysis Group*

The two provider agencies conducted case management of REACH clients in somewhat different ways. CEDA focused on one-on-one meetings, while IVEDC had a structured sequence of workshops for groups of clients. During the program, IVEDC had five groups of clients enrolled in the program. The starting months for these groups were January 2007 (Group 1), September 2007 (Group 2), January 2008 (Group 3), February 2008 (Group 4),



and January 2009 (Group 5). The analysis group for the report includes the clients in Groups 2-4 for whom there are LIHEAP.Net data available. These data were available for 73 out of 76 clients. The IVEDC REACH program was at the developmental stage when the Group 1 clients enrolled in the program and the experiences of this group may be different than those enrolled later in the program. Therefore, Group 1 clients are excluded from the analysis group. Moreover, since there are insufficient post-enrollment data available for Group 5 clients to measure program impacts, those clients are also excluded from the analysis group.

## ***B. Baseline Status of Analysis Group***

In this section of the report, we review the baseline data on IVEDC clients enrolled in the REACH Program during the analysis period to characterize the program participants. The data available to assess the baseline status of clients includes:

- **LIHEAP.Net** – The LIHEAP data management system furnishes information on client demographics and prior experience with the LIHEAP program.
- **Ameren Billing and Payment Data** – Ameren furnished information on billing and payment prior to program enrollment for participating customers.
- **Survey Data** – APPRISE conducted telephone interviews with a sample of clients that furnished information on the experiences of clients prior to enrollment in the REACH Program.

Using these data, we present statistics for the Analysis Group IVEDC clients, including:

- **Income and Demographics** – Annual Income, Income Sources, Household Size and Type, and Disability Status.
- **LIHEAP Participation** – Use of LIHEAP in the three years prior to REACH program participation and the 12 months prior to REACH program participation.
- **Energy Bills and Payments** – Electric and gas usage, bills, payments, and energy burden in the 12 months prior to program participation or in the earliest 12 months the data is available.
- **Survey Data** – Client reported data on energy insecurity prior to enrollment in the REACH Program.
- **IVEDC Intake Forms** – Client reported data on energy insecurity prior to enrollment in the REACH Program.

## Income and Demographics

Tables 4.1 through 4.3 furnish information on household income for the IVEDC clients. Table 4.1 shows that nearly 50% of the IVEDC clients had income in the range of \$500-999 per month (\$6,000 to \$12,000 per year). For 77% of these clients, household income was between \$500 and \$1,500 (\$6,000 and \$18,000 per year). Table 4.2 shows that 65% of the IVEDC clients had incomes that fell into the range from 50% to 100% of poverty. Table 4.3 shows that 47% of clients had employment income and for 41% had Social Security or SSI as their primary source of income.

**Table 4.1**  
**IVEDC REACH Participants**  
**Monthly Income**

Income Group	Number of Households	Percent of Households
\$0	3	4%
\$1 to \$499	6	8%
\$500 to \$999	35	48%
\$1,000 to \$1,499	21	29%
\$1,500 or More	8	11%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.2**  
**IVEDC REACH Participants**  
**Household Poverty Level**

Poverty Group	Number of Households	Percent of Households
No Income	3	4%
Less than 50% of Poverty	11	15%
50% to less than 75% of Poverty	24	33%
75% to less than 100% of Poverty	23	32%
100% of Poverty or More	12	16%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.3**  
**IVEDC REACH Participants**  
**Primary Source of Income**

Income Source	Number of Households	Percent of Households
Employment Income	34	47%

Income Source	Number of Households	Percent of Households
Unemployment Compensation	2	3%
Retired/Disabled (SSA or SSI)	30	41%
Public Assistance (TANF, GA, AABD)	0	0%
Other	4	5%
None	3	4%
TOTAL	73	100%

Source: LIHEAP.Net

Tables 4.4 through 4.6 furnish information on the demographics of the IVEDC clients. Table 4.4 shows that the median household size was two. About 42% of the clients had three or more household members. The clients were from diverse household types, with no single type standing out (Table 4.5). Nearly 40% of the households had a disabled individual in the home (Table 4.6).

**Table 4.4**  
**IVEDC REACH Participants**  
**Household Size**

Household Size	Number of Households	Percent of Households
1	26	36%
2	16	22%
3	17	23%
4	10	14%
5+	4	5%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.5**  
**IVEDC REACH Participants**  
**Household Type**

Household Type	Number of Households	Percent of Households
Two Parent Family	16	22%
Single Parent Family	17	23%
Elderly Couple	1	1%
Elderly Individual	11	15%
Nonelderly Couple	9	12%
Nonelderly Individual	15	21%
Other	4	5%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.6**  
**IVEDC REACH Participants**  
**Disability Status**

Disability Status	Number of Households	Percent of Households
Nonelderly Disabled Individual	21	29%
Elderly Disabled Individual	7	10%
No Disabled Individual	45	62%
TOTAL	73	100%

Source: LIHEAP.Net

### Use of LIHEAP – Last Three Fiscal Years

Table 4.7 shows that almost half (45%) of the IVEDC clients have received LIHEAP benefits consistently for the last three years, and almost all (93%) have received LIHEAP at least once in the last three years. However, there were some (7%) who had not used LIHEAP in the last three years and may be new to the LIHEAP program.

**Table 4.7**  
**IVEDC REACH Participants**  
**Years with LIHEAP Grants in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	5	7%
1	21	29%
2	14	19%
3	33	45%
TOTAL	73	100%

Source: LIHEAP.Net

Tables 4.8 through 4.10 show the type of LIHEAP grants received by the IVEDC clients. In the last three years, nearly one-quarter of the IVEDC clients had their service disconnected at least once at the time they applied for LIHEAP (Table 4.8). About 14% of the clients received a crisis grant in the last three years (Table 4.9). Nearly one-third of the IVEDC clients were disconnected or had an imminent disconnection at the time of the grant (Table 4.10). Some clients had a history of service termination threats or service terminations. However, the majority of these clients do not have such a history.

**Table 4.8**  
**IVEDC REACH Participants**  
**Years with Disconnection Status in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	56	77%
1	14	19%
2	1	1%
3	2	3%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.9**  
**IVEDC REACH Participants**  
**Years with LIHEAP Crisis Grants in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	63	86%
1	9	12%
2	0	0%
3	1	1%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.10**  
**IVEDC REACH Participants**  
**Years with Disconnection or Imminent Disconnection Status in Last Three Fiscal Years**

Years	Number of Households	Percent of Households
0	50	68%
1	19	26%
2	2	3%
3	2	3%
TOTAL	73	100%

Source: LIHEAP.Net

### **Use of LIHEAP – Last Twelve Months**

Tables 4.11 through 4.14 furnish information on how the IVEDC clients used LIHEAP in the last twelve months prior to the program enrollment. Table 4.11 shows that over 50% of the IVEDC clients received LIHEAP benefits that range between \$500 and \$750 in the last twelve months. The median LIHEAP grant for the IVEDC clients who did receive grants was about \$580. Only 11% of the REACH clients received a crisis grant in the last 12 months (Table 4.12), while about 20% of the IVEDC clients were disconnected or had a threat of service disconnection at the time they received the LIHEAP grant (Table 4.14).

**Table 4.11**  
**IVEDC REACH Participants**  
**LIHEAP Grant Amounts in Last Twelve Months**

<b>Grant Amount</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$0	5	7%
\$1 to Less than \$250	0	0%
\$250 to Less Than \$500	15	21%
\$500 to Less Than \$750	38	52%
\$750 to Less Than \$1,000	11	15%
\$1,000 or More	4	5%
<b>TOTAL</b>	<b>73</b>	<b>100%</b>

Source: LIHEAP.Net

**Table 4.12**  
**IVEDC REACH Participants**  
**Types of Heating Grants in Last Twelve Months**

<b>Types</b>	<b>Number of Households</b>	<b>Percent of Households</b>
Regular Grant	68	93%
Crisis Grant	8	11%

Source: LIHEAP.Net

**Table 4.13**  
**IVEDC REACH Participants**  
**Connection Status at the Time of Heating Grant Application**  
**Last Twelve Months**

<b>Connection Status</b>	<b>Regular Grant</b>		<b>Crisis Grant</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Connected	58	85%	0	0%
Imminent Disconnect	6	9%	4	50%
Disconnected	4	4%	4	50%
<b>TOTAL</b>	<b>68</b>	<b>100%</b>	<b>38</b>	<b>100%</b>

Source: LIHEAP.Net

**Table 4.14**  
**IVEDC REACH Participants**  
**“Worst Case” LIHEAP Disconnection Status Last Twelve Months**

Types	Number of Households	Percent of Households
No Disconnect Status	54	79%
Imminent Disconnect Status	7	10%
Disconnect Status	7	10%
TOTAL	68	100%

Source: LIHEAP.Net

### Baseline Electric and Gas Usage and Transactions

Tables 4.15 through 4.17 furnish information on the energy use and bills for the IVEDC clients around the time of REACH Program enrollment. Many clients don't have 12 months of pre-program transaction and usage data available. Therefore, to characterize the population, the earliest 12 months of data available for an account have been used to keep the maximum number of accounts in the analysis. Table 4.15 shows that 39% of the IVEDC clients do not use gas. Of the clients that use gas, over 85% use less than 1,000 therms and the median gas use, for those using it, is about 570 therms. Table 4.16 shows that 16% of the IVEDC clients use 15,000 kWh or more and the median electric use is about 8,000 kWh. Median baseline energy bill is about \$1,300 (Table 4.17).

**Table 4.15**  
**IVEDC REACH Participants**  
**Baseline Gas Usage (Earliest 12 Months)**

Therms	Number of Households	Percent of Households
Not Used	28	39%
1 to Less Than 500	18	25%
500 to Less Than 1,000	20	28%
1,000 or More	6	8%
TOTAL	72	100%

Source: Ameren

**Table 4.16**  
**IVEDC REACH Participants**  
**Baseline Electric Usage (Earliest 12 Months)**

Kwh	Number of Households	Percent of Households
1 to Less Than 5,000	13	18%
5,000 to Less Than 10,000	33	46%
10,000 to Less than 15,000	14	19%
15,000 or More	12	16%

<b>Kwh</b>	<b>Number of Households</b>	<b>Percent of Households</b>
TOTAL	72	100%

Source: Ameren

**Table 4.17**  
**IVEDC REACH Participants**  
**Baseline Electric and Gas Bills**  
**(Earliest 12 Months)**

<b>Bill Amount</b>	<b>Number of Households</b>	<b>Percent of Households</b>
\$1 to Less Than \$500	2	3%
\$500 to Less Than \$1,000	18	25%
\$1,000 to Less than \$1,500	22	30%
\$1,500 to Less Than \$2,000	20	27%
\$2,000 or More	11	15%
TOTAL	73	100%

Source: Ameren

Tables 4.18a through 4.18c furnish information on baseline energy burden for the IVEDC clients. The median baseline gross energy burden is 13% of income (Table 4.18a). Table 4.18b shows that, after accounting for LIHEAP, the median energy burden for these clients was 9% of income. The median energy burden, net of LIHEAP, was about 8% of income for those clients that have 12 months of pre- and post-program data available (Table 4.18c).

**Table 4.18a**  
**IVEDC REACH Participants**  
**Baseline Gross Energy Burden**  
**(Earliest 12 Months)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	17	24%
10% to Less Than 25%	43	61%
25% or More	7	10%
Zero Income Households	3	4%
TOTAL	70	100%

Source: Ameren and LIHEAP.Net



**Table 4.18b**  
**IVEDC REACH Participants**  
**Baseline Energy Burden – Net of LIHEAP Benefits**  
**(Earliest 12 Months)**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	39	56%
10% to Less Than 25%	23	33%
25% or More	5	6%
Zero Income Households	3	4%
<b>TOTAL</b>	<b>70</b>	<b>100%</b>

Source: Ameren and LIHEAP.Net

**Table 4.18c**  
**IVEDC REACH Participants**  
**Pre Program Energy Burden – Net of LIHEAP Benefits**

<b>Energy Burden</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 10%	24	63%
10% to Less Than 25%	11	29%
25% or More	1	3%
Zero Income Households	2	5%
<b>TOTAL</b>	<b>38</b>	<b>100%</b>

Source: Ameren and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 4.19a through 4.21 furnish information on how IVEDC clients paid their Ameren bills prior to enrollment. Table 4.19a shows that, when LIHEAP benefits are included, 43% of these clients paid their entire Ameren bill and another 40% paid over 75% of their bill but not the whole amount. About one in six of the clients paid less than 75% of their bill. (Table 4.19c shows that the bill coverage rates were slightly better for households with 12 months of billing data prior to enrollment.) Table 4.20a shows that 73% of IVEDC clients paid at least 75% of the part of the bill that they were responsible for in the preenrollment period. The median coverage rate of net bills was about 95% for these clients. Most (85%) of the IVEDC clients had less than \$500 in arrears at the time of enrollment in the program.

**Table 4.19a**  
**IVEDC REACH Participants**  
**Baseline Total Payment Coverage Rate of Electric and Gas Bills**  
**(All Clients)**

<b>Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	0	0%

Bill Coverage Rate	Number of Households	Percent of Households
25% to Less Than 50%	2	3%
50% to Less Than 75%	8	13%
75% to Less Than 100%	24	40%
100% or More	26	43%
TOTAL	60	100%

Source: Ameren

**Table 4.19b**  
**IVEDC REACH Participants**  
**Baseline Total Payment Coverage Rate of Electric and Gas Bills**  
**(Clients with 12 Months of Preprogram Data)**

Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	0	0%
25% to Less Than 50%	0	0%
50% to Less Than 75%	4	11%
75% to Less Than 100%	19	50%
100% or More	15	39%
TOTAL	38	100%

Source: Ameren

**Table 4.20a**  
**IVEDC REACH Participants**  
**Baseline Customer Payment Coverage Rate of Net Electric and Gas Bills**  
**(All Clients)**

Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	0	0%
25% to Less Than 50%	4	7%
50% to Less Than 75%	12	20%
75% to Less Than 100%	18	30%
100% or More	26	43%
TOTAL	60	100%

Source: Ameren

**Table 4.20b**  
**IVEDC REACH Participants**  
**Baseline Customer Payment Coverage Rate of Net Electric and Gas Bills**  
**(Clients with 12 Months of Preprogram Data)**

Bill Coverage Rate	Number of Households	Percent of Households
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Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	0	0%
25% to Less Than 50%	2	6%
50% to Less Than 75%	7	18%
75% to Less Than 100%	14	37%
100% or More	15	39%
TOTAL	38	100%

Source: Ameren

**Table 4.21**  
**IVEDC REACH Participants**  
**Baseline Electric and Gas Arrears**

Bill Arrears	Number of Households	Percent of Households
\$0	16	22%
\$1 to Less Than \$500	45	63%
\$500 or More	11	16%
TOTAL	72	100%

Source: Ameren

Tables 4.22 through 4.23b summarize information reported by IVEDC clients in the telephone survey and on the intake forms. Almost all IVEDC clients reported that, prior to enrollment in the REACH program, their utility bill was very difficult (39%) or somewhat difficult (59%) to pay. About 20% of IVEDC clients reported loss of essential services at some point during the year prior to enrollment; 10% lost heating service, 20% lost cooling service, 8% lost water heating service, 4% lost cooking, and 13% lost lighting (Table 4.23a). All of these service disruptions represent situations that put the household at risk. These rates were similar for households included in the client survey (Table 4.23b).

**Table 4.22**  
**IVEDC REACH Participants**  
**Baseline Difficulty Paying Utility Bills**

Difficulty	Number of Households	Percent of Households
Very Difficult	16	39%
Somewhat Difficult	24	59%
Not Too Difficult	1	2%
Not Difficult at All	0	0%
TOTAL	41	100%

Source: Client Survey

**Table 4.23a**  
**IVEDC REACH Participants**  
**Baseline Energy Service Disruptions**  
**(All Clients)**

Disruption Type		Number of Households	Percent of Households
Heating Disruption	Yes, Less than 1 Day	5	7%
	Yes, 1 Day or More	2	3%
Cooling Disruption	Yes, Less than 1 Day	7	10%
	Yes, 1 Day or More	7	10%
Water Heating Disruption	Yes, Less than 1 Day	3	4%
	Yes, 1 Day or More	3	4%
Home Cooking Disruption	Yes, Less than 1 Day	2	3%
	Yes, 1 Day or More	1	1%
Lighting Disruption	Yes, Less than 1 Day	7	10%
	Yes, 1 Day or More	2	3%

Source: IVEDC Intake Forms

**Table 4.23b**  
**IVEDC REACH Participants**  
**Baseline Energy Service Disruptions**  
**(Client Survey Respondents)**

Disruption Type		Number of Households	Percent of Households
Heating Disruption	Yes, Less than 1 Day	1	3%
	Yes, 1 Day or More	1	3%
Cooling Disruption	Yes, Less than 1 Day	4	13%
	Yes, 1 Day or More	2	7%
Water Heating Disruption	Yes, Less than 1 Day	1	3%
	Yes, 1 Day or More	1	3%
Home Cooking Disruption	Yes, Less than 1 Day	1	3%
	Yes, 1 Day or More	1	3%
Lighting Disruption	Yes, Less than 1 Day	4	13%
	Yes, 1 Day or More	1	3%

Source: IVEDC Intake Forms, Survey Respondents with Non-Missing Baseline Data

Tables 4.24a and 4.24b report the “Energy Security” status of the IVEDC clients prior to enrollment in the REACH program. Table 4.24a shows that 26% of the clients reported energy insecurity problems that led them to be categorized as “In-Crisis” and another 49%

of clients were categorized as “Vulnerable.” Only 3% of clients were categorized as “Thriving.” These rates were similar for clients included in the client survey (Table 4.24b).

**Table 4.24a**  
**IVEDC REACH Participants**  
**Baseline Energy Security**  
**(All Clients)**

Energy Security	Number of Households	Percent of Households
Thriving	2	3%
Capable	2	3%
Stable	15	20%
Vulnerable	37	49%
In Crisis	20	26%
TOTAL	76	100%

Source: IVEDC Intake Forms

**Table 4.24b**  
**IVEDC REACH Participants**  
**Baseline Energy Security**  
**(Client Survey Respondents)**

Energy Security	Number of Households	Percent of Households
Thriving	2	6%
Capable	2	6%
Stable	3	9%
Vulnerable	17	53%
In Crisis	8	25%
TOTAL	32	100%

Source: IVEDC Intake Forms, Survey Respondents with Non-Missing Baseline Data

## Summary of Findings

The key findings from the analysis of baseline data for the IVEDC clients include the following:

- **Income** – IVEDC clients are a heterogeneous group of households with nearly half having employment income and about 40% with fixed income (SSA or SSI). About 65% have income between 50% and 100% of the poverty line.
- **Energy Bills and Gross Energy Burden** – The average IVEDC client has energy bills of about \$1,350 that represent over 13% of their income.

- **LIHEAP and Net Energy Burden** – Most IVEDC clients have used LIHEAP prior to enrollment in the REACH. On average, their LIHEAP benefits reduced their energy burden to about 9% of income.
- **Energy Bill Payment and Arrears** – Almost 40% of the IVEDC clients paid their full utility bill in the 12 months prior to enrollment in the REACH Program. Most of the rest paid at least 75% of their bill. About 20% of these clients had no arrears and over 60% had arrears of less than \$500 at the time of enrollment.
- **Energy Insecurity** – Most of these clients reported that their bills were very difficult or somewhat difficult to pay and about one-quarter were categorized as being “In-Crisis” by the Energy Insecurity scale.

While many of the IVEDC clients are successful in paying their utility bills, most report that they faced significant challenges in making those payments.

### ***C. Program Statistics***

This section of the report presents program statistics for all the IVEDC clients. As of September 30, 2009, IVEDC enrolled 143 clients in the REACH program. Table 4.25 shows the enrollment status of these clients. Three-quarters of the clients were able to complete the program successfully. All the clients who graduated received the full REACH incentive payment of \$400. Of the 36 clients that dropped out of the program, 35 did not receive any incentive payments.

**Table 4.25**  
**IVEDC REACH Program**  
**Client Enrollment Status**

<b>Enrollment Status</b>	<b>Number of Clients</b>	<b>Percent of Clients</b>
Graduated	107	75%
Dropout	36	25%
TOTAL	143	100%

Source: IVEDC REACH Monthly Progress Report

### ***D. Post Program Status and Program Impacts***

The purpose of the REACH program was to help clients improve their bill payment patterns by reducing their energy usage, better managing their income and expenses, and identifying additional sources of income. The evaluation collected data from LIHEAP.Net, the client's gas and electric company (Ameren), and a client survey to assess the extent to which the program was successful in achieving those objectives.

Using these data, we present statistics for the Analysis Group IVEDC clients, including:

- LIHEAP Participation – Use of LIHEAP in the 12 months after REACH program participation.
- Energy Bills and Payments – Electric and gas usage, bills, payments, and energy burden in the 12 months after program participation.
- Survey Data – Client reported data on energy insecurity in the year after enrollment in the REACH Program.

This information was used to assess the REACH program performance.

### Use of LIHEAP –Twelve Months after Enrollment

Tables 4.26 through 4.30 furnish information on how the IVEDC clients used LIHEAP in the twelve months after the program enrollment and the change in the use of LIHEAP. Table 4.26 shows that 18% of the clients did not receive LIHEAP benefits in the twelve months after enrollment. For those receiving LIHEAP grants, average grant amounts were about the same in pre- and post- enrollment periods (Table 4.27). Only 3% of IVEDC clients received a crisis grant in the 12 months after enrollment (Table 4.28), while about 5% of the IVEDC clients were disconnected or had a threat of service disconnection at the time they received the LIHEAP grant (Table 4.30).

**Table 4.26**  
**IVEDC REACH Participants**  
**LIHEAP Grant Amounts in Twelve Months after Enrollment**

Grant Amount	Number of Households	Percent of Households
\$0	13	18%
\$1 to Less than \$250	1	1%
\$250 to Less Than \$500	12	16%
\$500 to Less Than \$750	38	52%
\$750 or More	9	12%
TOTAL	73	100%

Source: LIHEAP.Net

**Table 4.27**  
**IVEDC REACH Participants**  
**Change in LIHEAP Benefits**

	Pre-Program	Post-Program	% Change
Percent of Households that received LIHEAP benefits	93%	82%	-11%
Mean LIHEAP Benefits	\$605	\$603	-<1%
Median LIHEAP Benefits	\$583	\$576	-1%

Source: LIHEAP.Net

**Table 4.28**  
**IVEDC REACH Participants**  
**Types of Heating Grants in Twelve Months after Enrollment**

Types	Number of Households	Percent of Households
Regular Grant	60	82%
Crisis Grant	2	3%

Source: LIHEAP.Net

**Table 4.29**  
**IVEDC REACH Participants**  
**Connection Status at the Time of Heating Grant Application**  
**Twelve Months after Enrollment**

Connection Status	Regular Grant		Crisis Grant	
	Number	Percent	Number	Percent
Connected	57	95%	0	0%
Imminent Disconnect	0	0%	0	0%
Disconnected	3	5%	2	100%
TOTAL	60	100%	2	100%

Source: LIHEAP.Net

**Table 4.30**  
**IVEDC REACH Participants**  
**“Worst Case” LIHEAP Disconnection Status Twelve Months after Enrollment**

Types	Number of Households	Percent of Households
No Disconnect Status	57	95%
Imminent Disconnect Status	0	0%
Disconnect Status	3	5%
TOTAL	60	100%

Source: LIHEAP.Net

Tables 4.31 furnishes information on the change in the “worst case” service connection status at the time of LIHEAP application. While about 20% of the of the IVEDC clients were disconnected or had a threat of service disconnection at the time they received the LIHEAP grant in the pre-program period, that percentage decreased to 5% in the post-program period. This finding suggests that the REACH Program was successful in assisting IVEDC clients maintain a continuous level of energy service.

**Table 4.31**  
**IVEDC REACH Participants**



### Change in “Worst Case” LIHEAP Disconnection Status

	Pre-Program	Post-Program	% Change
No Disconnect Status	79%	95%	+16%
Imminent Disconnect Status	10%	0%	-10%
Disconnect Status	10%	5%	-5%

Source: LIHEAP.Net

### Post Program Energy Bills and Payments

Tables 4.32a through 4.33 furnish information on post-program energy burden and the changes in energy burden from pre- to post-program period for the IVEDC clients. The median post-program gross energy burden was about 12% of income (Table 4.32a). Table 4.32c shows that, the median energy burden, net of LIHEAP, was nearly 10% of income for those clients that have 12 months of pre- and post-program data available. The mean and median net energy burden increased by about one to two percentage points from pre- to post-enrollment period.

**Table 4.32a**  
**IVEDC REACH Participants**  
**Post Program Gross Energy Burden**  
**(All Clients)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	23	33%
10% to Less Than 25%	37	54%
25% or More%	6	7%
Zero Income Households	3	4%
TOTAL	69	100%

Source: Ameren and LIHEAP.Net

**Table 4.32b**  
**IVEDC REACH Participants**  
**Post Program Energy Burden – Net of LIHEAP Benefits**  
**(All Clients)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	38	55%
10% to Less Than 25%	24	35%
25% or More	4	5%
Zero Income Households	3	4%
TOTAL	69	100%

Source: Ameren and LIHEAP.Net

**Table 4.32c**  
**IVEDC REACH Participants**  
**Post Program Energy Burden – Net of LIHEAP Benefits**  
**(Clients with 12 Months of Pre- and Post-Program Data)**

Energy Burden	Number of Households	Percent of Households
0% to Less Than 10%	18	47%
10% to Less Than 25%	16	42%
25% or More	2	6%
Zero Income Households	2	5%
TOTAL	38	100%

Source: Ameren and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 4.33**  
**IVEDC REACH Participants**  
**Change in Net Energy Burden**

	Pre-Program	Post-Program	% Change
Mean Net Energy Burden	11.1%	12.4%	+1.3%
Median Net Energy Burden	8.0%	9.8%	+1.8%

Source: Ameren and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 4.34a through 4.36 furnish information on the total coverage rate of energy bills in the post-enrollment period and the change in coverage rates. Table 4.34a shows that 62% of the IVEDC clients paid 100% of their bills, and 86% paid 75% or more of their bills in the post-period. The percentage paying 100% of their bills increased significantly, from 39% to 71% (Table 4.35). Table 4.36 shows that there are somewhat different outcomes among the IVEDC clients. The first row of Table 4.36 shows that 29% of the clients paid their full bill prior to enrollment in the REACH and after the enrollment. The next row shows that

another 42% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full bill in the baseline period. The last row of the table, however, shows that about 18% of IVEDC clients decreased their payment coverage rate by more than 10% in the post-period.

**Table 4.34a**  
**IVEDC REACH Participants**  
**Post Program Total Coverage Rate of Electric and Gas Bills**  
**(All Clients)**

Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	1	1%
25% to Less Than 50%	3	4%
50% to Less Than 75%	6	8%
75% to Less Than 100%	17	24%
100% or More	44	62%
TOTAL	71	100%

Source: Ameren

**Table 4.34b**  
**IVEDC REACH Participants**  
**Post Program Total Coverage Rate of Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	0	0%
25% to Less Than 50%	1	3%
50% to Less Than 75%	2	5%
75% to Less Than 100%	8	21%
100% or More	27	71%
TOTAL	38	100%

Source: Ameren

**Table 4.35**  
**IVEDC REACH Participants**  
**Change in Total Coverage Rate of Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Bill Coverage Rate	Pre-Program	Post-Program	% Change
0% to Less Than 25%	0%	0%	0%
25% to Less Than 50%	0%	3%	+3%
50% to Less Than 75%	11%	5%	-6%

Bill Coverage Rate	Pre-Program	Post-Program	% Change
75% to Less Than 100%	50%	21%	-29%
100% or More	39%	71%	+32%
TOTAL	100%	100%	

Source: Ameren, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 4.36**  
**IVEDC REACH Participants**  
**Change in Total Coverage Rate of Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Bill Coverage Status	Number of Households	Percent of Households
Paid 100% or more in both periods	11	29%
Paid 100% in the post period only	16	42%
Paid less than 100% in post period		
Increased 10% or more	2	5%
Increased 5% to 10%	1	3%
Stayed the same (+/- 5%)	0	0%
Decreased 5% to 10%	1	3%
Decreased 10% or more	7	18%
TOTAL	38	100%

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

Tables 4.37 and 4.38 furnish information on the change in total payments (client payments plus LIHEAP grants) and bills. Table 4.37 shows that 42% of the IVEDC clients increased their total payments by \$250 or more, and another 13% increased total payments by over \$100 but less than \$250. However, for about 20% of the clients, total payments decreased by \$250 or more. Table 4.38 shows that the increase in mean and median total payments is about 10 percentage points more than the increase in mean and median bills, indicating a significant improvement in bill coverage rates.

**Table 4.37**  
**IVEDC REACH Participants**  
**Change in Total Payments**  
**(Clients with 12 Months of Pre and Post Program Data)**

Total Payments	Number of Households	Percent of Households
Increased by \$250 or more	16	42%
Increased by \$100 to less the \$250	5	13%
Increased by \$50 to less the \$100	1	3%
Stayed the same (+/- \$50)	4	11%
Decreased by \$50 to less the \$100	0	0%

Decreased by \$100 to less the \$250	4	11%
Decreased by \$250 or more	8	21%
<b>TOTAL</b>	<b>38</b>	<b>100%</b>

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

**Table 4.38**  
**IVEDC REACH Participants**  
**Change in Total Payments and Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

	<b>Pre-Program</b>	<b>Post-Program</b>	<b>% Change</b>
Mean Total Payments	\$1,402	\$1,560	+11%
Median Total Payments	\$1,182	\$1,411	+19%
Mean Total Bills	\$1,448	\$1,495	+3%
Median Total Bills	\$1,371	\$1,477	+8%

Source: Ameren and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 4.39a through 4.41 furnish information on the client payment coverage rate of net energy bills (energy bills minus LIHEAP grants) in the post-enrollment period and the change in client payment coverage rates. The percentage paying 100% of their bills increased significantly, from 39% to 71% (Table 4.40). Table 4.41 shows that there are somewhat different outcomes among the IVEDC clients. The first row of Table 4.40 shows that 29% of the clients paid their full bill prior to enrollment in the REACH and after the enrollment. The next row shows that another 42% of the clients paid 100% of their bill in the post-enrollment period, even though they did not pay their full bill in the baseline period. The last row of the table, however, shows that about 21% of IVEDC clients decreased their payment coverage rate by more than 10% in the post-period.

**Table 4.39a**  
**IVEDC REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Electric and Gas Bills**  
**(All Clients)**

<b>Bill Coverage Rate</b>	<b>Number of Households</b>	<b>Percent of Households</b>
0% to Less Than 25%	2	3%
25% to Less Than 50%	3	4%
50% to Less Than 75%	6	8%
75% to Less Than 100%	16	23%
100% or More	44	62%
<b>TOTAL</b>	<b>71</b>	<b>100%</b>

Source: Ameren

**Table 4.39b**  
**IVEDC REACH Participants**  
**Post Program Client Payment Coverage Rate of Net Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Bill Coverage Rate	Number of Households	Percent of Households
0% to Less Than 25%	0	0%
25% to Less Than 50%	1	3%
50% to Less Than 75%	2	5%
75% to Less Than 100%	8	21%
100% or More	27	71%
TOTAL	38	100%

Source: Ameren, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 4.40**  
**IVEDC REACH Participants**  
**Change in Client Payment Coverage Rate of Net Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

Bill Coverage Rate	Pre-Program	Post-Program	% Change
0% to Less Than 25%	0%	0%	0%
25% to Less Than 50%	5%	3%	-2%
50% to Less Than 75%	18%	5%	-13%
75% to Less Than 100%	37%	21%	-16%
100% or More	39%	71%	+32%
TOTAL	100%	100%	

Source: Ameren, Clients with 12 months of Pre- and Post-Enrollment Data

**Table 4.41**  
**IVEDC REACH Participants**  
**Change in Client Coverage Rate of Net Electric and Gas Bills**  
**(Clients with 12 Months of Pre and Post program Data)**

Bill Coverage Status	Number of Households	Percent of Households
Paid 100% or more in both periods	11	29%
Paid 100% in the post period only	16	42%
Paid less than 100% in post period		
Increased 10% or more	2	5%
Increased 5% to 10%	1	3%
Stayed the same (+/- 5%)	0	0%

Decreased 5% to 10%	0	0%
Decreased 10% or more	8	21%
TOTAL	38	100%

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

Tables 4.42 and 4.43 furnish information on the change in client payments and net energy bills. Table 4.42 shows that half of the IVEDC clients increased their payments by \$250 or more, and another 5% increased their payments by over \$100 but less than \$250. However, for about 16% of the clients, client payments decreased by \$250 or more. Table 4.43 shows that the change in median client payments is about 20 percentage points more than the change in median net energy bills, indicating a significant improvement in client payment coverage rate of net bills.

**Table 4.42**  
**IVEDC REACH Participants**  
**Change in Clients Payments**  
**(Clients with 12 Months of Pre and Post Program Data)**

Total Payments	Number of Households	Percent of Households
Increased by \$250 or more	19	50%
Increased by \$100 to less the \$250	2	5%
Increased by \$50 to less the \$100	2	5%
Stayed the same (+/- \$50)	1	3%
Decreased by \$50 to less the \$100	1	3%
Decreased by \$100 to less the \$250	7	18%
Decreased by \$250 or more	6	16%
TOTAL	38	100%

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

**Table 4.43**  
**IVEDC REACH Participants**  
**Change in Client Payments and Net Bills**  
**(Clients with 12 Months of Pre and Post Program Data)**

	Pre-Program	Post-Program	% Change
Mean Client Payments	\$928	\$1,174	+27%
Median Client Payments	\$770	\$1,119	+45%
Mean Net Client Bills	\$976	\$1,111	+14%
Median Net Client Bills	\$871	\$1,084	+24%

Source: Ameren and LIHEAP.Net, Clients with 12 months of Pre- and Post-Enrollment Data

Tables 4.44 and 4.45 furnish information on the post-program arrearage and the change in arrearage. Table 4.44 shows that 28% of the IVEDC clients had no arrears and 56% had

arrears less than \$500 in twelve months after program enrollment. The arrears for the average client have decreased by about 30%, from \$192 to \$134.

**Table 4.44**  
**IVEDC REACH Participants**  
**Post Program Electric and Gas Arrears**

Bill Arrears	Number of Households	Percent of Households
\$0	20	28%
\$1 to Less Than \$500	40	56%
\$500 to Less Than \$1,000	8	11%
\$1,000 to Less than \$1,500	2	3%
\$1,500 to Less Than \$2,000	2	3%
\$2,000 or More	0	0%
TOTAL	72	100%

Source: Ameren

**Table 4.45**  
**IVEDC REACH Participants**  
**Change in Electric and Gas Arrears**

Bill Arrears	Pre-Program	Post-Program	% Change
\$0	22%	28%	+6%
\$1 to Less Than \$500	63%	56%	-7%
\$500 to Less Than \$1,000	13%	11%	-2%
\$1,000 to Less than \$1,500	3%	3%	0%
\$1,500 or More	0%	3%	+3%
TOTAL	100%	100%	
Mean Arrears	\$263	\$265	1%
Median Arrears	\$192	\$134	-30%

Source: Ameren

### **Change in Energy Insecurity**

Tables 4.46 through 4.48 furnish information on how the program affected the IVEDC clients. Most IVEDC clients (nearly 70%) report that it was easier to pay their utility bills in the post-enrollment period (Table 4.46). And for most clients (72%), their Energy Security level either improved (47%) or stayed the same (25%). However, for 28%, their Energy Security level declined (Table 4.47). The percentage of households classified as “In-Crisis” or “Vulnerable” by the Energy Insecurity Scale decreased significantly from 78% to 44%. Most of these households moved to the “Stable” level (Table 4.48).



**Table 4.46**  
**IVEDC REACH Participants**  
**Change in Client Difficulty Paying Utility Bill**

<b>Difficulty</b>	<b>Number of Households</b>	<b>Percent of Households</b>
Less Difficult	24	69%
Same	11	31%
More Difficult	0	0%
<b>TOTAL</b>	<b>35</b>	<b>100%</b>

Source: Client Survey, Clients with Non-missing Pre and Post Enrollment Data

**Table 4.47**  
**IVEDC REACH Participants**  
**Change in Energy Insecurity Level**

<b>Change</b>	<b>Number of Households</b>	<b>Percent of Households</b>
More Secure	15	47%
Same Insecurity Level	8	25%
Less Secure	9	28%
<b>TOTAL</b>	<b>32</b>	<b>100%</b>

Source: Client Survey, Intake Forms, Survey Respondents with Non-Missing Baseline Data

**Table 4.48**  
**IVEDC REACH Participants**  
**Change in Energy Insecurity Level**

<b>Energy Security Level</b>	<b>Pre-Program</b>	<b>Post-Program</b>	<b>Change</b>
Thriving	6%	0%	-6%
Capable	6%	6%	0%
Stable	9%	50%	41%
Vulnerable	53%	25%	-28%
In-Crisis	25%	19%	-6%

Source: Client Survey, Intake Forms, Survey Respondents with Non-Missing Baseline Data

### **Change in Energy Usage**

Tables 4.49 and 4.50 show the annual electric and gas usage in pre- and post-enrollment periods for the IVEDC clients with 12 months of pre- and post-enrollment data. The usage analysis shows opposite results for electric and gas usage. The non-normalized usage analysis shows that the IVEDC clients, on average, decreased their annual electric usage by nearly 7% (670 kWh) and increased their gas usage by about 12% (92 Therms) in the post enrollment period. The weather-normalized usage analysis indicates a smaller change in annual electric and gas consumption in the post-enrollment period. The clients, on average,

decreased their weather-normalized annual electric usage by about 6% (600 kWh) and increased their gas usage for about 5% (40 Therms) in the post enrollment period using the degree day normalization method.

**Table 4.49**  
**IVEDC Clients**  
**Pre and Post Annual Electric Usage**

Usage Type	#	Pre-Usage (Kwh)	Post-Usage (Kwh)	Change (Kwh)	% Change
Non Normalized	24	9,767	9,098	-669	-6.8%
Degree Day Normalized	24	10,119	9,521	-597	-5.9%

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

**Table 4.50**  
**IVEDC Clients**  
**Pre and Post Annual Gas Usage**

Usage Type	#	Pre-Usage (Therms)	Post-Usage (Therms)	Change (Therms)	% Change
Non Normalized	13	754	846	92	12.2%
Degree Day Normalized	13	778	818	40	5.1%

Source: Ameren, Clients with 12 Months of Pre and Post Enrollment Data

Since the usage data are available for a very smaller number of clients, the findings on the change in usage should be viewed with caution.

### Summary of Findings

The data furnished in this section show that the REACH program had a number of favorable impacts on the IVEDC clients. Specifically:

- **Service Disconnection Status** – The REACH program substantially decreased the share of clients that had their service disconnected and had a termination notice at the time of the LIHEAP grant from about 20% to 5%.
- **Client Payment Coverage Rate** – About 71% of the IVEDC clients paid 100% of their bill in the post-enrollment period (compared to only 39% during the baseline period), and 8% maintained or increased their payment coverage rate even though they could not pay their full bill. However, 21% of clients decreased their payment coverage rate by more than 10%.
- **Client Payments** – Half of the IVEDC clients increased their total payments by \$250 or more, and another 5% increased total payments by over \$100 but less than \$250. However, for about 16% of the clients, client payments decreased by \$250 or more.

- Bill Arrears – The arrears for the average client have decreased by about 30%, from \$192 to \$134.
- Client Impacts – Most IVEDC clients found that their bills were easier to pay and that their level of Energy Security improved; in the baseline period, 78% of clients were categorized as “In-Crisis” or “Vulnerable” compared to only 44% in the post-enrollment period. Most of these households moved to the “Stable” level.

It is clear that the REACH program achieved many of its goals for the IVEDC clients. The IVEDC clients were much more successful than their CEDA counterparts. However, it should be noted that IVEDC enrolled the clients that they thought had the greatest probability of being successful in the program. If clients were enrolled on a “first come, first served” basis, the success rate may not have been so high.

## V. Findings and Recommendations

The purpose of the REACH Pilot program was to develop a holistic case management model that would increase a client's ability to maintain energy service by:

- Increasing income for clients by enhancing employment income and/or by accessing untapped sources of public assistance.
- Reducing energy expenses for clients by furnishing energy education and by helping them to take advantage of services available through weatherization and utility programs.
- Improving the financial skills of clients to help them better manage the money that they have and to reduce the expenses of financial transactions.
- Furnishing clients with an incentive to make timely bills payments and helping them to establish improved utility bill payment patterns.

Originally the program was targeted at the lowest income clients who were having difficulty maintaining energy service outside the winter moratorium period. However, since the program found that it was difficult to recruit those households into the program, it was expanded to include other households with utility bill payment problems.

In this section of the report, we review the findings from the impact evaluation and consider the extent to which the program was successful in achieving its objectives. We make recommendations for how this program model might be used by the Illinois LIHEAP office as part of its broader LIHEAP program and in its efforts to implement the PIPP program mandated by the legislature in June 2009.

### *A. Target Population - Findings*

As plans were developed for the REACH Pilot program, the Illinois LIHEAP Office conducted an analysis of LIHEAP.Net that showed that 35,000 of Illinois' LIHEAP recipients were without service at the time that they received LIHEAP benefits. That represents about 20% of the 180,000 households that received heating assistance benefits in FY 2008. It was decided that this group would be the best target for case management services.

The Year One Process Evaluation found that CEDA and IVEDC were not successful in targeting these households. For example, IVEDC obtained a list of LIHEAP recipient clients with arrears from Ameren and sent a mailing to those households offering to enroll them in the REACH program. They received a very low response to that mailing. Moreover, both CEDA and IVEDC found that clients who did not match the REACH profile were interested in participating in the program. For that reason, the Illinois LIHEAP program agreed to expand the program to a broader group of clients.

The baseline analysis shows that about 90% of the CEDA clients and about 80% of IVEDC clients had arrears at the time that they enrolled in the REACH program. However, many of the CEDA and IVEDC clients were able to pay the full amount of their bill in the 12 months prior to enrollments (48% of CEDA clients and 43% of IVEDC clients). About 30% of CEDA clients had their service disconnected at the time that they received LIHEAP, but only 10% of IVEDC clients had their service disconnected when they received their LIHEAP grants. From that perspective, it is clear that while some of the REACH participants fit the original target for the program, many did not.

However, the research also showed that the clients who were served needed program services. The CEDA clients had high energy usage, high energy burdens, high average arrears, and low average bill payment percentages. The IVEDC clients had more moderate energy usage, energy burdens, and arrears, but they still had problems paying their energy bills. So, though the population served did not always match the original target, the clients served were in need of the services provided and the pilot furnishes a good test of the impact of program services on client needs.

## ***B. CEDA Findings and Recommendations***

The process and impact evaluations found that CEDA developed a service delivery model that worked for its service territory, a client incentive plan that was challenging but had a significant impact on client payment patterns, and that both successful and partially successful clients improved their payment patterns in the year following program enrollment when compared to clients who dropped out of the program. However, to be cost-effective, the program needs to either reduce the costs of service delivery or to increase the value of services to clients.

### *Program Service Delivery Model*

The CEDA program service delivery model was designed to function effectively in an urban environment with clients who have diverse needs. The one-on-one approach would appear to work best when each client has different needs. Since CEDA allowed all interested clients to enroll in the program, there was a lot of diversity in the client income levels, energy bill payment patterns, and other client needs. So, an individualized approach is likely to work best for those clients. In addition, having the case manager travel to a local site where they can meet the client may increase the probability that the client attends the scheduled session. And, in an urban setting, the case manager can travel to those locations with relatively low costs.

However, it is possible that other approaches would have been less expensive and allowed a case manager to serve more clients. Having the client travel to a centralized location to meet with the case manager might lower the overall cost of the program. Conducting some of the education activities (e.g., the energy education and the budget management) in a workshop setting might enhance the client's learning experience by sharing information with other clients. If Illinois moves forward with this program, CEDA might consider

trying modified program models that might possibly reduce costs and/or increase program effectiveness.

### *Program Targeting*

About 25% of the clients completed the program, while 35% were partially successful and 40% dropped out of the program. One suggestion for improvement might be to better target the program so that a higher percentage of the clients are successful. However, in our analysis, we were unable to identify a specific characteristic that was a good predictor of success. For example, higher income households were more likely to be successful than lower income clients; but the program could successfully serve lower income clients.

It is also unlikely that prescreening the households who are likely to dropout would improve the overall performance of the program. Since program dropouts generally attend only one or two meetings, case managers spend relatively little of their time with those clients.

It seems that improving the services that are delivered to clients who are partially successful on the program (i.e., clients who attend three or more sessions) would be the best way to improve the overall program. Case managers spend a considerable amount of time with clients who are partially successful; but the impact evaluation showed that the partially successful clients are just able to maintain their payment levels from the previous year. If CEDA's case managers could find a more successful strategy for these clients, it might increase the total benefits delivered by the program.

### *Program Impacts*

The CEDA program model was successful in encouraging the successful program participants to pay more on their energy bill and to pay more consistently. In addition, the program helped clients to achieve modest reductions in their energy usage. The program also referred its high usage clients to the Weatherization Assistance Program. However, even for successful clients, gas arrears grew because gas bills increase substantially during this time period, because of colder weather and higher gas prices.

There are two ways that the CEDA model could deliver additional benefits to clients – educating clients about the PIPP program requirements and facilitating participation in weatherization and energy efficiency programs.

The Illinois PIPP program is scheduled for implementation in September 2011. The direct contact between the case manager and the client should be able to assist the client in better understanding his/her responsibilities under the PIPP program and enable the client to obtain the maximum benefit from the program. In other low-income payment program evaluations (e.g., the NJ USF program and the Illinois PIPP pilot program), we found that client misunderstanding of program requirements resulted in clients failing to obtain full program benefits. The CEDA case management system would help clients understand their responsibilities and should enable them to maximize program benefits.

In general, the CEDA clients had very high gas usage and high electric usage. In the long run, the only way for such clients to be able to consistently pay their energy bills if their gas and electric usage were decreased. Prior to program enrollment, 44% of clients paid their entire energy bill. However, 61% of clients paid 75% or more of their energy bill. If the case manager was able to help the client obtain the services needed to reduce energy usage by 25%, they could increase the payment success rate from 44% to 61% without asking clients to pay any additional amount on their energy bills.

From our experiences with weatherization and energy efficiency programs, it seems that the case managers could facilitate client participation in such programs in several ways, including:

- **Landlord Negotiations** – Most publicly funded energy efficiency programs require some form of landlord contribution. However, low income tenants have difficulty discussing such issues with their landlord. If the case manager could act as an advocate for the client in those situations, it might increase the probability that the client could be served by the program.
- **Ineligible Units** – Many weatherization and energy efficiency programs will “walk away” from a home that has certain problems that can’t be addressed by the program. Examples might include a leaky roof or a malfunctioning furnace. In many cases, clients in homes that are considered ineligible don’t know how to obtain the funding for services that might make their home eligible. If the case manager could help the client to identify such funding, it might increase the percent of such clients who receive services.
- **In-Home Energy Education** – In some cases, a client has one or more extraordinary energy uses in their home that could be identified through an in-home visit. Case managers generally do not meet with clients in their homes because of security concerns. However, if the case manager went to the home when the weatherization audit was taking place, the case manager might be better able to supply explanations to the client regarding the recommendations from the auditor.

The CEDA case managers are experienced social service professionals. While they may not currently have the skills needed to deliver these additional services, they clearly have the ability to obtain those skills and provide these services.

### *CEDA Cost Effectiveness*

The CEDA case management service delivery system cost in the range of \$1,000 per client. The program impacts in terms of bill payment improvements for successful clients do not appear to justify the high level of program spending. However, CEDA REACH clients had average energy bills exceeding \$2,000 per year. If the case manager could facilitate reduction of client energy bills by 25% per year, they would achieve an average savings of \$500 per year that would pay for the cost of case management services many times over. In

addition, if case managers are able to help clients to understand the PIPP program requirements, additional benefits should accrue to both the clients and the utilities.

### *C. IVEDC Findings and Recommendations*

The process and impact evaluations found that IVEDC developed a service delivery model that worked for its service territory, a client targeting plan that identified clients for whom the program would be effective, and a client incentive plan that effectively supported and encouraged client payments. However, to be cost-effective, the program needs to either reduce the costs of service delivery or to increase the value of services to clients. It appears that there might be opportunities to do both. If the number of workshops is reduced from three to two, it is possible that program costs could be reduced without reducing program effectiveness. And, with the expected implementation of the PIPP in 2011, we expect that the IVEDC model could deliver additional benefits to clients if one of the workshops was targeted at helping clients to understand and take full advantage of that program.

#### *Program Service Delivery Model*

The IVEDC program service delivery model was designed to function effectively in a rural environment with clients who have similar needs. The workshop model effectively leverages the time of the case manager, in that education services can be delivered more efficiently, but the case manager is still able to meet face-to-face with the client. The workshop approach is effective for clients that have similar needs, and the workshop allows the clients to meet the case manager and to share experiences with other clients.

#### *Program Targeting*

Looking at all the enrolled clients, about 75% of clients of the clients completed the program. However, for the group of clients who were enrolled after the program targeting was revised, over 90% were successful in completing the program. The benefit of targeting households in this way is that the high success rate means that case manager time is used effectively since there are not many dropouts. That is particularly important in a workshop program model; having a significant number of dropouts would reduce the attendance at the second and third workshops and would thereby increase the cost per client of conducting those workshops.

The downside of this targeting approach is that clients who don't fit the targeting profile aren't given the opportunity to participate in the program. One possible way to improve the program might be to have a "test" period of participation for clients don't fit the targeting criteria. The case manager might work with such clients individually by telephone for three months prior to enrollment in the workshops to ensure that the clients are committed to the program. Once the client completes the test period, they could become full participants in the program.



### *Program Impacts*

The IVEDC program model was successful in encouraging the successful program participants to pay more on their energy bill and to pay more consistently. In addition, the program helped clients to achieve modest reductions in their energy usage. The program also referred its high usage clients to the Weatherization Assistance Program.

There are two ways that the IVEDC model might be able to deliver more benefits to clients that are more cost-effective – reducing the number of workshops and educating clients about the PIPP program requirements.

Process evaluation discussions with IVEDC case managers and clients suggest that the energy education workshop and the budget counseling workshops were both perceived as being useful. However, most clients were unable to report on what they learned at the third workshop and the case managers indicated that they perceived that the third workshop was not as useful to many clients. It is possible that the cost of the program could be reduced without affecting the program effectiveness if that third workshop were eliminated.

The Illinois PIPP program is scheduled for implementation in September 2011. The budget counseling workshop offered by IVEDC could be modified to incorporate a detailed discussion of the PIPP client rights and responsibilities. Such a workshop might assist the client in better understanding his/her responsibilities under the PIPP program and enable the client to obtain the maximum benefit from the program.

### *IVEDC Cost Effectiveness*

The IVEDC case management service delivery system cost in the range of \$1,000 per client. Even with the high program success rate, the program impacts in terms of bill payment improvements for successful clients do not appear to justify the high level of program spending. However, if IVEDC could reduce the cost of service delivery and increase the benefits to clients by facilitating their understanding of the PIPP, the program might meet cost-effectiveness targets.

## Appendix A: CEDA Client Survey Instrument

ASK TO SPEAK TO THE PERSON LISTED IN THE SAMPLE.

WHEN THE CORRECT PERSON IS ON THE PHONE, OR IF ASKED ABOUT THE PURPOSE OF THE CALL, READ: Hello, my name is <INTERVIEWER>, and I'm calling from Braun Research on behalf of the Illinois REACH Project and APPRISE Incorporated.

We're conducting an evaluation of the CEDA REACH program that you participated in recently and we would like to do a quick survey with you to find out about your experience with the program. The survey will take about 15 minutes and we would like to send you \$10 as a thank you for completing the survey. The information you provide will help improve the REACH program for future participants.

You should have received a letter from us telling you that we would be calling. [DO NOT ASK IF THEY RECEIVED THE LETTER. CONTINUE WITH THE INTRODUCTION.]

READ IF NECESSARY: The REACH Program helps people manage their utility bills, their household finances, and their home energy use to avoid problems with utility payments or disruptions in home energy service. The program is managed by CEDA, the Community and Economic Development Association and is available for households that are receiving LIHEAP benefits.

Your responses will be kept confidential and will not affect your participation in this or any other Illinois state assistance program.

S1. First, just to confirm, are you the person in the household who was most involved with the CEDA REACH program? [READ IF NECESSARY: By 'most involved' we mean the person who attended most or all of the meetings that were part of the program.]

1 YES CONTINUE

2 NO ASK TO SPEAK TO THE PERSON MOST RESPONSIBLE FOR PROGRAM PARTICIPATION – WHEN NEW RESPONDENT COMES TO THE PHONE, REPEAT INTRO. RECORD WHY YOU ARE SWITCHING RESPONDENTS

96 REFUSED **TERMINATE**

97 DON' KNOW **TERMINATE**

I'd like to talk about any problems you may have had with your gas and electric bills BEFORE you enrolled in the REACH program.

BP1. BEFORE you enrolled in the REACH program, how difficult was it for you to pay your gas and electric bills each month – very difficult, somewhat difficult, not too difficult or not difficult at all?

- 1 VERY DIFFICULT
- 2 SOMEWHAT DIFFICULT
- 3 NOT TOO DIFFICULT
- 4 NOT DIFFICULT AT ALL
- 96 REFUSED
- 97 DON'T KNOW

BP2. When you first enrolled in the REACH program, how much, if any, did you owe on your ELECTRIC bill? By 'owe' we mean any amount that was overdue. [READ LIST ONLY IF NECESSARY]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

BP3. When you first enrolled in the REACH program, how much, if any, did you owe on your GAS bill – [READ LIST ONLY IF NECESSARY]  
[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 9 NO GAS SERVICE (VOL)
- 96 REFUSED
- 97 DON'T KNOW

---

**PROGRAM EXPERIENCES**

Now let's talk about some of your experiences in the REACH program.

PE1. How many months did you participate in the program? [INTERVIEWER NOTE: IF RESPONDENT SAYS 'STILL PARTICIPATING' FIND OUT HOW MANY MONTHS THEY HAVE BEEN PARTICIPATING.]

- \_\_\_ NUMBER OF MONTHS IN THE PROGRAM
- 96 REFUSED
- 97 DON'T KNOW

PE2. During the time you were participating in the program, how often did you meet with your REACH caseworker IN PERSON – more than once a month, about once a month, less than once a month, or never?

- 1 MORE THAN ONCE A MONTH
- 2 ABOUT ONCE A MONTH
- 3 LESS THAN ONCE A MONTH
- 4 NEVER **GO TO PE4**
- 96 REFUSED **GO TO PE4**
- 97 DON'T KNOW **GO TO PE4**

**IF ANY MEETINGS (PE2 LE 3):**

PE3. How long were these IN PERSON meetings with your REACH caseworker – less than 30 minutes, 30 to less than 60 minutes, or 60 minutes or more?

- 1 Less than 30 minutes
- 2 30 to less than 60 minutes
- 3 60 minutes or more
- 96 REFUSED
- 97 DON'T KNOW

PE4. How often did you talk with your REACH caseworker OVER THE PHONE during the time you were participating in the program – more than once a month, about once a month, less than once a month, or never?

- 1 MORE THAN ONCE A MONTH
- 2 ABOUT ONCE A MONTH
- 3 LESS THAN ONCE A MONTH
- 4 NEVER
- 96 REFUSED
- 97 DON'T KNOW

PE5. Did you successfully complete the REACH program, are you still active in the program, or were you NOT able to successfully complete the program?

- 1 COMPLETED **GO TO PE8**
- 2 STILL ACTIVE **GO TO PE7**
- 3 NOT ABLE TO COMPLETE
- 96 REFUSED **GO TO PE7**
- 97 DON'T KNOW **GO TO PE7**

**IF NOT ABLE TO COMPLETE (PE5=3):**

PE6. Can you tell me why you were unable to complete the program? [DO NOT READ. CODE ALL THAT APPLY]

- 1 UNABLE TO MAKE ALL THE MEETINGS
- 2 UNABLE TO MAKE UTILITY BILL PAYMENTS
- 3 DECIDED THE PROGRAM WAS NOT HELPFUL TO ME
- 4 TOO MANY PROGRAM REQUIREMENTS
- 5 DID NOT WANT TO HAVE TO SHOW INCOME AND EXPENSES
- 6 MOVED
- 7 OTHER (SPECIFY \_\_\_\_\_)
- 96 REFUSED
- 97 DON'T KNOW

**IF STILL ACTIVE, NOT ABLE TO COMPLETE, DK OR REF (PE5=2, 3, 96 OR 97):**

PE7. [Have you received/Before you stopped participating in the program, did you receive] any incentive payments from the REACH program? [READ IF NECESSARY: These would have been in the form of payments the program made to your utility company to help pay your bill.]

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF YES (PE7=1) OR COMPLETED (PE5=1):**

PE8. How much, in total, [have you received/did you receive] in incentive payments from the REACH program [before you stopped participating in] the program? [INTERVIEWER NOTE: INCENTIVES WERE PAID DIRECTLY TO THE UTILITY COMPANY, NOT TO THE INDIVIDUAL. COUNT TOTAL INCENTIVE PAYMENTS MADE TO UTILITY COMPANY. ROUND TO THE NEAREST DOLLAR]

- \$\_\_\_\_\_ TOTAL INCENTIVE AMOUNT RECEIVED
- 96 REFUSED
- 97 DON'T KNOW

**IF COMPLETED OR DID NOT COMPLETE PROGRAM (PE5=1 OR 3):**

PE9. When you [completed/stopped participating in] the program, how much, if any, did you owe on your ELECTRIC bill? [READ LIST ONLY IF NECESSARY]  
[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

**IF COMPLETED OR DID NOT COMPLETE PROGRAM (PE5=1 OR 3) AND GAS SERVICE (BP3 NE 9):**

PE10. How much, if any, did you owe on your GAS bill when you [completed/stopped participating in] the program? [READ LIST ONLY IF NECESSARY]  
[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

**IF COMPLETED OR DID NOT COMPLETE PROGRAM (PE5=1 OR 3):**

PE11. Since you [completed/stopped participating in] the program, how difficult has it been for you to pay your gas and electric bills every month – very difficult, somewhat difficult, not too difficult, or not difficult at all?

- 1 VERY DIFFICULT
- 2 SOMEWHAT DIFFICULT
- 3 NOT TOO DIFFICULT
- 4 NOT DIFFICULT AT ALL
- 96 REFUSED
- 97 DON'T KNOW

PE12. How much, if any, do you CURRENTLY owe on your ELECTRIC bill?

[READ LIST ONLY IF NECESSARY]

[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

**IF GAS SERVICE (BP3 NE 8):**

PE13. How much, if any, do you CURRENTLY owe on your GAS bill? [READ LIST ONLY IF NECESSARY]

[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

**BUDGET BILLING**

BB1. BEFORE you began the REACH program, were you on a budget billing plan for your ELECTRIC bill or were you on a regular billing plan? [READ IF NECESSARY: A budget billing plan is when the utility company charges you the same amount each month throughout the year.]

- 1 BUDGET BILLING GO TO BB3
- 2 REGULAR BILLING
- 96 REFUSED GO TO BB4
- 97 DON'T KNOW GO TO BB4

**IF REGULAR BILLING PLAN (BB1=2):**

BB2. When you enrolled in the REACH program, or during the program, did your REACH caseworker help you get on the budget billing plan for your electric bill, or didn't your caseworker help you with this?

- 1 YES, CASEWORKER HELPED
- 2 NO, CASEWORKER DID NOT HELP **GO TO BB4**
- 3 GOT ON BUDGET BILLING WITH NO HELP FROM CASEWORKER (VOL)
- 96 REFUSED **GO TO BB4**
- 97 DON'T KNOW **GO TO BB4**

**IF ON BUDGET BILLING (BB1=1 OR (BB2=1 OR BB2=3)):**

BB3. Are you still on a budget plan for your electric bill?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

BB4. How much is your electric bill in a typical winter month?

- \$\_\_\_ AMOUNT OF ELECTRIC BILL IN WINTER
- 96 REFUSED
- 97 DON'T KNOW

BB5. How much is your electric bill in a typical summer month?

- \$\_\_\_ AMOUNT OF ELECTRIC BILL IN SUMMER
- 96 REFUSED
- 97 DON'T KNOW



**IF GAS SERVICE (BP3 NE 8), ASK BB6. IF NO GAS SERVICE GO TO INTRO BEFORE PS1:**

BB6. BEFORE you began the REACH program, were you on a budget billing plan for your GAS bill or were you on a regular billing plan? [READ IF NECESSARY: A budget billing plan is when the utility company charges you the same amount each month throughout the year.]

- 1 BUDGET BILLING **GO TO BB8**
- 2 REGULAR BILLING
- 96 REFUSED **GO TO BB9**
- 97 DON'T KNOW **GO TO BB9**

**IF REGULAR BILLING PLAN (BB6=2):**

BB7. When you enrolled in the REACH program, or during the program, did your REACH caseworker help you get on the budget billing plan for your gas bill, or didn't your caseworker help you with this?

- 1 YES, CASEWORKER HELPED
- 2 NO, CASEWORKER DID NOT HELP **GO TO BB9**
- 3 GOT ON BUDGET BILLING WITH NO HELP FROM CASEWORKER (VOL)
- 96 REFUSED **GO TO BB9**
- 97 DON'T KNOW **GO TO BB9**

**IF ON BUDGET BILLING BB6=1 OR (BB7=1 OR 3):**

BB8. Are you still on a budget plan for your gas bill?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

BB9. About how much is your gas bill in a typical winter month?

- \$\_\_\_\_\_ AMOUNT OF GAS BILL IN WINTER
- 96 REFUSED
- 97 DON'T KNOW

BB10. About how much is your gas bill in a typical summer month?

- \$\_\_\_\_\_ AMOUNT OF GAS BILL IN SUMMER
- 96 REFUSED
- 97 DON'T KNOW

**PROGRAM SERVICES**

Now I'd like to ask you some questions about you and your household and the services you may or may not have received through the REACH program.

PS1. First, are you age 65 or older?

- 1 YES
- 2 NO **GO TO PS6**
- 96 REFUSED
- 97 DON'T KNOW

**IF YES, DK, REF (PS1=1, 96, 97):**

PS2. Are you retired and no longer working, retired but still doing some work for pay, or not retired?

- 1 RETIRED AND NOT WORKING
- 2 RETIRED AND STILL WORKING FOR PAY
- 3 NOT RETIRED **GO TO PS6**
- 4 NEVER WORKED (VOL)
- 96 REFUSED
- 97 DON'T KNOW

**IF RETIRED, NEVER WORKED, DK, REF (PS2=1, 2, 4, 96, 97):**

PS3. Please tell me if you receive any of the following types of income...[READ ITEM]

- a. Social Security income
- b. Other pension income (not Social Security)
- c. Supplemental Security Income or 'SSI' [READ IF NECESSARY: This program is different from the Social Security benefits you may be receiving. The Supplemental Security Income program is an income assistance program that provides people over the age of 65 who have low income, some additional money to supplement their other sources of income].

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**FOR EACH YES IN PS3:**

PS4. Did your REACH caseworker help you get [INSERT ITEM] or were you receiving these benefits before you enrolled in the REACH program?

- 1 YES, CASEWORKER HELPED GET BENEFIT
- 2 NO, WAS RECEIVING BENEFITS BEFORE

3 CASEWORKER DID NOT HELP AND WAS NOT RECEIVING BENEFITS BEFORE (VOL)

96 REFUSED

97 DON'T KNOW

**IF NO, DK OR REF TO ALL IN PS3:**

PS5. Did your REACH caseworker talk to you about, or help you apply for, any of these benefits or didn't your caseworker talk about these benefits?

[READ IF NECESSARY: By 'these benefits', we mean any of the types of income I just asked about – Social Security, pension, or SSI benefits.]

1 YES, CASEWORKER TALKED ABOUT/HELPED APPLY FOR BENEFITS

2 NO, CASEWORKER DID NOT TALK ABOUT BENEFITS

96 REFUSED

97 DON'T KNOW

**IF NOT 65+ (PS1 NE 1) OR 65+ BUT NOT RETIRED OR NEVER WORKED (PS1=1 AND (PS2=3, or 4)), ASK PS6, OTHERWISE GO TO PS10:**

PS6. Are you disabled and unable to work?

1 YES

2 NO **GO TO PS10**

96 REFUSED

97 DON'T KNOW

**IF YES, DK, REF (PS6=1, 96, 97):**

PS7. Please tell me if you receive any of the following types of income...[READ ITEM]

a. Social Security Disability income

b. Other disability income (not Social Security Disability)

c. Supplemental Security Income (SSI) benefits? [READ IF NECESSARY: This program is different from the Social Security benefits you may be receiving. The Supplemental Security Disability income program is an income assistance program that provides people who are disabled or blind and have low income, some additional money to supplement their other sources of income].

1 YES

2 NO

96 REFUSED

97 DON'T KNOW

**FOR EACH YES IN PS7:**

PS8. Did your REACH caseworker help you get [INSERT ITEM] or were you receiving these benefits before you enrolled in the REACH program?

1 YES, CASEWORKER HELPED GET BENEFIT

2 NO, WAS RECEIVING BENEFITS BEFORE PROGRAM  
3 CASEWORKER DID NOT HELP, WAS NOT RECEIVING BENEFITS  
BEFORE PROGRAM (VOL)

96 REFUSED

97 DON'T KNOW

**IF NO, DK OR REF TO ALL IN PS7:**

PS9. Did your REACH caseworker talk to you about, or help you apply for, any of these benefits or didn't your caseworker talk about these benefits?

[READ IF NECESSARY: By 'these benefits', we mean any disability income I just asked about.]

1 YES, CASEWORKER TALKED ABOUT/HELPED APPLY FOR THESE  
BENEFITS

2 NO, CASEWORKER DID NOT TALK ABOUT BENEFITS

96 REFUSED

97 DON'T KNOW

PS10. When you enrolled in the REACH program, did you have health insurance for yourself?

[INTERVIEWER NOTE: IF RESPONDENT HAS MEDICARE OR MEDICAID,  
CODE 'YES']

1 YES GO TO PS14

2 NO

96 REFUSED

97 DON'T KNOW

**IF NO, DK, REF TO INSURANCE FOR SELF (PS10=2, 96, 97) AND 65+ OR DISABLED  
(PS1=1 OR PS6=1):**

PS11. Did your REACH caseworker talk to you about getting Medicaid or didn't your caseworker talk to you about Medicaid?

1 YES, TALKED ABOUT MEDICAID

2 NO, DID NOT TALK ABOUT MEDICAID GO TO PS14

96 REFUSED GO TO PS14

97 DON'T KNOW GO TO PS14

**IF YES (PS11=1):**

PS12. Did you apply for Medicaid?

1 YES

2 NO GO TO PS14

96 REFUSED GO TO PS14

97 DON'T KNOW GO TO PS14

**IF YES (PS12=1):**

PS13. Did you receive Medicaid?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

PS14. When you enrolled in the REACH program, did you have any children under age 18 living with you?

- 1 YES
- 2 NO **GO TO PS19**
- 96 REFUSED **GO TO PS19**
- 97 DON'T KNOW **GO TO PS19**

**IF YES (PS14=1):**

PS15. When you enrolled in the REACH program, did you have health insurance for your children under 18?

- 1 YES **GO TO PS19**
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF NO, DK, REF TO HEALTH INSURANCE FOR CHILDREN (PS15=2, 96, 97):**

PS16. Did your REACH caseworker talk to you about getting 'KidCare' – the state children's health insurance program to provide health insurance for your children, or didn't your caseworker talk to you about this?

- 1 YES, TALKED ABOUT GETTING KIDCARE
- 2 NO, DID NOT TALK ABOUT GETTING KIDCARE **GO TO PS19**
- 96 REFUSED **GO TO PS19**
- 97 DON'T KNOW **GO TO PS19**

**IF YES (PS16=1):**

PS17. Did you apply for 'Kid Care'?

- 1 YES
- 2 NO **GO TO PS19**
- 96 REFUSED **GO TO PS19**
- 97 DON'T KNOW **GO TO PS19**

**IF YES (PS17=1):**

PS18. Did you receive 'Kid Care'?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF NOT 65+ (PS1=2, 96, 97) OR 65+ BUT NOT RETIRED OR RETIRED BUT STILL WORKING (PS2=2, 3, 96, OR 97) AND NOT DISABLED (PS6=2, 96, OR 97):**

PS19. When you enrolled in the REACH program were you working full-time, working part-time, or not working at the time?

- 1 FULL TIME **GO TO PS22**
- 2 PART TIME **GO TO PS22**
- 3 NOT WORKING
- 4 FULL TIME STUDENT (VOL) **GO TO PS21**
- 96 REFUSED **GO TO PS21**
- 97 DON'T KNOW **GO TO PS21**

**IF NOT WORKING (PS19=3):**

PS20. Were you looking for work at that time or not?

- 1 YES, LOOKING **GO TO PS22**
- 2 NO, NOT LOOKING
- 96 REFUSED
- 97 DON'T KNOW

**IF NOT LOOKING, DK, REF (PS20=2, 96, 97) OR FULL TIME STUDENT, DK, REF (PS19=4, 96, 97) OR DISABLED (PS6=1):**

PS21. When you enrolled in the REACH program, was any other adult in the household working?

- 1 YES **GO TO PS24**
- 2 NO **GO TO PS27**
- 96 REFUSED **GO TO PS27**
- 97 DON'T KNOW **GO TO PS27**

PS22. Did your REACH caseworker talk to you about, or refer you to groups that could help you with, any of the following ... [READ ITEM]

**WORKERS (PS19=1 OR 2)**

- a. **IF CHILDREN (PS14=1)** Benefits for child care while you work
- b. Transportation to and from work – a gas card or bus pass
- c. Money for job-related expenses like uniforms, equipment, testing or licensing fees

**NON-WORKERS AND LOOKING (PS20=1)**

- d. A referral for job training
- e. A referral to a job bank

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

PS23. Did your REACH caseworker help you with any other job-related services?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF OTHER ADULT IN HH WORKING (PS21=1):**

PS24. Did your REACH caseworker help the other adult in the household who was working get any job-related benefits?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF YES TO ANY NON-WORKER AND LOOKING ITEMS (PS22d OR PS22e = 1):**

PS25. Did any of these services help you get a job?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF WORKING (PS19=1 OR 2) OR OTHER ADULT WORKING (PS21=1):**

PS26. Did your REACH caseworker talk to you about getting your Earned Income Tax Credit or "E-I-T-C", or didn't your caseworker talk to you about this?

- 1 YES, TALKED ABOUT EITC
- 2 NO, DID NOT TALK ABOUT EITC
- 96 REFUSED
- 97 DON'T KNOW

PS27. When you started the REACH program, were you participating in the Food Stamps program?

- 1 YES **GO TO PS31**

- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF NO, DK, REF (PS27=2, 96, or 97):**

PS28. Did your REACH caseworker talk to you about applying for Food Stamps or didn't your caseworker talk to you about Food Stamps?

- 1 YES, TALKED ABOUT FOOD STAMPS
- 2 NO, DID NOT TALK ABOUT FOOD STAMPS **GO TO PS31**
- 96 REFUSED **GO TO PS31**
- 97 DON'T KNOW **GO TO PS31**

**IF YES (PS28=1):**

PS29. Did you apply for Food Stamps?

- 1 YES
- 2 NO **GO TO PS31**
- 96 REFUSED **GO TO PS31**
- 97 DON'T KNOW **GO TO PS31**

**IF YES (PS29=1):**

PS30. Did you start receiving Food Stamps?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

PS31. Did your REACH caseworker talk to you about any other programs that could increase your household income?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO **GO TO BF1**
- 96 REFUSED **GO TO BF1**
- 97 DON'T KNOW **GO TO BF1**

**IF YES (PS31=1):**

PS32. Did you apply for any of these programs?

- 1 YES
- 2 NO **GO TO BF1**
- 96 REFUSED **GO TO BF1**
- 97 DON'T KNOW **GO TO BF1**



**IF YES (PS32=1):**

PS33. Did you start receiving benefits from any of these programs?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**BUDGETING AND FINANCE**

BF1. Now I have some questions about different types of services you may or may not have used BEFORE you enrolled in the REACH program. Thinking back to BEFORE you enrolled in the REACH program, please tell me yes or no to each of the following...  
[READ ITEM. RANDOMIZE]

[READ IF NECESSARY: Before you enrolled in the REACH program...]

- a. Did you have a bank account?
- b. Did you ever use check cashing services? [READ IF NECESSARY: Check cashing companies will cash a check immediately but they charge a transaction fee.]
- c. Did you ever use payday loans? [READ IF NECESSARY: Payday loans are small loans to people who need money before their pay check comes.]
- d. Did you shop at discount stores?
- e. Did you buy in bulk?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

BF2. Now, please tell me which, if any, of the following topics your REACH caseworker discussed with you while you were participating in the program. Did your caseworker talk to you about [READ ITEM. RANDOMIZE BUT ALWAYS READ G LAST]

[READ IF NECESSARY: Did your REACH caseworker talk to you about this?]

- a. household budgeting – how to set up and stick to a household budget?
- b. how to get a free bank account?
- c. the high cost of using check cashing services?
- d. the high cost of payday loans?
- e. shopping at discount stores to save money?
- f. buying in bulk to save money?
- g. other ways to manage money? (SPECIFY \_\_\_\_\_)

- 1 YES
- 2 NO

- 96 REFUSED
- 97 DON'T KNOW

## ENERGY SAVING

Now I'd like to talk to you about ENERGY SAVING information you may or may not have received from your REACH caseworker while you were participating in the program.

ES1. Did your REACH caseworker give you an energy saving kit that included items that you could use around the house to help reduce your energy costs, or didn't your caseworker give you such a kit?

- 1 YES, RECEIVED THE KIT
- 2 NO, DID NOT RECEIVE THE KIT **GO TO ES3**
- 96 REFUSED **GO TO ES3**
- 97 DON'T KNOW **GO TO ES3**

### IF YES (ES1=1):

ES2. Please tell me what items, if any, from the kit you were able to install or use. [CODE ALL THAT APPLY. PROBE: Anything else?]

- 1 CFL BULBS
- 2 ENERGY EFFICIENT SHOWER HEAD
- 3 PLASTIC WINDOW COVERING
- 4 WEATHER STRIPPING FOR AROUND DOORS
- 5 MAGNET WITH REACH PROGRAM OR LOGO ON IT
- 6 OTHER (SPECIFY \_\_\_\_\_)
- 96 REFUSED
- 97 DON'T KNOW

ES3. Did your REACH caseworker talk to you about energy saving behaviors you could use around your home to reduce your energy costs, or didn't your caseworker talk to you about this?

- 1 YES, TALKED ABOUT ENERGY SAVING
- 2 NO, DID NOT TALK ABOUT ENERGY SAVING **GO TO ES8**
- 96 REFUSED **GO TO ES8**
- 97 DON'T KNOW **GO TO ES8**

### IF TALKED ABOUT ENERGY SAVING (ES3=1):

ES4. As a result of the information you received from your REACH caseworker, what, if anything, have you done to reduce your HEATING costs? [CODE ALL THAT APPLY] [PROBE ONCE: Anything else?]

- 1 TURNED DOWN HEAT/TURNED DOWN THERMOSTATE IN WINTER
- 2 PUT PLASTIC OVER WINDOWS

- 3 USED WEATHERSTRIPPING AROUND HOME
- 4 CLOSED OFF UNUSED ROOMS
- 5 OTHER (SPECIFY \_\_\_\_\_)
- 6 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF TALKED ABOUT ENERGY SAVING (ES3=1):**

ES5. As a result of the information you received from your REACH caseworker, what, if anything, have you done to reduce your WATER HEATING costs? [CODE ALL THAT APPLY]

[PROBE ONCE: Anything else?]

- 1 TURNED DOWN WATER HEATER TEMPERATURE
- 2 WASH CLOTHES IN COLD WATER
- 3 TAKE SHOWERS INSTEAD OF BATHS
- 4 TAKE SHORTER SHOWERS
- 5 USE ENERGY EFFICIENT SHOWERHEAD
- 6 FIXED WATER LEAK
- 7 OTHER (SPECIFY \_\_\_\_\_)
- 8 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF TALKED ABOUT ENERGY SAVING (ES3=1):**

ES6. As a result of the information you received from your REACH caseworker, what, if anything, have you done to reduce your COOLING costs? [CODE ALL THAT APPLY]

[PROBE ONCE: Anything else?]

- 1 REDUCE AC USE IN SUMMER/TURN UP THERMOSTAT IN SUMMER
- 2 USED WEATHERSTRIPPING AROUND HOME
- 3 OTHER (SPECIFY \_\_\_\_\_)
- 4 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF TALKED ABOUT ENERGY SAVING (ES3=1):**

ES7. As a result of the information you received from your REACH caseworker, what, if anything, have you done to reduce OTHER ENERGY costs? [CODE ALL THAT APPLY]

[PROBE ONCE: Anything else?]

- 1 TURN OFF LIGHTS/USE LESS LIGHTS
- 2 SWITCHED TO OR STARTED USING CFL BULBS
- 3 UNPLUGGED APPLIANCES WHEN NOT IN USE
- 4 CAREFUL ABOUT REFRIGERATOR DOOR OPENING/CLOSING
- 5 OTHER (SPECIFY \_\_\_\_\_)

- 6 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

ES8. Did your REACH caseworker talk to you about the WEATHERIZATION ASSISTANCE PROGRAM or didn't your caseworker talk to you about this?

- 1 YES, TALKED ABOUT WEATHERIZATION PROGRAM
- 2 NO, DIDN'T TALK ABOUT THIS **GO TO GP1**
- 96 REFUSED **GO TO GP1**
- 97 DON'T KNOW **GO TO GP1**

**IF YES (ES8=1):**

ES9. Did your REACH caseworker help you to apply for this program?

- 1 YES
- 2 NO **GO TO GP1**
- 3 NOT ELIGIBLE (VOL) **GO TO GP1**
- 96 REFUSED **GO TO GP1**
- 97 DON'T KNOW **GO TO GP1**

**IF YES (ES9=1):**

ES10. Did you receive WEATHERIZATION ASSISTANCE PROGRAM benefits?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

## **GENERAL PROGRAM**

Now I'd like you to think generally about your overall experience with the REACH program.

GP1. Thinking about the REACH program overall, is there anything about the program that you particularly liked or found valuable that you would like to tell us about?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

GP2. Are there any other services that could have been offered through the REACH program that would have been helpful to you?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO

- 96 REFUSED
- 97 DON'T KNOW

GP3. How likely would you be to recommend the REACH program to your friends or family members, very likely, somewhat likely, not too likely or not likely at all?

- 1 VERY LIKELY
- 2 SOMEWHAT LIKELY
- 3 NOT TOO LIKELY
- 4 NOT LIKELY AT ALL
- 96 REFUSED
- 97 DON'T KNOW

### ENERGY INSECURITY SCALE

Now, I'd like to ask you some general questions about your household energy use.

EI1. I'd like you to think back over the last 12 months and tell me how often you did each of the following. How often, in the past 12 months, did you ...[READ ITEM]? Would you say never, 1 or 2 months, some months, or almost every month?

- a. worry that you wouldn't be able to pay your home energy bill?
- b. reduce your expenses for what you consider to be basic household necessities?
- c. need to borrow from a friend or relative to pay your home energy bill?
- d. skip paying your home energy bill or pay less than your whole home energy bill?
- e. have a supplier of your electric service threaten to disconnect your electricity?

#### [IF NO GAS SERVICE (BP3=9), SKIP ITEM F]

- f. have a supplier of your gas service threaten to disconnect your gas?
- g. have a supplier of your fuel service threaten to discontinue making deliveries?
- h. close off part of your home because you could not afford to heat or cool it?
- i. keep your home at a temperature that you felt was unsafe or unhealthy at any time of the year?
- j. leave your home for part of the day because it was too hot or too cold?
- k. use your kitchen stove or oven to provide heat?

- 1 NEVER
- 2 1 OR 2 MONTHS
- 3 SOME MONTHS
- 4 ALMOST EVERY MONTH
- 5 NOT APPLICABLE (VOL)

**ONLY OFFER THIS RESPONSE**

#### OPTION FOR ITEMS F, G

- 96 REFUSED
- 97 DON'T KNOW

EI2. In the past 12 months did...[READ ITEM]?

IF YES ASK: Did you go less than a day without this [service/delivery/repair], a day to a week, a week to a month, or more than a month without this [service/delivery/repair]?

- a. the utility company discontinue your ELECTRIC service?

**[IF NO GAS SERVICE (BP3=9), SKIP ITEM B]**

- b. the utility company discontinue your GAS service?  
c. you ever run out of fuel because you were unable to pay for a delivery?  
d. your heating system break and you were unable to pay for its repair or replacement?  
e. your air conditioner break and you were unable to pay for its repair or replacement ?

- 1 NO  
2 YES, LESS THAN A DAY WITHOUT SERVICE/REPAIR  
3 YES, A DAY TO A WEEK WITHOUT SERVICE/REPAIR  
4 YES, A WEEK TO A MONTH WITHOUT SERVICE/REPAIR  
5 YES, MORE THAN A MONTH WITHOUT SERVICE/REPAIR  
6 NOT APPLICABLE (VOL) **ONLY OFFER THIS RESPONSE OPTION**

**FOR ITEMS B AND C**

- 96 REFUSED  
97 DON'T KNOW

**IF ALL NO TO EI2, GO TO DEM1**

EI3. Was there ever a time during the past 12 months when, because the utility company discontinued your service or your heating or cooling system was broken, you had to...[READ ITEM]? IF YES: Did you do this for less than a day, a day to a week, a week to a month, or more than a month?

- a. go without your main source of heating?  
b. go without your main source of cooling?  
c. go without showers or baths because you didn't have hot water?  
d. go without hot meals because you didn't have cooking fuel?  
e. use candles or lanterns because you didn't have lights?

- 1 NO  
2 YES, FOR LESS THAN A DAY  
3 YES, FOR A DAY TO A WEEK  
4 YES, FOR A WEEK TO A MONTH  
5 YES, FOR MORE THAN A MONTH  
96 REFUSED  
97 DON'T KNOW

## **DEMOGRAPHICS**

Finally, I have some questions for statistical purposes only.

DEM1.First, please tell me your age.

\_\_\_\_\_ ENTER AGE

- 96 REFUSED
- 97 DON'T KNOW

DEM2. What is the highest grade or year of schooling you have completed? [READ CATEGORIES, IF NECESSARY.]

- 1 LESS THAN NINTH GRADE
- 2 NINTH TO TWELFTH GRADE; NO DIPLOMA
- 3 HIGH SCHOOL GRADUATE (INCLUDES GED)
- 4 SOME COLLEGE, NO DEGREE
- 5 TWO YEAR COLLEGE DEGREE/ASSOCIATES DEGREE
- 6 FOUR YEAR COLLEGE DEGREE/BACHELORS DEGREE
- 7 GRADUATE OR PROFESSIONAL DEGREE
- 96 REFUSED
- 97 DON'T KNOW

DEM3. Do you own or rent your home?

- 1 OWN
- 2 RENT
- 3 OTHER (SPECIFY \_\_\_\_\_)
- 96 REFUSED
- 97 DON'T KNOW

DEM4. Which category best describes your total household income in 2008 before taxes? Please stop me when I get to the appropriate category.

- 1 Less than \$10,000
- 2 \$10,000 to \$14,999
- 3 \$15,000 to \$19,999
- 4 \$20,000 to \$29,999
- 5 \$30,000 to \$39,999
- 6 \$40,000 to \$49,999
- 7 \$50,000 to \$74,999
- 8 \$75,000 to \$99,999
- 9 \$100,000 to \$149,999
- 10 \$150,000 or more
- 11 NO INCOME (DO NOT READ)
- 96 REFUSED
- 97 DON'T KNOW

DEM5. Gender: [INTERVIEWER: DO NOT ASK, JUST RECORD]

- 1 MALE
- 2 FEMALE

Those are all the questions I have for you. Thank you so much for taking the time to talk with me. The information you gave us is very valuable and will help us improve the REACH program. Now I would like to confirm your name and address so we can send you the \$10 check.

**CONFIRM FULL NAME AND ADDRESS FOR THE CHECK**





## Appendix B: IVEDC Client Survey Instrument

ASK TO SPEAK TO THE PERSON LISTED IN THE SAMPLE.

WHEN THE CORRECT PERSON IS ON THE PHONE, OR IF ASKED ABOUT THE PURPOSE OF THE CALL, READ: Hello, my name is <INTERVIEWER>, and I'm calling from Braun Research on behalf of the Illinois Valley REACH Project and APPRISE Incorporated.

We're conducting an evaluation of the Illinois Valley REACH program that you participated in recently and we would like to do a quick survey with you to find out about your experience with the program. The survey will take about 15 minutes and we would like to send you \$10 as a thank you for completing the survey. The information you provide will help improve the REACH program for future participants.

You should have received a letter from us telling you that we would be calling. [DO NOT ASK IF THEY RECEIVED THE LETTER. CONTINUE WITH THE INTRODUCTION.]

READ IF NECESSARY: The REACH Program helps people manage their utility bills, their household finances, and their home energy use to avoid problems with utility payments or disruptions in home energy service. The program is managed by the Illinois Valley Economic Development Corporation and is available for households that are receiving LIHEAP benefits.

Your responses will be kept confidential and will not affect your participation in this or any other Illinois state assistance program.

S1. First, just to confirm, are you the person in the household who was most involved with the Illinois Valley REACH program? [READ IF NECESSARY: By 'most involved' we mean the person who attended most or all of the meetings that were part of the program.]

- 1 YES CONTINUE
- 2 NO ASK TO SPEAK TO THE PERSON MOST RESPONSIBLE FOR PROGRAM PARTICIPATION – WHEN NEW RESPONDENT COMES TO THE PHONE, REPEAT INTRO
- 96 REFUSED TERMINATE
- 97 DON' KNOW TERMINATE

**(SAME AS CEDA EXCEPT GAS/ELECTRIC COMBINED)**

I'd like to talk about any problems you may have had with your gas and electric bills BEFORE you enrolled in the Illinois Valley REACH program.

BP1. BEFORE you enrolled in the REACH program, how difficult was it for you to pay your gas and electric bill each month – very difficult, somewhat difficult, not too difficult or not difficult at all?

- 1 VERY DIFFICULT
- 2 SOMEWHAT DIFFICULT
- 3 NOT TOO DIFFICULT
- 4 NOT DIFFICULT AT ALL
- 96 REFUSED
- 97 DON'T KNOW

BP2. When you first enrolled in the REACH program, how much, if any, did you owe on your gas and electric bill? By 'owe' we mean any amount that was overdue. [READ LIST ONLY IF NECESSARY]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

### **NO QUESTION BP3.**

### **PROGRAM EXPERIENCES (SLIGHTLY REVISED FROM CEDA)**

Now let's talk about some of your experiences in the Illinois Valley REACH program.

PE1. How many months did you participate in the program? [INTERVIEWER NOTE: IF RESPONDENT SAYS 'STILL PARTICIPATING', FIND OUT HOW MANY MONTHS THEY HAVE BEEN PARTICIPATING]

- \_\_\_\_ NUMBER OF MONTHS IN THE PROGRAM
- 96 REFUSED
- 97 DON'T KNOW

### **[NEW FOR IVEDC]**

PE1a. As you know, participation in the REACH program involves attending three different workshops or group meetings. How many REACH workshops did you attend? [INTERVIEWER NOTE: ONLY INCLUDE WORKSHOPS OR GROUP MEETINGS, DO NOT COUNT INDIVIDUAL MEETINGS WITH CASEWORKER]

- 1 ONE
- 2 TWO
- 3 THREE
- 4 OTHER (SPECIFY \_\_\_\_\_) (VOL)
- 96 REFUSED
- 97 DON'T KNOW

**[REVISED FOR IVEDC]**

PE2. During the time you were participating in the program, how often did you meet with your REACH caseworker IN PERSON, just the two of you, to talk about your individual situation? Please include any times you met with your REACH caseworker before or after one of the workshops. Did you meet with your caseworker more than once a month, about once a month, less than once a month, or never?

- 1 MORE THAN ONCE A MONTH
- 2 ABOUT ONCE A MONTH
- 3 LESS THAN ONCE A MONTH
- 4 NEVER **GO TO PE4**
- 96 REFUSED **GO TO PE4**
- 97 DON'T KNOW **GO TO PE4**

**IF ANY MEETINGS (PE2 LE 3):**

How long were these IN PERSON meetings with your REACH caseworker – less than 30 minutes, 30 to less than 60 minutes, or 60 minutes or more?

- 1 Less than 30 minutes
- 2 30 to less than 60 minutes
- 3 60 minutes or more
- 96 REFUSED
- 97 DON'T KNOW

PE4. How often did you talk with your REACH caseworker OVER THE PHONE during the time you were participating in the program – more than once a month, about once a month, less than once a month, or never?

- 1 MORE THAN ONCE A MONTH
- 2 ABOUT ONCE A MONTH
- 3 LESS THAN ONCE A MONTH
- 4 NEVER
- 96 REFUSED
- 97 DON'T KNOW

PE5. Did you successfully complete the REACH program, are you still active in the program, or were you NOT able to successfully complete the program?

- 1 COMPLETED **GO TO PE8**
- 2 STILL ACTIVE **GO TO PE7**
- 2 NOT ABLE TO COMPLETE
- 96 REFUSED **GO TO PE7**
- 97 DON'T KNOW **GO TO PE7**

**IF NOT ABLE TO COMPLETE (PE5=3):**

PE6. Can you tell me why you were unable to complete the program? [DO NOT READ. CODE ALL THAT APPLY]

- 1 UNABLE TO MAKE ALL THE MEETINGS/WORKSHOPS
- 2 UNABLE TO MAKE UTILITY BILL PAYMENTS
- 3 DECIDED THE PROGRAM WAS NOT HELPFUL TO ME
- 4 TOO MANY PROGRAM REQUIREMENTS
- 5 DID NOT WANT TO HAVE TO SHOW INCOME AND EXPENSES
- 6 MOVED
- 7 OTHER (SPECIFY \_\_\_\_\_)
- 96 REFUSED
- 97 DON'T KNOW

**IF STILL ACTIVE, NOT ABLE TO COMPLETE, DK, OR REF (PE5=2, 3, 96, OR 97):**

PE7. [Have you received/Before you stopped participating in the program, did you receive] any incentive payments from the REACH program? [READ IF NECESSARY: These would have been in the form of payments the program made to your utility company to help pay your bill.]

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF YES (PE7=1) OR COMPLETED (PE5=1):**

PE8. How much, in total, [have you received/did you receive] in incentive payments from the REACH program [before you stopped participating in] the program? [INTERVIEWER NOTE: INCENTIVES WERE PAID DIRECTLY TO THE UTILITY COMPANY, NOT TO THE INDIVIDUAL. COUNT TOTAL INCENTIVE PAYMENTS MADE TO UTILITY COMPANY. ROUND TO THE NEAREST DOLLAR]

- \$\_\_\_\_ TOTAL INCENTIVE AMOUNT RECEIVED
- 96 REFUSED
- 97 DON'T KNOW

**IF COMPLETED OR DID NOT COMPLETE PROGRAM (PE5=1 OR 3):**

PE9. When you [completed/stopped participating in] the program how much, if any, did you owe on your gas and electric bill? [READ LIST ONLY IF NECESSARY] [READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

#### **NO QUESTION PE10**

#### **IF COMPLETED OR DID NOT COMPLETE PROGRAM (PE5=1 OR 3):**

PE11. Since you [completed/stopped participating in] the program, how difficult has it been for you to pay your gas and electric bills every month – very difficult, somewhat difficult, not too difficult, or not difficult at all?

- 1 VERY DIFFICULT
- 2 SOMEWHAT DIFFICULT
- 3 NOT TOO DIFFICULT
- 4 NOT DIFFICULT AT ALL
- 96 REFUSED
- 97 DON'T KNOW

PE12. How much, if any, do you CURRENTLY owe on your gas and electric bill?  
[READ LIST ONLY IF NECESSARY]  
[READ IF NECESSARY: By 'owe' we mean any amount that was overdue]

- 1 Nothing
- 2 \$1 to less than \$50
- 3 \$50 to \$99
- 4 \$100 to \$199
- 5 \$200 to \$299
- 6 \$300 to \$399
- 7 \$400 to \$499
- 8 \$500 or more
- 96 REFUSED
- 97 DON'T KNOW

#### **NO QUESTION PE13**

**BUDGET BILLING (SLIGHTLY REVISED FROM CEDA)**

BB1. BEFORE you began the REACH program, were you on a budget billing plan for your gas and electric bill or were you on a regular billing plan? [READ IF NECESSARY: A budget billing plan is when the utility company charges you the same amount each month throughout the year.]

- 1 BUDGET BILLING GO TO BB3
- 2 REGULAR BILLING
- 96 REFUSED GO TO BB4
- 97 DON'T KNOW GO TO BB4

**IF REGULAR BILLING PLAN (BB1=2):**

BB2. When you enrolled in the REACH program, or during the program, did your REACH caseworker help you get on the budget billing plan for your gas and electric bill or didn't your REACH caseworker help you with this?

- 1 YES, CASEWORKER HELPED
- 2 NO, CASEWORKER DID NOT HELP GO TO BB4
- 3 GOT ON BUDGET BILLING WITH NO HELP FROM CASEWORKER (VOL)
- 96 REFUSED GO TO BB4
- 97 DON'T KNOW GO TO BB4

**IF ON BUDGET BILLING PLAN (BB1=1 OR (BB2=1 OR BB2=3)):**

BB3. Are you still on a budget plan for your gas and electric bill?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

BB4. How much is your gas and electric bill in a typical winter month?

- \$\_\_\_ AMOUNT OF GAS/ELECTRIC BILL IN WINTER
- 96 REFUSED
- 97 DON'T KNOW

BB5. How much is your gas and electric bill in a typical summer month?

- \$\_\_\_ AMOUNT OF GAS/ELECTRIC BILL IN SUMMER
- 96 REFUSED
- 97 DON'T KNOW

**NO QUESTIONS BB6 THROUGH BB10**

**PROGRAM SERVICES (SAME AS CEDA EXCEPT SOME WORDING REVISIONS)**

Now I'd like to ask you some questions about you and your household and the services you may or may not have received through the REACH program.

PS1. First, are you age 65 or older?

- 1 YES
- 2 NO **GO TO PS6**
- 96 REFUSED
- 97 DON'T KNOW

**IF YES, DK, REF (PS1=1, 96, 97):**

PS2. Are you retired and no longer working, retired but still doing some work for pay, or not retired?

- 1 RETIRED AND NOT WORKING
- 2 RETIRED AND STILL WORKING FOR PAY
- 3 NOT RETIRED **GO TO PS6**
- 4 NEVER WORKED (VOL)
- 96 REFUSED
- 97 DON'T KNOW

**IF RETIRED, NEVER WORKED, DK, REF (PS2=1, 2, 4, 96, 97):**

PS3. Please tell me if you receive any of the following types of income...[READ ITEM]

- a. Social Security income
- b. Other pension income (not Social Security)
- c. Supplemental Security Income or 'SSI' [READ IF NECESSARY: This program is different from the Social Security benefits you may be receiving. The Supplemental Security program is an income assistance program that provides people over the age of 65 who have low income, some additional money to supplement their other sources of income].

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**NEW INTRO TEXT FOR IVEDC TO READ BEFORE PS4 OR PS5**

Now, I'd like you to think about the REACH workshops you attended AND any one-on-one meetings you may have had with your REACH caseworker while you were participating in the program.



**FOR EACH YES IN PS3:**

PS4. Did the REACH program, either your caseworker or the workshops, help you get [INSERT ITEM] or were you receiving these benefits before you enrolled in the REACH program?

- 1 YES, PROGRAM HELPED GET BENEFIT
- 2 NO, WAS RECEIVING BENEFITS BEFORE
- 3 PROGRAM DID NOT HELP AND WAS NOT RECEIVING BENEFITS

BEFORE (VOL)

- 96 REFUSED
- 97 DON'T KNOW

**IF NO, DK, REF TO ALL IN PS3:**

PS5. Did the REACH program, either your caseworker or the workshops, talk to you about or help you apply for any of these benefits or didn't you get any information about these benefits?

[READ IF NECESSARY: By 'these benefits' we mean any type of income I just asked about – Social Security, pension or SSI benefits.]

- 1 YES, PROGRAM TALKED ABOUT/HELPED APPLY FOR BENEFIT
- 2 NO, PROGRAM DID NOT TALK ABOUT BENEFIT
- 96 REFUSED
- 97 DON'T KNOW

**IF NOT 65+ (PS1 NE1) OR 65+ BUT NOT RETIRED OR NEVER WORKED (PS1=1 AND (PS2=3 OR 4)), ASK PS6, OTHERWISE GO TO PS10:**

PS6. Are you disabled and unable to work?

- 1 YES
- 2 NO **GO TO PS10**
- 96 REFUSED
- 97 DON'T KNOW

**IF YES, DK, REF (PS6=1, 96, 97):**

PS7. Please tell me if you receive any of the following types of income...[READ ITEM]

- a. Social Security Disability income
- b. Other disability income (not Social Security Disability)
- c. Supplemental Security Income (SSI) benefits? [READ IF NECESSARY: This program is different from the Social Security benefits you may be receiving. The Supplemental Security program is an income assistance program that provides people who are disabled or blind and have low income, some additional money to supplement their other sources of income].

- 1 YES

- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**NEW INTROD TEXT FOR IVEDC TO BE READ BEFORE PS8 OR PS9**

Please think about the REACH workshops you attended AND any meetings you may have had with your REACH caseworker.

**FOR EACH YES IN PS7:**

PS8. Did the REACH program help you get [INSERT ITEM] or were you receiving these benefits before you enrolled in the REACH program?

- 1 YES, PROGRAM HELPED GET BENEFIT
  - 2 NO, WAS RECEIVING BENEFITS BEFORE PROGRAM
  - 3 PROGRAM DID NOT HELP, WAS NOT RECEIVING BENEFIT BEFORE
- (VOL)
- 96 REFUSED
  - 97 DON'T KNOW

**IF NO, DK, REF TO ALL IN PS7:**

PS9. Did the REACH program give you information about, or help you apply for, any of these benefits or didn't you get any information from the REACH program about these benefits?

[READ IF NECESSARY: By 'these benefits' we mean any of the disability income benefits I just asked about.]

- 1 YES, PROGRAM TALKED ABOUT/HELPED APPLY FOR THESE BENEFITS
- 2 NO, PROGRAM DID NOT TALK ABOUT BENEFITS
- 96 REFUSED
- 97 DON'T KNOW

PS10. When you enrolled in the REACH program, did you have health insurance for yourself?  
[INTERVIEWER NOTE: IF RESPONDENT HAS MEDICARE OR MEDICAID, CODE 'YES']

- 1 YES **GO TO PS14**
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF NO, DK, REF TO INSURANCE FOR SELF (PS10=2, 96, 97) AND 65+ OR DISABLED (PS1=1 OR PS6=1):**

PS11. Did the REACH program give you information about getting Medicaid or didn't you get any information from the REACH program about this?

- 1 YES, GOT INFORMATION ABOUT MEDICAID
- 2 NO, NO INFORMATION FROM PROGRAM ABOUT MEDICAID **GO**

**TO PS14**

- 96 REFUSED **GO TO PS14**
- 97 DON'T KNOW **GO TO PS14**

**IF YES (PS11=1):**

PS12. Did you apply for Medicaid?

- 1 YES
- 2 NO **GO TO PS14**
- 96 REFUSED **GO TO PS14**
- 97 DON'T KNOW **GO TO PS14**

**IF YES (PS12=1):**

PS13. Did you receive Medicaid?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

PS14. When you enrolled in the REACH program, did you have any children under age 18 living with you?

- 1 YES
- 2 NO **GO TO PS19**
- 96 REFUSED **GO TO PS19**
- 97 DON'T KNOW **GO TO PS19**

**IF YES (PS14=1):**

PS15. When you enrolled in the REACH program, did you have health insurance for your children under 18?

- 1 YES **GO TO PS19**
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**IF NO, DK, REF TO HEALTH INSURANCE FOR CHILDREN (PS15=2, 96, 97):**

PS16. Did the REACH program give you any information about getting 'Kid Care' – the state children's health insurance program to provide health insurance for your children, or didn't you get any information from the REACH program about this?

- 1 YES, GOT INFORMATION FROM PROGRAM ABOUT KIDCARE

2 NO, NO INFORMATION FROM PROGRAM ABOUT KIDCARE **GO**  
**TO PS19**

96 REFUSED **GO TO PS19**  
 97 DON'T KNOW **GO TO PS19**

**IF YES (PS16=1):**

PS17. Did you apply for "Kid Care"?

1 YES  
 2 NO **GO TO PS19**  
 96 REFUSED **GO TO PS19**  
 97 DON'T KNOW **GO TO PS19**

**IF YES (PS17=1):**

PS18. Did you receive "Kid Care"?

1 YES  
 2 NO  
 96 REFUSED  
 97 DON'T KNOW

**IF NOT 65+ (PS1=2, 96, 97) OR 65+ BUT NOT RETIRED, RETIRED BUT STILL WORKING, DK, REF (PS2=2, 3, 96, 97) AND NOT DISABLED (PS6=2, 96, 97):**

PS19. When you enrolled in the REACH program were you working full-time, working part-time, or not working at the time?

1 FULL TIME **GO TO PS22**  
 2 PART TIME **GO TO PS22**  
 3 NOT WORKING  
 4 FULL TIME STUDENT (VOL) **GO TO PS21**  
 96 REFUSED **GO TO PS21**  
 97 DON'T KNOW **GO TO PS21**

**IF NOT WORKING (PS19=3):**

PS20. Were you looking for work at that time or not?

1 YES, LOOKING **GO TO PS22**  
 2 NO, NOT LOOKING  
 96 REFUSED  
 97 DON'T KNOW

**IF NOT LOOKING, DK, REF (PS20=2, 96, 97) OR FULL TIME STUDENT, DK, REF (PS19=4, 96, 97) OR DISABLED (PS6=1) OR 65+ AND RETIRED OR NEVER WORKED (PS2=1 OR 4):**

PS21. When you enrolled in the REACH program, was any other adult in the household working?

1 YES **GO TO PS24**

- 2 NO GO TO PS27  
96 REFUSED GO TO PS27  
97 DON'T KNOW GO TO PS27

PS22. Did the REACH program give you information about, or refer you to groups that could help you with, any of the following ...[READ LIST]

**WORKERS (PS19=1 OR 2)**

- a. **IF CHILDREN UNDER 18 (PS14=1)** Benefits for child care while you work  
b. Transportation to and from work – a gas card or bus pass  
c. Help with money for job-related expenses like uniforms, equipment, testing or licensing fees

**NON-WORKERS AND LOOKING (PS20=1)**

- d. A referral for job training  
e. A referral to a job bank

- 1 YES  
2 NO  
96 REFUSED  
97 DON'TKNOW

PS23. Did your REACH caseworker or the REACH workshops help you with any other job-related services?

- 1 YES (SPECIFY \_\_\_\_\_)  
2 NO  
96 REFUSED  
97 DON'T KNOW

**IF OTHER ADULT IN HH WORKING (PS21=1):**

PS24. Did your REACH caseworker or information you got at the REACH workshops help the other adult in the household who was working get any job-related benefits?

- 1 YES  
2 NO  
96 REFUSED  
97 DON'TKNOW

**IF YES TO ANY NON-WORKER AND LOOKING ITEMS (PS22d OR PS22e=1):**

PS25. Did any of these services help you get a job?

- 1 YES  
2 NO  
96 REFUSED  
97 DON'T KNOW

**IF WORKING (PS19=1 OR 2) OR OTHER ADULT WORKING (PS21=1):**

PS26. Did the REACH program, either your REACH caseworker or the workshops, give you any information about getting your Earned Income Tax Credit or “E-I-T-C”, or didn’t you get any information from REACH about this?

- 1 YES, GOT INFORMATION ABOUT E-I-T-C
- 2 NO, NO INFORMATION FROM REACH ABOUT E-I-T-C
- 96 REFUSED
- 97 DON’T KNOW

PS27. When you started the REACH program, were you participating in the Food Stamps program?

- 1 YES **GO TO PS31**
- 2 NO
- 96 REFUSED
- 97 DON’T KNOW

**IF NO, DK, OR REF (PS27=2, 96, 97):**

PS28. Did the REACH program give you any information about applying for Food Stamps or didn’t you get any information from REACH about this?

- 1 YES, GOT INFORMATION ABOUT FOOD STAMPS
- 2 NO, NO INFORMATION FROM REACH ABOUT THIS **GO TO PS31**
- 96 REFUSED **GO TO PS31**
- 97 DON’T KNOW **GO TO PS31**

**IF YES (PS28=1):**

PS29. Did you apply for Food Stamps?

- 1 YES
- 2 NO **GO TO PS31**
- 96 REFUSED **GO TO PS31**
- 97 DON’T KNOW **GO TO PS31**

**IF YES (PS29=1):**

PS30. Did you start receiving Food Stamps?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON’T KNOW

PS31. Did the REACH program, either your caseworker or the workshops, give you any information about any other programs that could increase your household income?

- 1 YES (SPECIFY \_\_\_\_\_)  
 2 NO **GO TO BF1**  
 96 REFUSED **GO TO BF1**  
 97 DON'T KNOW **GO TO BF1**

**IF YES (PS31=1):**

PS32. Did you apply for any of these programs?

- 1 YES  
 2 NO **GO TO BF1**  
 96 REFUSED **GO TO BF1**  
 97 DON'T KNOW **GO TO BF1**

**IF YES (PS32=1):**

PS33. Did you start receiving benefits from any of these programs?

- 1 YES  
 2 NO  
 96 REFUSED  
 97 DON'T KNOW

**BUDGETING AND FINANCE (SAME AS CEDA EXCEPT SOME WORDING REVISIONS)**

BF1. Now I have some questions about different types of services you may or may not have used BEFORE you enrolled in the REACH program. Thinking back to BEFORE you enrolled in the REACH program, please tell me yes or no to each of the following...

[READ ITEM. RANDOMIZE]

[READ IF NECESSARY: Before you enrolled in the REACH program...]

- a. Did you have a bank account?
- b. Did you ever use check cashing services? [READ IF NECESSARY: Check cashing companies will cash a check immediately but they charge a transaction fee.]
- c. Did you ever use payday loans? [READ IF NECESSARY: Payday loans are small loans to people who need money before their pay check comes.]
- d. Did you shop at discount stores?
- e. Did you buy in bulk?

- 1 YES  
 2 NO  
 96 REFUSED  
 97 DON'T KNOW

**(WORDING SLIGHTLY REVISED FROM CEDA)**

BF2. Now, please tell me which, if any, of the following topics were discussed in the REACH program. [READ ITEM. RANDOMIZE BUT ALWAYS READ G LAST]

[READ IF NECESSARY: Did you discuss this topic in the REACH program?]

- a. household budgeting – how to set up and stick to a household budget?
- b. how to get a free bank account?
- c. the high cost of using check cashing services?
- d. the high cost of payday loans?
- e. shopping at discount stores to save money?
- f. buying in bulk to save money?
- g. other ways to manage money? (SPECIFY \_\_\_\_\_)

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

### **ENERGY SAVING (WORDING SLIGHTLY REVISED FROM CEDA)**

Now I'd like to talk to you about any ENERGY SAVING information you may have received from the REACH program (either from your REACH caseworker or in a REACH workshop).

- ES1. Did you receive an energy saving kit that included items that you could use around the house to help reduce your energy costs, or didn't you receive such a kit?

- 1 YES, RECEIVED THE KIT
- 2 NO, DID NOT RECEIVE THE KIT **GO TO ES3**
- 96 REFUSED **GO TO ES3**
- 97 DON'T KNOW **GO TO ES3**

#### **IF YES (ES1=1):**

- ES2. Please tell me what items, if any, from the kit you were able to install or use. [CODE ALL THAT APPLY] [PROBE: Anything else?]

- 1 CFL BULBS
- 2 ENERGY EFFICIENT SHOWER HEAD
- 3 PLASTIC WINDOW COVERING
- 4 WEATHER STRIPPING FOR AROUND DOORS
- 5 MAGNET WITH REACH PROGRAM OR LOGO ON IT
- 6 OTHER (SPECIFY \_\_\_\_\_)
- 7 NONE
- 96 REFUSED
- 97 DON'T KNOW

- ES3. Did the REACH program provide any information about energy saving behaviors you could use around your home to reduce your energy costs, or didn't the program provide this information?



- 1 YES, GOT INFORMATION ABOUT ENERGY SAVING
- 2 NO, NO INFORMATION ABOUT ENERGY SAVING **GO TO ES8**
- 96 REFUSED **GO TO ES8**
- 97 DON'T KNOW **GO TO ES8**

**IF GOT INFORMATION ABOUT ENERGY SAVING (ES3=1):**

ES4. As a result of the information you got from the REACH program, what, if anything, have you done to reduce your HEATING costs? [CODE ALL THAT APPLY] [PROBE ONCE: Anything else?]

- 1 TURNED DOWN HEAT/TURNED DOWN THERMOSTATE IN WINTER
- 2 PUT PLASTIC OVER WINDOWS
- 3 USED WEATHERSTRIPPING AROUND HOME
- 4 CLOSED OFF UNUSED ROOMS
- 5 OTHER (SPECIFY \_\_\_\_\_)
- 6 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF GOT INFORMATION ABOUT ENERGY SAVING (ES3=1):**

ES5. As a result of the information you got from the REACH program, what, if anything, have you done to reduce your WATER HEATING costs? [CODE ALL THAT APPLY] [PROBE ONCE: Anything else?]

- 1 TURNED DOWN WATER HEATER TEMPERATURE
- 2 WASH CLOTHES IN COLD WATER
- 3 TAKE SHOWERS INSTEAD OF BATHS
- 4 TAKE SHORTER SHOWERS
- 5 USE ENERGY EFFICIENT SHOWERHEAD
- 6 FIXED WATER LEAK
- 7 OTHER (SPECIFY \_\_\_\_\_)
- 8 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF GOT INFORMATION ABOUT ENERGY SAVING (ES3=1):**

ES6. As a result of the information you got from the REACH program, what, if anything, have you done to reduce your COOLING costs? [CODE ALL THAT APPLY] [PROBE ONCE: Anything else?]

- 1 REDUCE AC USE IN SUMMER/TURN UP THERMOSTAT IN SUMMER
- 2 USE WEATHERSTRIPPING AROUND HOME
- 3 OTHER (SPECIFY \_\_\_\_\_)
- 4 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

**IF GOT INFORMATION ABOUT ENERGY SAVING (ES3=1):**

ES7. As a result of the information you got from the REACH program, what, if anything, have you done to reduce OTHER ENERGY costs? [CODE ALL THAT APPLY] [PROBE ONCE: Anything else?]

- 1 TURN OFF LIGHTS/USE LESS LIGHTS
- 2 SWITCHED TO OR STARTED USING CFL BULBS
- 3 UNPLUGGED APPLIANCES WHEN NOT IN USE
- 4 CAREFUL ABOUT REFRIGERATOR DOOR OPENING/CLOSING
- 5 OTHER (SPECIFY \_\_\_\_\_)
- 6 NOTHING
- 96 REFUSED
- 97 DON'T KNOW

ES8. Did the REACH program provide you with information about the WEATHERIZATION ASSISTANCE PROGRAM or didn't you get any information about this from the program?

- 1 YES, GOT INFORMATION ON WEATHERIZATION PROGRAM
- 2 NO, NO INFORMATION ABOUT THIS **GO TO GP1**
- 96 REFUSED **GO TO GP1**
- 97 DON'T KNOW **GO TO GP1**

**IF YES (ES8=1):**

ES9. Did the REACH program help you apply for the weatherization program?

- 1 YES
- 2 NO **GO TO GP1**
- 3 NOT ELIGIBLE **GO TO GP1**
- 96 REFUSED **GO TO GP1**
- 97 DON'T KNOW **GO TO GP1**

**IF YES (ES9=1):**

ES10. Did you receive WEATHERIZATION ASSISTANCE PROGRAM benefits?

- 1 YES
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

**GENERAL PROGRAM (SAME AS CEDA)**

Now I'd like you to think generally about your overall experience with the REACH program.

GP1. Thinking about the REACH program overall, is there anything about the program that you particularly liked or found valuable that you would like to tell us about?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

GP2. Are there any other services that could have been offered through the REACH program that would have been helpful to you?

- 1 YES (SPECIFY \_\_\_\_\_)
- 2 NO
- 96 REFUSED
- 97 DON'T KNOW

GP3. How likely would you be to recommend the REACH program to your friends or family members, very likely, somewhat likely, not too likely or not likely at all?

- 1 VERY LIKELY
- 2 SOMEWHAT LIKELY
- 3 NOT TOO LIKELY
- 4 NOT LIKELY AT ALL
- 96 REFUSED
- 97 DON'T KNOW

**ENERGY INSECURITY SCALE (SAME AS CEDA EXCEPT GAS/ELECTRIC COMBINED IN TWO ITEMS)**

Now I'd like to ask some general questions about your household energy use

EI1. I'd like you to think back over the last 12 months and tell me how often you did each of the following. How often, in the past 12 months, did you...[READ ITEM]? Would you say never, 1 or 2 months, some months, or almost every month?

- a. worry that you wouldn't be able to pay your home energy bill?
- b. reduce your expenses for what you consider to be basic household necessities?
- c. need to borrow from a friend or relative to pay your home energy bill?
- d. skip paying your home energy bill or pay less than your whole home energy bill?
- e. have a supplier of your gas and electric service threaten to disconnect your service?
- f. **NO ITEM F**
- g. have a supplier of your fuel service threaten to discontinue making deliveries?
- h. close off part of your home because you could not afford to heat or cool it?
- i. keep your home at a temperature that you felt was unsafe or unhealthy at any time of the year?
- j. leave your home for part of the day because it was too hot or too cold?

k. use your kitchen stove or oven to provide heat?

- 1 NEVER
- 2 1 OR 2 MONTHS
- 3 SOME MONTHS
- 4 ALMOST EVERY MONTH
- 5 NOT APPLICABLE (VOL)

**ONLY OFFER THIS RESPONSE**

**OPTION FOR ITEM G**

- 96 REFUSED
- 97 DON'T KNOW

EI2. In the past 12 months did...[READ ITEM]?

IF YES ASK: Did you go less than a day without this [service/delivery/repair], a day to a week, a week to a month, or more than a month without this [service/delivery/repair]?

- a. the utility company discontinued your GAS AND ELECTRIC service?
- b. NO ITEM B**
- c. you ever run out of fuel because you were unable to pay for a delivery?
- d. your heating system break and you were unable to pay for its repair or replacement?
- e. your air conditioner break and you were unable to pay for its repair or replacement ?

- 1 NO
- 2 YES, LESS THAN A DAY WITHOUT SERVICE/REPAIR
- 3 YES, A DAY TO A WEEK WITHOUT SERVICE/REPAIR
- 4 YES, A WEEK TO A MONTH WITHOUT SERVICE/REPAIR
- 5 YES, MORE THAN A MONTH WITHOUT SERVICE/REPAIR
- 6 NOT APPLICABLE (VOL) **ONLY OFFER THIS RESPONSE OPTION**

**FOR ITEM C**

- 96 REFUSED
- 97 DON'T KNOW

**IF ALL ITEMS IN EI2 ARE NO OR NA, GO TO INTRO BEFORE DEMI**

EI3. Was there ever a time during the past 12 months when, because the utility company discontinued your service or your heating or cooling system was broken, you had to...[READ ITEM]?

IF YES: Did you do this for less than a day, a day to a week, a week to a month, or more than a month?

- a. go without your main source of heating?
- b. go without your main source of cooling?
- c. go without showers or baths because you didn't have hot water?
- d. go without hot meals because you didn't have cooking fuel?
- e. use candles or lanterns because you didn't have lights?

- 1 NO

- 2 YES, FOR LESS THAN A DAY
- 3 YES, FOR A DAY TO A WEEK
- 4 YES, FOR A WEEK TO A MONTH
- 5 YES, FOR MORE THAN A MONTH
- 96 REFUSED
- 97 DON'T KNOW

**DEMOGRAPHICS (SAME AS CEDA)**

Finally, I have some questions for statistical purposes only.

DEM1.First, please tell me your age.

\_\_\_\_\_ ENTER AGE

- 96 REFUSED
- 97 DON'T KNOW

DEM2.What is the highest grade or year of schooling you have completed? [READ CATEGORIES, IF NECESSARY.]

- 1 LESS THAN NINTH GRADE
- 2 NINTH TO TWELFTH GRADE; NO DIPLOMA
- 3 HIGH SCHOOL GRADUATE (INCLUDES GED)
- 4 SOME COLLEGE, NO DEGREE
- 5 TWO YEAR COLLEGE DEGREE/ASSOCIATES DEGREE
- 6 FOUR YEAR COLLEGE DEGREE/BACHELORS DEGREE
- 7 GRADUATE OR PROFESSIONAL DEGREE
- 96 REFUSED
- 97 DON'T KNOW

DEM3.Do you own or rent your home?

- 1 OWN
- 2 RENT
- 3 OTHER (SPECIFY\_\_\_\_\_)
- 96 REFUSED
- 97 DON'T KNOW

DEM4.Which category best describes your total household income in 2008 before taxes? Please stop me when I get to the appropriate category.

- |    |                         |
|----|-------------------------|
| 1  | Less than \$10,000      |
| 2  | \$10,000 to \$14,999    |
| 3  | \$15,000 to \$19,999    |
| 4  | \$20,000 to \$29,999    |
| 5  | \$30,000 to \$39,999    |
| 6  | \$40,000 to \$49,999    |
| 7  | \$50,000 or more        |
| 8  | NO INCOME (DO NOT READ) |
| 96 | REFUSED                 |
| 97 | DON'T KNOW              |

DEM5.Gender: [INTERVIEWER: DO NOT ASK, JUST RECORD]

- |   |        |
|---|--------|
| 1 | MALE   |
| 2 | FEMALE |

Those are all the questions I have for you. Thank you so much for taking the time to talk with me. The information you gave us is very valuable and will help us improve the REACH program. Now I would like to confirm you name and address so we can send you the \$10 check.

**CONFIRM FULL NAME AND ADDRESS FOR THE CHECK**

## Appendix C: Energy Insecurity Intake Form

NAME:	INTAKE: <input type="checkbox"/>	COMPLETION: <input type="checkbox"/>			
<b>How often in the past 12 months did you: (1 – Never; 2 – 1 or 2 Months; 3 – Some Months; 4 – Almost every month)</b>					
		1	2	3	4
1. Worry that you wouldn't be able to pay your home energy bill?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Reduce your expenses for what you consider to be basic household necessities?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Need to borrow from a friend or relative to pay your home energy bill?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Skip paying your home energy bill or pay less than your whole home energy bill?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. (If applicable) Have a supplier of your electric service threaten to disconnect your electricity?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. (If applicable) Have a supplier of your gas service threaten to disconnect your gas?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. (If applicable) Have a supplier of your fuel service threaten to discontinue making deliveries?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Close off part of your home because you could not afford to heat or cool it?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Keep your home at a temperature that you felt was unsafe or unhealthy at any time of the year?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Leave your home for part of the day because it was too hot or too cold?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Use your kitchen stove or oven to provide heat?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>In the past 12 months did you: (1 – No; 2 – Yes, less than a day without service/repair; 3 – Yes, a day to a week without service/repair; 4 – Yes, a week to a month without service/repair; 5 – Yes, more than a month without service/repair)</b>					
		1	2	3	4
12. (If applicable) Did the utility company discontinue your electric service?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. (If applicable) Did the utility company discontinue your gas service?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. (If applicable) Did you ever run out of fuel because you were unable to pay for a delivery?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Did your heating system break and you were unable to pay for its repair or replacement?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Did your air conditioner break and you were unable to pay for its repair or replacement?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Was there ever a time during the past 12 months when because the utility company discontinued your service or your heating or cooling system was broken that you had to: (1 – No; 2 – Yes, for less than a day; 3 – Yes, for a day to a week; 4 – Yes, for a week to a month; 5 – Yes, for more than a month)</b>					
		1	2	3	4
17. Go without your main source of heating?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. Go without your main source of cooling?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19. Go without showers or baths because you didn't have hot water?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. Go without hot meals because you didn't have cooking fuel?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21. Use candles or lanterns because you didn't have lights?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## Appendix D: Home Energy Insecurity Scale

Constraint	Thriving	Capable	Stable	Vulnerable	In-Crisis
<b>Receipt of Outside Assistance</b>					
3. Need to borrow from a friend or relative to pay your home energy bill?	Never	1 or 2 months	Some months	Almost every month	Almost every month
<b>Constraints on Energy Use</b>					
8. Close off part of your home because you could not afford to heat or cool it?	Never	Some months	Almost every month	Almost every month	Almost every month
9. Keep your home at a temperature that you felt was unsafe or unhealthy at any time of the year?	Never	Never	1 or 2 months	Some months	Almost every month
10. Leave your home for part of the day because it was too hot or too cold?	Never	Never	1 or 2 months	Some months	Almost every month
11. Use your kitchen stove or oven to provide heat?	Never	Never	Never	1 or 2 months	Some months
<b>Constraints on Household Necessities</b>					
2. Reduce your expenses for what you consider to be basic household necessities?	Never	1 or 2 months	Some months	Almost every month	Almost every month
<b>Nonpayment on Energy Bills or Non-Repair</b>					
4. Skip paying your home energy bill or pay less than your whole home energy bill?	Never	1 or 2 months	Some months	Almost every month	Almost every month
5. (If applicable) Have a supplier of your electric service threaten to disconnect your electricity?	Never	Never	1 or 2 months	Some months	Almost every month
6. (If applicable) Have a supplier of your gas service threaten to disconnect your gas?	Never	Never	1 or 2 months	Some months	Almost every month
7. (If applicable) Have a supplier of your fuel service threaten to discontinue making deliveries?	Never	Never	1 or 2 months	Some months	Almost every month
12. (If applicable) Did the utility company discontinue your electric service?	No	No	No	Yes, <1day	Yes, 1day+
13. (If applicable) Did the utility company discontinue your gas service?	No	No	No	Yes, <1day	Yes, 1day+
14. (If applicable) Did you ever run out of fuel because you were unable to pay for a delivery?	No	No	No	Yes, <1day	Yes, 1day+
15. Did your heating system break and you were unable to pay for its repair or replacement?	No	No	No	Yes, <1day	Yes, 1day+
16. Did your air conditioner break and you were unable to pay for its repair or replacement?	No	No	No	Yes, <1week	Yes, 1week+
17. Go without your main source of heating?	No	No	No	Yes, <1day	Yes, 1day+
18. Go without your main source of cooling?	No	No	No	Yes, <1day	Yes, 1day+
<b>Financial Strain</b>					
1. Worry that you wouldn't be able to pay your home energy bill?	Never	Almost every month	Almost every month	Almost every month	Almost every month