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The U.S. Department of Energy (DOE) Energy Efficiency and Renewable Energy (EERE) Weatherization and Intergovernmental Programs Office (WIPO) launched the Weatherization Innovation Pilot Program (WIPP) to accelerate innovations in whole-house weatherization and advance DOE's goal of increasing the energy efficiency and health and safety of low-income residences without the utilization of additional taxpayer funding. Sixteen WIPP grantees were awarded a total of \$30 million in Weatherization Assistance Program (WAP) funds in September 2010. These projects focused on: including nontraditional partners in weatherization service delivery; leveraging significant non-federal funding; and improving the effectiveness of low-income weatherization through the use of new materials, technologies, behavior-change models, and processes. GAO reviewed the need to improve the administration and effectiveness of the Department of Energy's (DOE) low-income weatherization assistance program. This program uses Federal funds to help low-income people improve the energy efficiency of their homes. GAO considered the program's effectiveness, energy savings, financial controls, and compliance monitoring. The number of homes weatherized by the program has substantially increased since the last GAO review. However, at the current level of funding, it is unlikely that DOE can maintain the present level of production beyond 1981. Program effectiveness has been hampered by: (1) continued overstatement of the number of homes weatherized; (2) incomplete or inadequate weatherization of homes; and (3) a low emphasis on rental units, where over half of the low-income population resides. Further, the energy efficiency of many homes served by the program may not have been improved very much because the weatherization work in many homes GAO inspected was incomplete or inadequate. The extent to which the weatherization program is actually reducing energy costs and consumption in low-income homes still is not known by DOE or the States. DOE recently completed a study of energy savings, but the reliability of the study is questionable because of sampling and data problems. Deficiencies in the financial management and monitoring systems continue to exist at all levels. Many of the local agency systems did not meet Federal requirements, and most of the State offices did not have financial management and monitoring systems which could be relied on for identifying and correcting accounting, inventory, and financial status reporting problems at local agencies. The U.S. Department of Energy (DOE) Energy Efficiency and Renewable Energy (EERE) Weatherization and Intergovernmental Programs Office (WIPO) launched the Weatherization Innovation Pilot Program (WIPP) to accelerate innovations in whole-house weatherization and advance DOE's goal of increasing the energy efficiency and health and safety of low-income residences without the utilization of additional taxpayer funding. Sixteen WIPP grantees were awarded a total of \$30 million in Weatherization Assistance Program (WAP) funds in September 2010. These projects focused on: including nontraditional partners in weatherization service delivery; leveraging significant non-federal funding; and improving the effectiveness of low-income weatherization through the use of new materials, technologies, behavior-change models, and processes. Department of Natural Resources Energy Center is responsible for administering the federal Weatherization Assistance for Low-income Persons Program in Missouri. Progress of the Weatherization Assistance Program (WAP) and other weatherization activities toward national energy conservation goals is reported. Low-income people are among the first to feel the pinch of rising fuel prices, particularly for home heating fuel. WAP installs insulation, storm windows and doors, and other energy efficiency improvements to reduce heat loss in the homes of low-income people, especially with the elderly and the handicapped. The weatherization activities of Federal agencies are described. The study addresses the question of the adequacy and cost of the materials used in weatherization. The series of policy and regulation change questions introduced in the agency-specific section is discussed from a broader perspective. The conclusions are summarized. The appendices present a legislative history of the Program, discuss the operational level of the Program, and describe a cost-benefit analysis of the Program. The U.S. Department of Energy's (DOE's) Weatherization Assistance Program was created by Congress in 1976 under Title IV of the Energy Conservation and Production Act. The purpose and scope of the Program as currently stated in the Code of Federal Regulations (CFR) 10CFR 440.1 is 'to increase the energy efficiency of dwellings owned or occupied by low-income persons, reduce their total residential expenditures, and improve their health and safety, especially low-income persons who are particularly vulnerable such as the elderly, persons with disabilities, families with children, high residential energy users, and households with high energy burden' (Code of Federal Regulations, 2005). DOE sponsored a comprehensive evaluation of the Program in the early 1990's to provide policy makers and program implementers with up-to-date and reliable information they needed for effective decision making and cost-effective operations. Oak Ridge National Laboratory (ORNL) managed the five part study which was based primarily on data from Program Year (PY) 1989 and supplemented by data from 1991-92 (Brown, Berry, and Kinney, 1994). In more recent years, ORNL has conducted four metaevaluations of the Program's energy savings using studies conducted by individual states between the years 1990-1996 (Berry, 1997), 1996-1998 (Schweitzer and Berry, 1999), 1993-2002 (Berry and Schweitzer, 2003), and 1993-2005 (Schweitzer, 2005). DOE announced through its Weatherization Program Notice 05-1 (DOE, 2004) that it would undertake a new national evaluation of the Program because the Program that was evaluated comprehensively in the early 1990's is vastly different from the Program of today. The Program has incorporated new funding sources, management principles, audit procedures, and energy-efficiency measures in response to findings and recommendations resulting from the 1989 National Evaluation, the Weatherization Plus strategic planning process, and other federal, state, and local initiatives. For example, the use of computerized audits has increased, cooling and baseload measures have been added, weatherization approaches tailored to the unique construction characteristics of mobile homes have been developed, the weatherization of large multifamily buildings has expanded and become more sophisticated, the flexibility to improve 'energy-related' health and safety has been provided, and leveraging with utilities, other state programs, and owners of large multifamily buildings has increased considerably. The Department of Energy tasked ORNL with planning the new evaluation in light of its experience in conducting the previous national evaluation and the metaevaluations. This preliminary evaluation plan, developed by ORNL, documents how the new national evaluation will be performed. In the remaining portion of this section, the purpose and fundamental questions the evaluation will address are identified and how these questions were derived is discussed. Case Study with WIPP program overview, information regarding eligibility, and successes from Pennsylvania's Commission on Economic Opportunity (CEO) that demonstrate innovative approaches that maximize the benefit of the program. The Department of Energy (DOE) Office of Energy Efficiency and Renewable Energy (EERE) recently launched the Weatherization Innovation Pilot Program (WIPP) to accelerate innovations in whole-house weatherization and advance DOE's goal of increasing the energy efficiency and health and safety of homes of low-income families. Since 2010, WIPP has helped weatherization service providers as well as new and nontraditional partners leverage non-federal financial resources to supplement federal grants, saving taxpayer money. WIPP complements the Weatherization Assistance program (WAP), which operates nation-wide, in U.S. territories and in three Native American tribes. 16 grantees are implementing weatherization innovation projects using experimental approaches to find new and better ways to weatherize homes. They are using approaches such as: (1) Financial tools - by understanding a diverse range of financing mechanisms, grantees can maximize the impact of the federal grant dollars while providing high-quality work and benefits to eligible low-income clients; (2) Green and healthy homes - in addition to helping families reduce their energy costs, grantees can protect their health and safety. Two WIPP projects (Connecticut and Maryland) will augment standard weatherization services with a comprehensive green and healthy homes approach; (3) New technologies and techniques - following the model of continuous improvement in weatherization, WIPP grantees will continue to use new and better technologies and techniques to improve the quality of work; (4) Residential energy behavior change - Two grantees are rigorously testing home energy monitors (HEMs) that display energy used in kilowatt-hours, allowing residents to monitor and reduce their energy use, and another is examining best-practices for mobile home energy efficiency; (5) Workforce development and volunteers - with a goal of creating a self-sustaining weatherization model that does not require future federal investment, three grantees are adapting business models successful in other sectors of the home performance business to perform weatherization work. Youthbuild is training youth to perform home energy upgrades to eligible clients and Habitat for Humanity is developing a model for how to incorporate volunteer labor in home weatherization. These innovative approaches will improve key weatherization outcomes, such as: Increasing the total number of homes that are weatherized; Reducing the weatherization cost per home; Increasing the energy savings in each weatherized home; Increasing the number of weatherization jobs created and retained; and Reducing greenhouse gas emissions. An evaluation of the Federal Weatherization Assistance Program to determine the fuel savings for participants in Minnesota has been completed. The homes selected in this study were weatherized between April and October 1978. Therefore, a comparison of normalized fuel consumption for the 1976 to 1977 and 1977 to 1978 heating seasons was an appropriate measure of the fuel savings achieved. In addition, a control group was established to reflect fuel consumption changes resulting from the effect of other public energy awareness programs. The results indicate that the average energy savings was 13.43%. This was based on 59 sample group and 37 control group homes representing the population of all weatherized and non-weatherized low-income homes in the state, respectively. The conclusions of this study are: at an average fuel cost of \$6 per million Btu, weatherization has been accomplished at a simple payback of 3.5 years; 90% of the weatherized homeowners have expressed varying degrees of positive satisfaction; behavioral changes (example, raising thermostats) are significant in offsetting potential weatherization savings; and the Retrotech Job Book, in its present form, has not been used effectively. The most recent national evaluation of the impacts of the US Department of Energy (DOE)'s Weatherization Assistance Program (WAP) was completed in 1984 based on consumption data for households weatherized in 1981. WAP regulations and operations have changed substantially over the last decade, and new opportunities are on the horizon. DOE recognizes the need for a more current national level evaluation of the program and has developed a plan for conducting the evaluation with the support of the Oak Ridge National Laboratory (ORNL). The national WAP evaluation as currently proposed has seven major goals: (1) estimate the energy saved by the program -- one, two, and three years after participation; (2) assess nonenergy impacts, such as comfort, safety, and housing affordability; (3) assess program cost effectiveness; (4) analyze factors which influence energy savings, nonenergy impacts, and cost effectiveness; (5) describe the WAP network's capabilities and the innovative weatherization technologies and procedures it has employed; (6) characterize the WAP-eligible population and the federal and non-federal funds that have been used to meet its weatherization needs; and, (7) identify promising WAP opportunities for the future. The data collection, analyses, and reports are to be completed in phases between 1991 and 1993. The evaluation methodologies vary by fuel type, housing type, and climate zone. The analysis of energy savings and cost effectiveness will be based primarily on weather-normalized, retrospective utility billing records (collected for pre- and postretrofit years). 12 refs., 8 figs. Under the American Recovery and Reinvestment Act of 2009 (Recovery Act), the Department of Energy's Weatherization Assistance Program received \$5 billion to improve the energy efficiency of homes owned or occupied by low income persons, reduce their total residential expenditures, and improve their health and safety. Since the Recovery Act was enacted in February 2009, the Department has awarded weatherization grants to every state, the District of Columbia and five territories. Because of the unprecedented level of funding and the risks associated with spending vast amounts of money in a relatively short period of time, the Office of Inspector General (OIG) initiated a series of audits designed to evaluate the Program's internal control structures at both the Federal and state levels. As part of our work, we are in the process of reviewing Weatherization Program internal controls for the State of Illinois. We are also currently performing identical audits in the States of North Carolina, Pennsylvania and Virginia. Under the Recovery Act and the Department's Program, the State of Illinois received \$242 million to weatherize 26,933 homes. The State of Illinois awarded these funds to 35 local agencies responsible for determining recipients' eligibility, contracting for the installation of the weatherization work, and conducting final inspections to ensure that work on homes was done in accordance with requirements. Inspectors working for the local agencies are required to evaluate the quality of mechanical and architectural improvements, such as furnace installations and window caulking, and certify that the work performed meets established standards. Under a Department approved plan in place at the time of our review, state officials were required to evaluate the sufficiency of local agency monitoring controls and to inspect the work performed on at least five percent of the units weatherized with Department funds during the program year for each local agency. We identified significant internal control deficiencies in the management of the Weatherization Program in Illinois which require immediate attention. Specifically, our audit testing revealed significant problems with on-site monitoring and inspection of the Illinois Home Weatherization Assistance Program (Illinois). We noted that the Department had not fulfilled its requirement to perform monitoring visits at the State level. In addition, Illinois officials had not complied with the Department's requirements for inspecting weatherization work conducted by local agencies. Finally, we found that a weatherization inspection for one of the local agencies failed to detect standard installation of energy saving materials. This case involved a furnace gas leak that could have resulted in serious injury to the occupants and material damage to the structure. This is an interim report and our audit work remains in progress. The most recent national evaluation of the impacts of the US Department of Energy (DOE)'s Weatherization Assistance Program (WAP) was completed in 1984 based on consumption data for households weatherized in 1981. WAP regulations and operations have changed substantially over the last decade, and new opportunities are on the horizon. DOE recognizes the need for a more current national level evaluation of the program and has developed a plan for conducting the evaluation with the support of the Oak Ridge National Laboratory (ORNL). 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as it was administered in Program Year 2008. WAP has supported energy efficiency improvements to the homes of low-income households in the United States since 1976. The program provides grants, guidance, and other support to grantees: weatherization programs administered by each of the 50 states, the District of Columbia and some Native American tribes. Although there have been studies of some grantee-administered weatherization programs, the overall effectiveness of the national weatherization program has not been formally evaluated since Program Year 1989. Since that time, the program has evolved significantly, with an increased focus on baseload electric usage, continued evolution of diagnostic tools, new guidelines and best practices for heating-related measures, and adjustments in program rules. More recently, the program has also adjusted to large, temporary funding increases and changes in federal rules spurred by the American Recovery and Reinvestment Act (ARRA). Because the Weatherization Assistance Program of today is dramatically different from the one evaluated in 1989, DOE determined to undertake a new comprehensive evaluation of the national program. This new national evaluation is managed by Oak Ridge National Laboratory (ORNL). Under a competitive solicitation process, ORNL selected APPRISE, Inc., Blasnik & Associates, Dalhoff Associates and the Energy Center of Wisconsin to conduct the evaluation. The national evaluation comprises two independent evaluations. The first evaluation of which this report is a part focuses on Program Year 2008 (PY08). The second evaluation focuses on the ARRA-funded years of 2009 through 2011. This report, together with its companion the Eligible Population Study addresses specific program characterization goals established for the greater evaluation. The Energy Center led grantee and subgrantee data collection efforts, administering surveys to 51 grantees and 851 of the approximately 900 subgrantees that were slated to receive DOE weatherization funds in PY08. In all, seven different data collection instruments were used to gather the needed data two instruments for grantees and five for subgrantees. See Table 1 for a list of these survey instruments. These surveys were used to determine, among other things: Structure and funding of weatherization programs Training and staff development of service providers How weatherization services are delivered Clients served. "Every dwelling weatherized must meet both client and building eligibility requirements. Arizona definition of low-income: Household Income is at or below 200% of the federal poverty level.... The primary housing types served by the Arizona WAP program are single family, manufactured housing and multi-family housing"--Pages 12-13.

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