

Final Report on Block Island Saves

Results of the 2015-2017 Pilot Energy Efficiency Program in New Shoreham, RI



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Contents

Background and Program Development				
About New Shoreham	4			
Pre-Pilot, 2015-2016	5			
Full Pilot, 2016-2017	7			
Program Offerings & Rebates	8			
Participation Results	10			
Costs & Benefits				
Recommendations	14			
About the Rhode Island Office of Energy Resources				
Appendix: Sample Program Advertisements				

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Background and Program Development

Rhode Islanders spend over \$3 billion annually on energy to light their homes, keep the heat on, and fuel their vehicles. Energy efficiency programs represent the least-cost means to help local residents and businesses reduce energy consumption and lower energy bills. These cost-effective investments are also growing clean energy jobs; improving the health, safety, and comfort of our homes and workplaces; and reducing carbon footprints. Rhode Island is nationally recognized as a leader in energy efficiency by the American Council for an Energy Efficient Economy (ranked third in 2017). Although mainland Rhode Islanders have long enjoyed access to innovative energy efficiency programs, rebates and incentives, these energy-saving measures have not, historically, been widely available to residents and businesses in the Town of New Shoreham (Block Island).

In 2015, the *Block Island Saves* energy efficiency program was developed by the Rhode Island Office of Energy Resources (OER) to educate New Shoreham businesses and year-round residents about the benefits of energy efficiency and connect them to cost-effective energy-saving measures and incentives. *Block Island Saves* was developed in two stages – first as a targeted pre-pilot program in 2015 and then as a more robust full pilot in 2016-2017. The program was supported through Rhode Island's participation in the Regional Greenhouse Gas Initiative (RGGI).¹



This report describes *Block Island Saves* and reports results from the full 2015-2017 program.

¹ For more information about RGGI, visit <u>https://www.rggi.org/</u>. For more information about how OER uses RGGI proceeds, visit <u>http://www.energy.ri.gov/policies-programs/programs-incentives/rggi.php</u>.





Photo by Timothy Burling www.flickr.com/photos/tburling/

About New Shoreham

The Town of New Shoreham, with its nearly 150 businesses, 1,000 permanent residents, and approximately 1,400 residential units, is located thirteen miles off the southern coast of mainland Rhode Island on Block Island.² New Shoreham's economy is primarily driven by seasonal tourism, which adds the additional challenge of keeping energy costs low to mitigate the relative unpredictability of revenues for Block Island businesses. Block Island Power Company (BIPCo) is the electric distribution company that services all residents and businesses in New Shoreham.

The New Shoreham community faced unique energy challenges prior to 2017, including high energy prices stemming from electricity generation powered by imported and price-volatile diesel.³ The recent construction of North America's first offshore wind farm three miles off the coast of Block Island also resulted in connecting the island with the mainland electric grid. This connection has helped stabilize electric prices while strengthening reliability. However, reducing energy use on the island remains critical to ensuring long-term energy affordability and reliability for this important and unique community.

³ <u>http://www.aweablog.org/block-island-offshore-wind-ushers-new-time-quite-literally/</u>



² According to the 2010 US Census, the Rhode Island Geographic Information System (RIGIS), and the Town of New Shoreham's website (<u>http://new-shoreham.com/about.cfm</u>). There are also roughly 30 public facilities on Block Island. While *Block Island Saves* did not target public entities, the Rhode Island Infrastructure Bank's *Efficient Buildings Fund* does offer low-interest rate financing for cost-effective clean energy projects (<u>http://www.energy.ri.gov/RIEBF/</u>).

Pre-Pilot, 2015-2016

Block Island Saves began as a pre-pilot program with the support of the New Shoreham Town Council. The goal of the pre-pilot was to provide OER with an initial opportunity to engage the community, test the program delivery model, and gather valuable insight and data. Rhode Island is home to some of the nation's most innovative and successful energy efficiency initiatives; therefore, OER collaborated with National Grid to leverage best practices for program development and energy efficiency offerings were carefully chosen to align with existing programs available elsewhere in Rhode Island.⁴ All measures and incentive levels are listed in the *Program Offerings and Rebates* section of this report.

The pre-pilot results indicated a large potential for both electric and thermal (heating) savings, and a high interest in energy efficiency measures in New Shoreham. Businesses and year-round residents were encouraged via media advertisements and word of mouth to submit participation applications to OER. Of the 24 applications received, ten residents and five businesses were selected to participate in the pre-pilot (those not selected were later able to participate in the full pilot).

Pre-pilot participants received a free energy assessment of their home or business. During the home energy assessment, a qualified Energy Specialist evaluated the home or business for opportunities to reduce energy use. Participants received a list of recommendations for energy efficiency improvements and associated rebates or incentives. Of the ten resident participants, eight had opportunities to weatherize their homes, four of which installed recommended weatherization measures. One of the five business participants had a weatherization opportunity, but all five installed recommended lighting



⁴ Specifically, these measures and incentive levels were chosen to be consistent with National Grid's *EnergyWise* program for residential customers and *Small Business Direct Install* program for commercial customers. None of the costs of *Block Island Saves* were borne by National Grid ratepayers; all program funding came from Regional Greenhouse Gas Initiatives proceeds (see footnote 1).





upgrades. In total, installed energy efficiency upgrades led to 91.8 MWh of annual electricity savings and 283 MMBtu of annual gas savings. The reduction in greenhouse gas emissions from these energy savings is equivalent to taking 18 cars off the road every year.

Overall, the pre-pilot program incentives and rebates were found to be cost-effective and successful in motivating participants to install energy-efficient measures. The cost per lifetime kWh saved for the prepilot was \$0.03 in residential settings and \$0.05 in small businesses, not including customer costs. This is similar to the roughly \$0.03 per kWh saved that was achieved by mainland energy efficiency programs in 2015.⁵ By comparison, energy generated on the island cost at least \$0.20 per kWh in 2015.⁶ The benefit cost ratio for the pre-pilot was 1.64, meaning that every \$1 spent on energy efficiency generated \$1.64 in benefits through the program.⁷

The pre-pilot also achieved more energy savings than originally anticipated by OER. Substantial electric and thermal opportunities were found in both residential and small business settings. Although program costs were higher than those on the mainland due to additional transportation costs, the higher-than-expected energy savings led to significantly larger benefits than costs.

⁷ Using the then-standard Total Resource Cost test to determine the ratio of economic benefits to costs.



⁵ RI Energy Efficiency, 4th Quarter National Grid Report: <u>http://www.ripuc.ri.gov/eventsactions/docket/4527-</u> <u>NGrid-Q4-2015-Rept(2-8-16).pdf</u>

⁶ Generation costs were estimated to be the average fuel surcharge price per kWh charged by BIPCo in 2015.

Full Pilot, 2016-2017

The success of the pre-pilot in terms of participation, interest, opportunities, and cost-effectiveness prompted a more robust continuation of *Block Island Saves*. Program offerings (detailed in the following section) in the 2016-2017 full pilot were identical to the 2015-2016 pre-pilot.

The pilot was advertised in the local newspaper, on local bulletins, through BIPCo customer electricity bills, and by word of mouth.⁸ As in the pre-pilot, RISE Engineering (RISE) was the vendor selected to conduct energy assessments and install efficiency measures for homes and businesses. Northern Energy Services was the vendor who inspected all installations for businesses and all non-direct install measures (e.g. weatherization) for year-round residents.

A RISE energy assessor with a nametag, branded uniform, and truck met the participant by appointment and conducted an energy assessment, including a blower-door test for residential properties. Energy assessors directly installed LED lightbulbs and advanced power strips (direct install measures) in homes wherever appropriate. The assessor then drafted a proposal with additional recommended energy

efficiency improvements and their associated incentive amounts.

Once the participant agreed to the installation of recommended improvements, RISE arranged an additional appointment for installation. After installation of a measure, the customer was invoiced for its share of the cost, and RISE processed its invoice for program incentives.



Incentives for HVAC equipment upgrades (e.g. an efficient air conditioner) were handled by OER. For any HVAC rebates, the participant was responsible for mailing a rebate form, which required an installer's review and signature, to OER to process. OER received only a half-dozen forms and frequently had to reconnect with the installer to understand or verify installation parameters which affected the size of the rebate. OER processed complete forms and issued a rebate check to the customer within a few weeks.

After installations, an inspector from Northern Energy Services reached out to all residential participants who had weatherization measures installed, and to all businesses who had any measure installed, to schedule an inspection. During the inspection, the inspector also requested the participant complete a survey of their overall experience with the program.

All program implementation expenses, including incentives and inspections, were paid for through an allocation of state RGGI auction proceeds administered by OER.

⁸ A sample advertisement is included in the Appendix.



Program Offerings & Rebates

Energy efficiency offerings were carefully chosen to align with existing energy efficiency programs elsewhere in Rhode Island.⁹ All residential and small business measures and incentives offered through *Block Island Saves* are summarized in the tables below. Measures and incentives were identical for both the pre-pilot and pilot phases of the program.

Category	Measure	Description	Rebate/ Incentive	
Energy Survey	Energy Survey	A no-cost, no-obligation, on-site energy survey of a facility's electrical equipment and thermal systems	Free	
	Recommendations Proposal	A proposal outlining recommended energy efficiency improvements based on the site analysis	Free	
Lighting	Lighting	LED screw-ins	Free	
	Other Lighting	Fixtures, controls, occupancy sensors	80% incentive	
	Air Sealing	Sealing air leaks in windows and doors	Up to \$1,200 in free air sealing plus 40% off further sealing, up to \$4,200 in total weatherization costs or up to \$3,000 in insulation costs	
	Duct Sealing	Sealing leaks around ductwork		
Weatherization	Insulation	Improved insulation for walls, ceilings, and floors		
	Pipe Insulation	Improved insulation around hot water pipes		
Other Recommendations	Electrical Measures	Approved electrical measures	Up to 70% of installation and equipment costs	
	Cooler	Walk-in cooler efficiency measures	TBD*	
	Thermostats	Programmable and wifi capable thermostats	TBD*	
	Controls	Rooftop optimizers, energy management systems, variable frequency drives	TBD*	

Business Program Offerings

* Incentive levels would have been determined to be consistent with National Grid's incentive levels. No business implemented these measures, so we do not list an incentive level here.

⁹ Specifically, these measures and incentive levels were chosen to be consistent with National Grid's *EnergyWise* program for residential customers and *Small Business Direct Install* program for commercial customers.



Category	Measure	Description	Rebate/ Incentive	
Home Energy Assessment	Home Energy Assessment	A no-cost, no-obligation home energy assessment conduction by a trained energy professional	Free	
	Home Energy Action Plan	Information and tips on how to save energy and reduce overall costs	Free	
	Blower Door Test	Tests for proper ventilation levels	Free	
	Heat System Safety Testing	Health and safety testing of heating equipment	Free	
	Lighting	Lighting upgrades to replace less- efficient incandescent bulbs	Free	
Direct Install	Smart Strip	Advanced power strip	Free (up to 2 maximum)	
	Faucets/ Showerheads	Low flow/aerator faucets and showerheads	Free	
	Air Sealing	Sealing air leaks in windows and doors		
	Duct Sealing	Sealing leaks around ductwork	Up to 10 labor hours free (\$800 value) plus 40% off further	
Weatherization	Insulation	Improved insulation for walls, ceilings, and floors	sealing, up to \$2,000 in total weatherization costs	
	Pipe Insulation	Improved insulation around hot water pipes		
Other Recommendations	Thermostats	Nest programmable and wifi capable termostat installation	\$200 customer co-pay, \$50 rebate for programmable thermostat for use with efficient air conditioner	
	Furnace/Boilers	Upgrade to more efficient model	\$250 or \$500 for oil heating equipment according to efficiency level; \$300-2,000 for efficient propane heating equipment according to efficiency and equipment type	
	Water Heater	Upgrade to more efficient model	\$300 for efficient oil-fired indirect water heater; \$100-500 for efficient propane hot water equipment according to efficiency level and equipment type	
	Appliance, Dehumidifier, and Air Cleaners	Upgrade to more efficient model	None	
	Air Conditioning	Upgrade to more efficient model	\$250 or \$500 according to efficiency level	

Residential Program Offerings



Participation Results

In total, 79 residents and 31 businesses participated in *Block Island Saves*. Figure 1 shows the number of residents and businesses who installed each measure. Measures not reflected in the chart were not installed by any participant as a part of *Block Island Saves*. Of the 79 residential program participants, 42 participants where recommended weatherization measures and 11 installed the recommended measures.¹⁰ No businesses installed measures other than lighting.¹¹



Installed Measures

Figure 1: Frequency of installed measures by category and sector in *Block_Island Saves* 2015-2017. Lighting and smart strip direct install measures were most prevalent for residential participants. All businesses installed lighting upgrades, but no businesses installed weatherization recommendations.

The inspector requested that all business participants and any residential participant who received weatherization measures complete a survey of their energy assessment and installation experience during their inspection. Nine residents and 29 businesses submitted surveys, 29 of which were complete. Participants first responded to the multiple-answer prompt "Please rank your energy audit by selecting the word that best describes the experience."¹² Figure 2 shows that 90% of survey respondents ranked their energy audit as *Excellent*, while 10% found it *Acceptable* and no one reported the

¹¹ This may be one potential area of improvement for an efficiency program in New Shoreham. It is possible that either the timing of the recommendations was not ideal, businesses did not understand the importance of nonlighting measures, or businesses did not have the upfront capital to invest in a more extensive energy project. However, it may be the case that most businesses are closed in the winter, and therefore do not need weatherization measures (or such measures are not cost-effective). Future program design should address this question. If weatherization is indeed helpful and cost-effective, a future program administration should try to improve how lighting and non-lighting measures are presented, possibly by framing them as a coupled package to optimize cost-effectiveness to the business's bottom line.

¹² The survey included several additional questions that are omitted from this report. No responses indicated any substantial issues or problems with *Block Island Saves*.



¹⁰ For 2016-2017, the conversion rate of installations to recommendations for weatherization in New Shoreham was 16.6%, roughly half the rate through comparable mainland programs (29.2%).

experience to be *Lacking*. These self-reported levels of satisfaction are evidence of the strength of *Block*. *Island Saves* and of the experience and professionalism of the selected vendors.



Participant Satisfaction

Figure 2: Self-reported satisfaction with *Block Island Saves.* Most survey respondents reported *Excellent* satisfaction, while no respondents said their experience was *Lacking*. Nine respondents of 38 did not provide an answer to this question.

Costs & Benefits

Altogether, the 110 program participants are saving annually 313 MWh of electricity, 271 MMBtu of oil, and 136 MMBtu of propane. These figures translate to lifetime savings of 3,634 MWh of electricity, 4,809 MMBtu of oil, and 2,331 MMBtu of propane. To put these lifetime savings in perspective, the electricity savings are equivalent to the amount of electricity needed to power over 500 Rhode Island homes for one year.¹³

These energy savings also fostered important reductions in greenhouse gas emissions – a reduction of 2,420 tons of CO₂ equivalent over the lifetime of the efficiency upgrades. This is equivalent to taking 470 passenger cars off the road for a year or growing nearly 57,000 tree seedlings for 10 years.

Participants were able to decrease their energy bills, too. In total, program participants are saving an aggregate \$597,968 (residential) and \$714,396 (business) over the lifetime of the efficiency upgrades.

The cost to administer *Block Island Saves* was modest. General program administration and inspection services cost just under \$63,000 over three years. The bulk of program costs came from actual program delivery and incentives. Residential services cost just under \$93,000 and small business services cost just under \$130,000. In total, the *Block Island Saves* pilot (2015-2017) cost \$285,679.

¹³ According to the Energy Information Administration, average monthly electricity consumption was 586 kWh per Rhode Island household in 2016: <u>https://www.eia.gov/electricity/sales_revenue_price/pdf/table5_a.pdf</u>.



Figure 3 illustrates the benefit-cost ratios for each component of the program. *Block Island Saves* had a benefit-cost ratio of 3.73 for the residential program in aggregate (3.16 for direct install measures and 4.64 for weatherization) and 1.64 for the small business program, for an aggregate ratio of 2.11 for the entire pilot.¹⁴ In other words, *Block Island Saves* was a cost-effective program with **each dollar spent on** *Block Island Saves* generating \$2.11 in economic and environmental benefits.

Program costs normalized to electricity savings were similar to comparable energy efficiency programs administered by National Grid on the mainland: \$0.047 cost per lifetime kWh saved for residential participants and \$0.059 cost per lifetime kWh saved for business participants. Comparing these values to typical electricity costs from BIPCo highlights the relatively low expense of energy efficiency for New Shoreham customers. Rate descriptions from May 2017 showed residents paid \$0.295 per kWh of electricity while businesses paid \$0.322 per kWh (includes supply and distribution charges).



Cost-Effectiveness Test

Figure 3: Cost-effectiveness of *Block Island Saves* whole program (green, left bar), residential program (blue, middle three bars), and business program (orange, right bar). Benefit-cost ratios are determined using the Rhode Island Test (see footnote 13 for additional detail). *Block Island Saves* was a cost-effective program with each dollar spent on *Block Island Saves* generating \$2.11 in economic and environmental benefits.

¹⁴ A benefit-cost ratio divides the sum of all benefits by the sum of all costs. If the benefits outweigh the costs, then the benefit-cost ratio will be greater than 1.0. A benefit-cost ratio greater than 1.0 indicates cost-effectiveness. The benefit-cost ratios given were calculated using the Rhode Island Test, which specifies which benefits and costs are included. Under the Rhode Island Test, we include benefits and costs to the utility system, customers, and society (e.g. environmental benefits of reduced greenhouse gas emissions and economic development impacts). The benefit-cost ratio calculated using the now-outdated Total Resource Cost Test equals 1.13 for the program in aggregate. The Total Resource Cost Test fails to fully account for benefits from reduced greenhouse gas emissions and economic development. For more information, see Rhode Island Public Utilities Commission Docket 4600.



Program Statistics at a Glance



Total Lifetime	Benefits	Program Statistics		
Electricity Savings (MWh)	3,634	Total Program Costs	\$ 285,679	
Oil Savings (MMBtu)	4,809	Number of Participants	79 residents, 31 businesses	
Propane Savings (MMBtu)	2,331	Benefit-Cost Ratio (using RI Test)	2.11	
Aggregate Customer Bill Savings (\$)	Residents: \$598,000 Businesses: \$714,000	Cost to Save 1 kWh of Electricity (lifetime \$/kWh)	Residents: \$0.05 Businesses: \$0.06	
Greenhouse Gas Emissions Reductions (tons CO2e)	2,420	Cost to Purchase 1 kWh of Electricity (\$)	Residents: \$0.295 Businesses: \$0.322	



Recommendations

New Shoreham energy consumers would benefit from continued access to cost-effective energy efficiency measures

Broad-based energy efficiency programs and incentives on New Shoreham can provide clear netbenefits to utility customers, including bill savings for participants, and there seems to be sufficient interest in and support for such a program from residents and businesses. Therefore, we recommend that BIPCo and other stakeholders consider developing and funding a cost-effective energy efficiency program for its customers.

Energy efficiency offers additional benefits for BIPCo. Targeted energy efficiency is one tool BIPCo can use in long-term distribution planning and may reduce operations and maintenance costs on the local grid infrastructure.

There is precedent for this type of effort: Pascoag Utility District, which services customers in northwest Rhode Island, offers a targeted suite of energy efficiency incentives and rebates managed by utility staff with limited resources.

OER is available to work with BIPCo to provide technical and other support, if desired. For example, OER can assist with program development and planning, help leverage best practices, and connect BIPCo with additional resources as needed.

Consider seasonality when estimating savings and determining cost-effectiveness

The benefit-cost ratio for the small business program was a bit smaller compared to National Grid's small business direct install program (1.64 compared to 2.05). One possible cause is the seasonal hours of New Shoreham businesses. Businesses that are operational for fewer hours would see fewer benefits from energy efficiency upgrades. This should be taken into consideration when making final determinations about which measures are cost-effective and should be included (or not included) in an energy efficiency program.

Similarly, if BIPCo decides to extend an energy efficiency program to seasonal residents, appropriate hours of use (different from year-round residents) would need to be used in savings estimates and to determine cost-effectiveness.

The intent is not to deter any resident or business from undertaking efficiency upgrades. Rather, the intent is to ensure program dollars are spent on only cost-effective measures, consistent with state policy.



Consider travel logistics and tourism seasonality in program timing

Because of New Shoreham's tourism season, BIPCo should consider strategic timing for program delivery to minimize program costs. One potential option is to have a program outreach campaign just after Labor Day, schedule audits throughout fall and winter, and then have a "Last Call" marketing push in late winter, with the aim to complete audits and installations by Memorial Day. Such a schedule could minimize travel costs for the vendors and may increase participation from businesses and residents who aren't as busy with the tourism season. Repeating this cycle each year could also make customers aware of the program, accustomed to the timing, and possibly more likely to participate (or participate again) in the program.

Consider economies of scale when appropriate

We urge BIPCo to consider economies of scale when designing program delivery and administration. If appropriate, BIPCo could contract with existing energy efficiency programs to leverage their administration frameworks, employees, and established vendor connections. Doing so could save money on program costs and ensure continuity and consistency of energy efficiency programming for all Rhode Island residents and businesses.

Further economies of scale could arise from cross-marketing measures across multiple programs. If BIPCo implements a demand management program to reduce peak demand, cross marketing efficiency measures that also help reduce peak demand would benefit both programmatic goals. Small business efficiency measures offered through *Block Island Saves* that would complement a demand management program include:

- Lighting occupancy control sensors;
- Programmable and wifi capable thermostats; and
- Building controls that enable easy load reduction or rescheduling during peak periods.

Lead by Example with Municipal Efficiency Investments and Energy Management

BIPCo should consider partnering with the Town of New Shoreham to develop a municipal energy management plan, identify and implement clean energy projects in public facilities, and provide incentive levels similar to those offered to mainland municipalities.

OER and Rhode Island Infrastructure Bank (RIIB) encourage municipalities to lead by example and offer both technical assistance and financing/procurement options. For example, OER and RIIB co-administer the Efficient Buildings Fund, a low-interest rate financing option for cost-effective clean energy projects in public facilities.

By having Town Officials lead by example, residents and businesses may be more likely to participate in other BIPCo programs such as energy efficiency or demand management. Additionally, energy efficiency upgrades in public facilities will lead to a reduced energy cost burden for town taxpayers.



About the Rhode Island Office of Energy Resources

The Office of Energy Resources (OER) works closely with private and public stakeholders to increase the reliability and security of our energy supply, reduce energy costs and mitigate price volatility, and improve environmental quality. Rhode Islanders spend over \$3 billion annually on energy to light their homes, keep the heat on, and fuel their vehicles. Fossil fuels, such as natural gas, fuel oil, and gasoline, supply the vast majority of these energy needs. By recommending and implementing smart energy policies, OER helps reduce Rhode Island's dependence on these out-of-state fuels, advancing our State as a national leader in the new clean energy economy.

OER operates at the nexus of the many ongoing efforts to transform the Ocean State energy system. Some core functions of the office include:

- Developing, administering, and monitoring a variety of programs designed to promote energy efficiency, renewable energy, alternative fuels, and energy assurance.
- Offering technical assistance and funding opportunities for end-users including residents, businesses, and municipalities.
- Providing policy expertise and support related to strategic energy planning, energy assurance, and clean energy workforce development.
- Leveraging, coordinating, and aligning inter-agency, public-private, regional, and federal efforts to reach and exceed energy goals.





Appendix: Sample Program Advertisements

The following advertisements were developed by the Rhode Island Office of Energy Resources for marketing *Block Island Saves*.

Block Island Times Ad



SHRINK YOUR ENERGY COSTS THROUGH ENERGY EFFICIENCY!

Get a free, no-obligation energy audit!

The Rhode Island Office of Energy Resources (OER) is looking for Block Island businesses and year-round homeowners to participate in a comprehensive energy efficiency program to help reduce energy consumption and costs.

The program offers a free, no-obligation energy audit. An auditor will provide you with information about your energy use and will give you recommendations on how to improve your overall energy efficiency. <u>Incentives</u> and <u>rebates</u> are available for recommended measures!

If you would like to participate please call:

1-877-784-3709

Program participation and incentives are on a first-come, first-served basis. OER is offering incentives and rebates for certain energy efficient lighting, weatherization, and heating and cooling measures. Incentives will be available until the end of 2016 or until funding is depleted, whichever comes first.

If you would like more information on how energy efficiency and this program can reduce your energy costs, please contact OER at 401-574-9106 Or visit <u>energy.ri.gov/efficiency/BI</u>



Block Island Power Company Mailing List Ad



