Application No.	A. 08-05	
Exhibit No:		
Witness: Hobbs	Richard D	

TESTIMONY OF RICHARD D. HOBBS ADDRESSING POLICY ISSUES RELATED TO SOUTHERN CALIFORNIA GAS COMPANY'S LOW INCOME ENERGY EFFICIENCY AND CALIFORNIA ALTERNATE RATES FOR ENERGY PROGRAMS FOR PROGRAM YEARS 2009-2011

Before the Public Utilities Commission Of the State of California

May 15, 2008

TABLE OF CONTENTS

I.	OVERVIEW	1
II.	LIEE POLICY FRAMEWORK	1
A.	SoCalGas Strategy Concerning LIEE Program Design	2
B.	SoCalGas' Proposed LIEE Program Design	3
C.	Integration and Coordination with other SoCalGas Programs and Between SoCalGas and SDG&E	
D.	Integration and Coordination with Other Non-Utility Entities	5
E.		
F.	- · · · · · · · · · · · · · · · · · · ·	
G.	Innovative Pilot Programs for PY 2009–2011	8
III.	PY 2009-2011 CARE PROGRAM PROPOSALS	9
A.	SoCalGas Approach to CARE Program Design	9
В.	Program Modifications to Increase Program Participation	9
IV.	RATE AND BILL IMPACTS RESULTING FROM THE INCREASED 2009-2011 LIEE AND CARE PROGRAM BUDGETS	10
V.	OUTSTANDING LIEE AND CARE ISSUES	11
VI	CONCLUSION	12

I. OVERVIEW

The purpose of my testimony is to present policy support for Southern California Gas Company's ("SoCalGas") Low Income Assistance Program Applications ("Applications") for program years ("PY") 2009–2011. Specifically, I address how SoCalGas' Low Income Energy Efficiency ("LIEE") program plans, measures, and budget support the California Public Utility Commission's ("Commission" or "CPUC") programmatic LIEE initiative ("programmatic initiative")¹ to enroll all willing and eligible customers into the program, and the California Energy Efficiency Strategic Plan ("Strategic Plan") to make energy efficiency an energy resource.² In support of the PY 2009–2011 California Alternate Rates for Energy ("CARE") request, I offer testimony that demonstrates how SoCalGas' PY 2009-2011 CARE program plans and budgets support the Commission's goal to "to reach 100% of the low-income customers who are eligible for and desire to participate in, the CARE program."³

II. LIEE POLICY FRAMEWORK

In D.07-12-051, the Commission articulated a shift in the focus of large investor-owned utilities' ("IOUs")⁴ LIEE programs, stating "the complementary objectives of LIEE programs are to provide an energy resource for California, consistent with our 'loading order' that establishes energy efficiency as our first priority, while reducing low-income customers' bills and improving their quality of life." The Commission's interest in updating LIEE policy objectives and program goals arose in part because of the lessons learned from the state's energy crisis and the state's need for adequate and reliable energy resources. While changing the LIEE program objectives to focus more on energy savings, the Commission underscored its commitment to ensuring that the LIEE programs add to the participant's quality of life, which implicates equity, energy affordability, bill savings and safety and comfort for those customers who participate in

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¹ The programmatic initiative is "to provide all eligible LIEE customers the opportunity to participate in LIEE programs and to offer those who wish to participate all cost-effective energy efficiency measures in their residences by 2020." D.07-12.051, at p. 25.

² The Strategic Plan was developed by the IOUs in accordance with D. D.07-10-032, and defines innovative new paths to aggressively deliver energy efficiency to the state, and significantly contribute to the state's goal of having a reasonably priced, stable, reliable and clean portfolio of energy resources.

³ D. 02-07-033, at p. 4.

⁴ IOUs consist of SoCalGas, San Diego Gas & Electric Company ("SDG&E"), Pacific Gas & Electric Company ("PG&E"), and Southern California Edison Company ("SCE").

⁵ D.07-12-051, at p. 2.

⁶ D.07-12-051, at p. 15.

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29 30 LIEE programs. In furtherance of its commitment to change the approach of the LIEE programs. the Commission adopted the following policies and program guidelines:

- LIEE programs should emphasize opportunities to save energy;
- LIEE programs should be designed to take advantage of all cost-effective energy efficiency opportunities;
- LIEE programs should include measures that may not be cost effective but that may promote the quality of life of participating customers;
- LIEE programs should emphasize effective ways to inform customers of the benefits to themselves and their communities of conservation and energy efficiency measures, as well as the way energy efficiency promotes environmental values and reduces greenhouse gases;
- LIEE programs should be integrated with other energy efficiency programs to allow the utilities and customers to take advantage of the resources and experience of energy efficiency programs, promote economies of scale and scope, and improve program effectiveness; and
- LIEE programs should take advantage of other resources, such as federally funded programs, local efforts, the work of businesses and publicly-owned utilities.
- To achieve these objectives, D.07-12-051 directed the IOUs to propose programs and budgets in their PY 2009-2011 applications that will help them move toward the programmatic initiative and the Strategic Plan.

SoCalGas' redesigned LIEE program, which reflects the Strategic Plan and supports the programmatic initiative, promotes the program as a reliable energy resource, makes the program available to more customers, offers more cost-efficient program measures, increases leveraging opportunities, and improves the cost-effectiveness of the program.

A. **SoCalGas Strategy Concerning LIEE Program Design**

SoCalGas supports the Commission's new LIEE policy objectives—to emphasize participating customer benefits and produce energy savings—and has attempted to harmonize these policy objectives into a comprehensive LIEE program that addresses the needs of the LIEE program participants, as well as the needs of the environment and larger community. When developing its LIEE program design, SoCalGas was mindful of the Commission's and parties'

⁷ *Id.* at p. 25.

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concerns that the interests of low income customers not be compromised in pursuit of the broader energy savings policy objectives.

B. SoCalGas' Proposed LIEE Program Design

For the abovementioned reasons, SoCalGas proposes a LIEE program design that moves away from a "one-size-fits-all" approach to a more comprehensive approach that addresses the unique needs of individual customers and targets the best ways for them to save energy. SoCalGas' proposed LIEE program is comprised of the following six elements: 1) enrollment; 2) comprehensive energy audit; 3) customized energy education; 4) installation of measures; 5) inspections; and 6) customer rewards. The following briefly describes the six program elements.

1. Enrollment

SoCalGas proposes to maintain its current form of streamlined enrollment options, as adopted by the Commission, which include: targeted self certification, as categorical eligibility and eligibility verified though CARE's post enrollment verification process. These options simplify the enrollment process for customers and the outreach specialists who enroll customers. Customers will also continue to be able to enroll by providing proof of income documentation.

2. Comprehensive LIEE Energy Audit

SoCalGas' proposed program design provides a customized and detailed energy audit, and creates a personalized energy-use profile for each customer. This comprehensive audit will better align the assessment process with the goal of achieving energy savings, reduced greenhouse gases, and lower bills.

3. Customized Energy Education

SoCalGas is proposing to implement a new and innovative approach to customer energy education. This new educational approach personalizes the needs and characteristics of the customer and is aimed at engaging the customer's participation and commitment to becoming energy smart by using energy wisely. The success of the energy education program will largely depend on customers understanding and appreciating the importance of energy savings,

⁸ See D.06-08-025, which authorized SoCalGas and SoCalGas to the utilize census tract data to identify specific areas of its service territory likely to contain high concentrations of low-income customers, and to permit customers in those areas to enroll in the LIEE program with a simple process to certify income level at p. 3.

⁹ See D.06-12-038, which defines the method under which customers can qualify for CARE or LIEE based on their participation in identified state and federally-funded means tested programs all in an effort to keep qualified customers enrolled in the program at p. 25.

¹⁰ See Assigned Commissioner's Ruling, dated March 29, 2006 in R.04-01-006.

developing skilled program personnel to promote and encourage changes in customer behavior, and providing performance feedback to customers.

4. <u>Installation of Measures</u>

Measures recommended in the audit will be installed by licensed community based organizations ("CBOs") and contractors participating in the LIEE program. These entities and individuals will be responsible for contacting the customer to schedule installations and complete the services according to program procedures and requirements. SoCalGas contractors will perform a post-installation inspection on a sampling of homes.

Some parties erroneously believe that the LIEE programs must offer "all feasible measures" to program participants; however, the provision of "all feasible measures" does not mean that every LIEE participant must receive every measure offered under the program. 11 Rather, historically "all feasible measures" has been interpreted to mean measures that can be installed in accordance with the Commission-adopted 2006 LIEE Program Statewide Policies and Procedures Manual ("P&P Manual"). As such, and consistent with D.07-12-051, SoCalGas proposes to offer measures that provide and maximize long term, enduring energy savings.

5. <u>Inspections</u>

Inspections are performed by CBOs and contractors participating in the LIEE program and contractors do not inspect their own installation work. The contractors have a trained staff of experts who provide third-party inspection services to ensure that all LIEE program measures were installed correctly.

6. <u>Customer Rewards</u>

SoCalGas proposes a new LIEE program element to reinforce energy education, achieve long-term behavioral changes, and create sustained energy savings. This element is designed to reward customers who are able to consistently maintain a reduction in their overall energy consumption. Additionally, it may potentially mitigate the rebound effect, whereby customers use more energy because they have more discretionary dollars, as a result of reduced energy bills.

In order to ensure that the Commission's objectives are to be met and sustainable energy savings are achieved, SoCalGas placed emphasis on those measures that produce real savings and bill reductions. This bill reduction goal is aligned with the resource goal, in that both depend

¹¹ See Public Utilities ("PU") Code Sections 327, 381.5, and 2790.

on energy savings as the primary program achievement. Additionally, SoCalGas' proposal maximizes the use of program funds to reach the greatest number of eligible customers by redirecting program funds that in the past had been used to install measures that produced limited energy savings and/or limited the frequency of the installation of measures. *See* direct testimony of SoCalGas Witness Lucas for more specific details of SoCalGas' LIEE PY 2009–2011 program plans, measures, and budgets.

C. Integration and Coordination with other SoCalGas Programs and Between SoCalGas and SDG&E

One of the key policy initiatives that SoCalGas is pursuing is the integration of energy efficiency, demand response, and renewable technologies with the LIEE program. SoCalGas believes that an integrated approach is an effective means to pursue long term strategies. SoCalGas' planned integration and coordination efforts help to further this strategy by presenting customers with an array of available programs to respond to their energy needs. By utilizing the synergies between these options, customers will be encouraged to take advantage of all opportunities to reduce their energy consumption.

SoCalGas and SDG&E provide natural gas and electric service respectively to customers in Southern Orange County. In this overlapping service territory, SoCalGas and SDG&E will implement a joint enrollment process which will simplify the process and produce cost savings for both customers and the utilities. Similarly, the utilities will work together to develop cobranded direct mailers and other marketing collateral. See the direct testimony of Witness Lucas for further details on SoCalGas' planned integration and coordination between SoCalGas' and SDG&E's programs in their overlapping service territories and with other utility programs for 2009–2011.

D. Integration and Coordination with Other Non-Utility Entities

SoCalGas recognizes the value of partnering or collaborating with various entities such as:

- Cities and local communities;
- Low Income Home Energy Assistance Program ("LIHEAP")¹² agencies;
- Water agencies;
- CBOs;

¹² LIHEAP is a federally-funded program administered by the California Department of Community Services and Development. #217514

• Schools; and,

• Other entities such as the 211 San Diego, a human service referral program.

For PY 2009–2011, SoCalGas intends to pursue a number of opportunities that are designed to maximize the leveraging potential between the LIEE program and other services that assist low income customers. These leveraging opportunities have the potential to reduce costs, and increase awareness and program participation. For example, SoCalGas has initiated discussions with the California Department of Community Services and Development ("DCSD") on ways to enhance leveraging between LIEE and LIHEAP's weatherization program. Also through its energy efficiency local government partnerships ("LGPs"), SoCalGas plans to coordinate with local agencies, city governments, businesses, CBOs and other agencies to increase customer energy efficiency awareness, and to leverage promotion and delivery of the LIEE program. This coordination may also include investigating opportunities that may exist or arise as part of SoCalGas' other general energy efficiency programs. SoCalGas is also considering other avenues in which to coordinate and leverage program opportunities with entities such as water agencies and schools.

E. Cost Effectiveness

D.07-12-051 instructed that the IOUs' proposed PY 2009-2011 LIEE program plans take advantage of all cost-effective energy efficiency opportunities. In designing its PY 2009-2011 LIEE program proposal, SoCalGas sought to identify a mix of measures that would best complement the current list of program measures, yield maximum energy savings, help improve the benefit cost ratio, and provide other benefits to customers. Although SoCalGas includes measures, both new and old, that have a benefit cost ratio of less than one, these measures still provide energy savings to the customer. As such, they directly address the Commission's objectives to provide participant bill savings, improve quality of life and improve the benefit cost ratio. *See* SoCalGas Witness McKinley direct testimony which addresses LIEE program cost-effectiveness and planned measurement and evaluation studies.

F. Strategic Plan

D.07-10-032 directs the IOUs to prepare statewide energy efficiency Strategic Plan for the period PY 2009–2020. The Strategic Plan sets the stage for the next generation of energy efficiency in California. D.07-12-051 directs IOUs to propose program and budgets for 2009–

2011 that move toward the programmatic initiative and the Strategic Plan. SoCalGas' LIEE proposal supports the Strategic Plan in the following ways:

• Strategy 1: Develop customer segmentation to improve program delivery, increasing the opportunities for program participation and energy savings.

SoCalGas segmented its customer population based on geographic locations to identify where there are higher concentrations of potentially eligible, non-participating LIEE customers; energy usage; and socioeconomic factors such as age, location, income, etc. Such segmentation and further refinements, will enable SoCalGas to tailor its outreach and marketing efforts toward specific customer segments (such as seniors potentially living on fixed income) to generate a higher response, and ultimately increase program participation.

• Strategy 2: Pursue collaboration and leveraging of other programs

SoCalGas will pursue additional opportunities to collaborate with utilities and local agencies that provide services to low-income customers. All opportunities available to low-income customers will be presented and evaluated at the same time, to determine which programs and services will provide the optimal benefits to the customers. SoCalGas' audit—based, customized approach will ensure each customer receives services that benefit them most.

• Strategy 3: Integrate LIEE programs with energy efficiency and other demand-side programs.

The LIEE program will be integrated with other energy efficiency and low-income programs, offering a comprehensive approach to assist low-income customers. LIEE education will include information on other related programs that provide energy savings opportunities, and energy efficiency program materials will include, where appropriate, information on LIEE services and eligibility requirements. SoCalGas' goal is to ensure that customers are aware of the portfolio of energy savings programs and services that are available to them and the benefits that can be achieved from program participation.

 Strategy 4: Develop and integrate LIEE workforce training requirements into the Workforce Education & Training ("WE&T") strategy aimed at reaching minority and other disadvantaged communities.

LIEE installation training will be directed to a wider network of providers that are more easily accessible to minority, low-income and economically disadvantaged communities.

SoCalGas' LIEE proposal will incorporate various providers into the program for the different

program elements as needed. For example, SoCalGas will explore the feasibility of coordinating with the local Employment Development Department ("EDD"), which focuses on the needs of low-income and displaced workers in general.

• Strategy 5: Specify and employ program elements that emphasize long-term and enduring energy savings.

SoCalGas' LIEE proposal focuses on energy efficiency opportunities and savings results for low-income customers by offering and installing those program measures that provide the best energy savings for customers. The program's education element provides a customized information package for each customer. A new program element will provide rewards to customers who are consistently able to reduce overall consumption. This new approach will reinforce energy education and encourage enduring energy savings.

• Strategy 6: Specify and deploy Marketing Education & Outreach for LIEE program consistent with energy efficiency strategies.

Targeted outreach and marketing strategies will be implemented to increase awareness and participation in energy efficiency programs available to low income customers. Using the results of the customer segmentation will allow SoCalGas to design and deploy outreach and marketing strategies to effectively reach potential LIEE customers. SoCalGas will be actively involved in statewide marketing, education, and outreach task force(s) and other similar activities to ensure that the specific communication needs of its low-income customers are addressed through statewide efforts.

G. Innovative Pilot Programs for PY 2009–2011

SoCalGas is committed to providing assistance to low income customers and identifying new and innovative ways to help them understand how their behavior can impact their energy usage and utility bill. SoCalGas' objective is to provide measures that will be easy for low income customers to understand and execute, as well as provide measures that will result in energy savings. SoCalGas proposes to offer a natural gas high-efficiency forced air unit ("FAU") furnace pilot to customers with high space heating needs during the winter season. The pilot will replace existing, inefficient operational natural gas FAU furnaces with high-efficiency units that have an efficiency rating of at least 92%.

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III. PY 2009-2011 CARE PROGRAM PROPOSALS

A. SoCalGas Approach to CARE Program Design

As of March 2008, 1,348,714 million customers were enrolled in SoCalGas' CARE program. SoCalGas projects that participation will continue to increase to 1,364,235 million customers by year-end 2008, which will bring its CARE penetration rate to 79.5% by year-end 2008. Consistent with the Commission's goal to enroll all eligible and willing customers into the CARE program, SoCalGas proposes several initiatives in PY 2009-2011 to not only encourage CARE enrollment, but also retain eligible customers in the program. SoCalGas proposes a number of innovative outreach, marketing, and enrollment approaches designed to further simplify the CARE enrollment process and increase the number of customers participating in the program. Several of SoCalGas' proposals for PY 2009–2011 are designed to mitigate the number of eligible customers who are dropped from CARE because they do not respond to mailed requests for recertification or post enrollment verification.

B. Program Modifications to Increase Program Participation

In order to further the Commission's gal to enroll all willing and eligible CARE customers, SoCalGas is proposing modifications to its Processing/Certification/Verification procedures to further encourage customer enrollment and retention. Specifically, SoCalGas plans to reduce the recertification period for sub metered customers and customers living in non-profit group living facilities, agricultural housing, and non-profit migrant farm worker housing. SoCalGas also plans to allow customers to complete incomplete applications over the telephone. In addition, SoCalGas proposes to automatically qualify all Section 8 and Public housing participants for participation in the CARE program, and allow them to categorically enroll.

SoCalGas' outreach plan for PY 2009-2011 builds on the success of current effective approaches in order to increase program participation in areas of low penetration, and to enhance strategies to reach the hard-to-reach, special needs, CARE-eligible customers. SoCalGas will also investigate more convenient methods to help these customers apply for the CARE program. SoCalGas' proposed outreach plan is based on the cost effective use of multiple communication media, designed to effectively segment SoCalGas' low-income customers and communicate the program to those identified as most likely to be eligible.

Based on SoCalGas' experience in administering the CARE program, the enrollment of CARE customers alone will not be sufficient to reach enrollment goals, and retaining current

customers in the program will continue to be challenging. During PY 2009-2011, SoCalGas will continue to employ existing enrollment strategies (e.g., use of H&R Block, internet, and new capitation contractors), explore the reasons for attrition, and devise new approaches for enrolling and retaining eligible customers. SoCalGas also proposes to work with the Energy Division, the Telecommunications Division, telephone carriers, and interested parties to evaluate the potential of establishing either a data sharing process or to categorically enroll participants in the California Lifeline program into the CARE program.¹³

SoCalGas' proposed modifications to the CARE program are designed to: 1) offer customers a simple and convenient enrollment process, in order to promote increased program enrollment; 2) facilitate a smooth and seamless recertification process, in order to encourage program retention 3) improve outreach activities, in order to communicate the benefits of the CARE program to a broader array of potential CARE customers; 4) continue and expand coordination efforts with CBOs, local governments, school districts, and other organizations, in order to reach the hardest-to-reach customers and further build community awareness about the CARE program. The direct testimony of Witness Rudshagen discusses the specific details of SoCalGas' PY 2009–2011 CARE program plans and budgets.

IV. RATE AND BILL IMPACTS RESULTING FROM THE INCREASED 2009-2011 LIEE AND CARE PROGRAM BUDGETS

In order to achieve the Commission's aggressive LIEE Programmatic Initiative and CARE penetration goals, SoCalGas requests approval of increased budgets beyond the current PY 2007-2008 program funding levels. The request for approval of the increased budgets will result in rate and bill impacts for SoCalGas' customers. SoCalGas has attempted to design the PY 2009-2011 LIEE and CARE programs to meet Commission goals, while balancing the impacts on ratepayers. SoCalGas' proposed PY 2009–2011 LIEE budget is \$174 million. SoCalGas' proposed CARE administrative budget for PY 2009–2011 is \$19 million.

Witness Lucas' direct testimony discusses the LIEE program budget details, and Witness Rudshagen's direct testimony discusses CARE program budget details. The details of the rate and bill impacts are described in the Application.

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¹³ Currently eligibility requirements for CARE and the California Lifeline program differ in terms of income guidelines, the definition of a residence, and the list of programs by which customers can categorically enroll in the programs. These issues will need to be resolved before an automatic enrollment or categorical enrollment process would be possible.

¹⁴ See D. 94-10-059, at p. 119.

V. OUTSTANDING LIEE AND CARE ISSUES

There are a number of outstanding issues that parties have brought before the Commission, relating to the cost effectiveness of the LIEE program and the use of the September 7, 2007 Phase II Needs Assessment Report ("Report") prepared for the Commission by KEMA, Inc. Because these issues could potentially impact SoCalGas' proposed low income assistance program designs for PY 2009–2011, these issues require Commission attention and resolution:

Cost-effectiveness Issues for LIEE Program

- On February 22, 2008, SoCalGas and SoCalGas, along with the other large IOUs submitted joint pre-workshop comments recommending that 1) the cost-effectiveness model be updated to use the current avoided costs and environmental adders approved in D. 05-04-024 and D. 06-06-063, 2) the calculation of non-energy benefits ("NEBs") used in the LIEE cost effectiveness model should be based on values that are updated; and, 3) additional research be conducted to determine the appropriateness and scale of the NEBs.
- Currently, in the Energy Efficiency programs, an overall program portfolio must meet a Total Resource Cost ("TRC") threshold of 1.0. SoCalGas recommends that the Commission make a determination as to the appropriate cost-effectiveness threshold to use in evaluating the LIEE programs or whether or not the thresholds adopted in D. 02-08-034 should continue. Historically, the LIEE programs have not been required to meet the minimum threshold of 1.0 due to the Commission's equity objectives for the LIEE program.¹⁴

KEMA Needs Assessment for LIEE and CARE

• On September 27, 2007, Administrative Law Judge Kim Malcolm issued a Ruling seeking comments on the Report prepared for the Commission by KEMA, Inc. SoCalGas and SoCalGas jointly filed comments which discussed concerns regarding the Sampling and Survey Implementation, Analysis and Ultimate Use of Survey Data, and a Determination of a Target for enrollment in the CARE program or participation in LIEE. Several other parties commented on the Report data and pointed out discrepancies in the Report regarding 1) inaccurate tables and factual errors; 2) lack of analysis and analysis data in the Report; 3) unsubstantiated conclusions; 4) unclear

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18 19 recommendations on the CARE population targets; 5) insufficient sampling data for the small and multi-jurisdictional utilities; conflicting recommendations; and, 6) departure from the principal objectives of the Report.

- To date, the Commission has not addressed parties' concerns with the Report, nor has the Commission indicated how the Report is to be used. As such, SoCalGas only used limited data from the Report in developing its program plans and budgets for PY 2009–2011. Rather, SoCalGas utilized independent analysis which utilized demographic and census data to establish its goals and program plans.
- Accordingly, SoCalGas recommends that the Commission seriously consider parties' concerns. These concerns should be addressed before directing changes in the proposed LIEE and CARE program design for PY 2009–2011, if the changes are to be based on the Report's recommendations.

VI. CONCLUSION

Accordingly, this testimony recommends that the Commission: 1) approve SoCalGas' proposed PY 2009-2011 LIEE and CARE plans and budgets, 2) find that the programs comply with the Commission's stated objectives for the LIEE and CARE programs, and 3) address the LIEE and CARE program policy issues discussed herein.

This concludes my prepared written testimony

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STATEMENT OF QUALIFICATIONS RICHARD D. HOBBS

My name is Richard D. Hobbs. My business address is 555 West Fifth Street, Los Angeles, California 90013. I am employed at SoCalGas and SDG&E as Director of Customer Assistance.

I joined SoCalGas in 1983 and have held management positions of increasing responsibility in marketing, customer service, distribution operations, residential and commercial customer segment management, public affairs, strategic planning, and SoCalGas and SDG&E energy efficiency portfolio management. My work experience has included the development and implementation of residential, commercial, and industrial demand-side management programs; implementation of programs to manage and measure customer satisfaction with utility services; representation of the utility on the board of directors of several CBOs and business organizations; development of long range utility strategic plans, and development of utility-wide capital and operational budgets.

I assumed my current position in January 2008. My principal responsibilities include directing all activities involved with the CARE, LIEE and other special needs programs. I am also currently serving as the utility representative on the Low Income Oversight Board.

I have not provided testimony before this Commission in the past. I hold a Bachelors Degree in Management from the University of Redlands.