

U.S. Department of Energy
Weatherization Assistance Program (WAP Formula)
WEATHERIZATION ANNUAL FILE WORKSHEET

Grant Number: NEW Grant, **State:** WI, **Program Year:** 2025-2026
Recipient: STATE OF WISCONSIN

IV.1 Subgrantees

Subgrantee (City)	Planned Funds/Units
Advocap Inc (Fond du Lac)	\$45,979
Ashland County Housing Authority (Mellen)	\$1,023,253 Units 111
CAP Services Inc (Stevens Point)	\$36,733
Central Wisconsin CAC (Wisconsin Dells)	\$35,748
Community Action of Rock/Walworth Counties (Janesville)	\$44,388
Couleecap Inc (Westby)	\$39,456
Hartford Community Development Authority (Hartford)	\$19,574
La Casa de Esperanza (Waukesha)	\$3,954,292 Units 424
Newcap Inc (Oconto)	\$74,568
North Central CAP Inc (Wisconsin Rapids)	\$80,891
Outagamie County Housing Authority (Appleton)	\$26,619
Partners for Community Development (Sheboygan)	\$3,657,349 Units 392
Project Home (Madison)	\$37,980
Racine/Kenosha CAA (Racine)	\$71,647
Southwest Wisconsin CAP (Dodgeville/Monfort)	\$19,668
West Central Wisconsin CAA (Glenwood City)	\$59,717
Western Dairyland EOC (Independence)	\$40,602
Total:	\$9,268,464

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IV. 2 WAP Production Schedule

Weatherization Plans	Units
Total Units (excluding reweatherized)	881
Rewatherized Units	46

Average Unit Costs, Units subject to DOE Project Rules		
VEHICLE & EQUIPMENT AVERAGE COST PER DWELLING UNIT (DOE RULES)		
A	Total Vehicles & Equipment (\$5,000 or more) Budget	\$0.00
B	Total Units Weatherized	881
C	Total Units Rewatherized	46
D	Total Dwelling Units to be Weatherized and Rewatherized (B + C)	927
E	Average Vehicles & Equipment Acquisition Cost per Unit (A divided by D)	\$0.00
AVERAGE COST PER DWELLING UNIT (DOE RULES)		
F	Total Funds for Program Operations	\$6,105,131
G	Total Dwelling Units to be Weatherized and Rewatherized (from line D)	927
H	Average Program Operations Costs per Unit (F divided by G)	\$8,574
I	Average Vehicles & Equipment Acquisition Cost per Unit (from line E)	
J	Total Average Cost per Dwelling (H plus I)	\$8,574

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IV.3 Energy Savings

Method used to calculate savings description:

Method used to calculate energy savings: WAP algorithm & Other (describe below)

Method used to calculate savings description: For all but the most recent program year, natural gas and electricity savings for weatherized homes are measured using monthly utility billing data collected from Wisconsin’s five major investor owned utilities. Billing data from pre- and post-weatherization periods are weather normalized, and pre-weatherization billing data from future program participants are used to correct for non-program factors. The consumption differences between the pre- and post-weatherization billing periods reflect the gas and electric savings for each treated home. Savings estimates are then coupled with data taken from the program’s tracking database to develop a statistical model to evaluate savings by measures installed, housing type and other characteristics.

Program Year	Units	Estimate (Other/SES) Savings (MMBtus)	Units	Actual Savings (MMBtus)
2025-2026	927	17,614	NA	NA
2024-2025	964	16,124	NA	NA
2023-2024	1,043	19,104	928	20,131
2022-2023	1,046	21,498	943	18,484
2021-2022	1,024	21,683	1055	21,908

PY25 savings estimates (for homes that do not yet have post-weatherization history) are projections based on the measures installed and the statistical model of energy savings validated by data from PY24 and earlier. The savings are directly calculated from natural gas and electric utility billing data for PY20 through PY24. All billing data is weather normalized to account for the effect of year to year temperature variation on household energy use. The reference fuel price for natural gas is a seven year average of the previous historical five years plus two future years. The reference price for electricity uses the previous calendar year average.

Energy savings, based on Wisconsin’s 2024 Self Evaluation Savings (SES) study are projected to average 157 heating therms, or 15% per household and 915 baseload kilowatt hours (kWh), or 10% per household. Based on the fuel costs used in Wisconsin’s Weatherization Assistant for the planned 927 weatherized units in Wisconsin using DOE funds are projected to be 17,614 MMBtus annually, amounting to \$8.64 million Net Present Value (NPV) over the approximate 20-to-30-year life of the weatherization measures installed. The following calculations are based on Wisconsin Assessment of Energy and Cost Savings for Homes Treated under Wisconsin’s Home Energy Plus Weatherization Program 2024.

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Fuel Prices for Weatherization Modeling

The Division of Energy, Housing and Community Resources reviewed the procedures for identifying base year fuel prices and the fuel price change indices used in Weatherization Assistant.

Base Year Price Identification

Wisconsin's methods for establishing base year prices reflect the concept that energy prices will generally revert to the mean — i.e., that market prices will fluctuate over time and that market forces (supply and demand) will interact and revert to a mean price. In this context, the historic average price is relatively indicative of the long-term trend.

Electric

Wisconsin uses the average price from the previous calendar year to identify the base year price for this fuel.

Fuel Oil and Propane (L.P.)

Wisconsin uses the average price from the previous five heating seasons to identify the base year price for these fuels.

Natural Gas

Wisconsin blends five historic price data points and two anticipated price data points to identify the base year price for natural gas. The base year price equals the mean of five years of historic heating season prices and two years of anticipated heating season prices (Source: U.S. Energy Information Administration (EIA) Short Term Outlook). The Division believes this approach is the best alternative considering that a blend of historic prices and anticipated prices would be a logical approach for identifying the base year price for natural gas in the financial modeling.

Fuel-Price-Change Indexing

To forecast future annual fuel price changes, Wisconsin uses data from the EIA's Annual Energy Outlook (East North Central region).

The Division will use the base year prices for Program Year 2024-2025 with the first full year of energy savings encompassing the heating season of 2025-2026 (i.e., the first full winter after weatherizing).

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On an annual basis, Wisconsin reviews both future and past years data to determine fuel costs to be used in the WA software. Future fuel costs are used to determine the price indices in WA. All information is contained in the Fuel Price Analysis workbook to use in updating the values used in WA for each program year.

Fuel Cost Methodology

Fuel Type	Value	Data Source(s)
Natural Gas	7-year winter average 5 past and 2 future years HDD weighted	EIA – East North Central Short Term Outlook WI - PSC fuel costs KISW – Wisconsin Rapids weather station
Propane (LP Gas)	Past 5-year winter average	WI- PSC fuel costs
Fuel Oil	Past 5-year winter average	WI- PSC fuel costs
Electricity	Past year annual cost	WI- PSC fuel costs
Kerosene	Market value	Internet search
Wood	Market value	Internet search
Other (Wood Pellets)	Market value	Internet search
Coal	No Changes	Market if needed

Price Indices Methodology

The EIA Annual Energy Outlook publication is used to look at East North Central future fuel price to calculate the annual indices. These values are compared to the most recent release of the Energy Price Indices and Discount Factors for Lifecycle Cost Analysis –Annual Supplement to NIST Handbook 135. Price indices will be affected by the update of the required discount rate of 2% from 3% and if not available from NIST for 2024, the following methodology will be used.

Annual Updates Procedures

1. Create a new copy of Fuel Price Analysis
2. Download and update current monthly values of *KISW_HDD_65*

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3. Download and update *FY20YY EIA Raw NG Chart* with current and future monthly values. Obtain East North Central data from:
https://www.eia.gov/outlooks/steo/data/browser/#/?v=16&f=M&s=0&start=200912&end=201812&ctype=linechart&maptype=0&linechart=NGRCU_ENC&map=
4. Download and update *FY20YY "Year Zero" Fuel Costs* with previous winter data from WI PSC. [PSC State Heating Oil and Propane Program \(wi.gov\)](#)
5. Update *FY20YY EIA Raw Annual Data* worksheet with current annual values. Obtain East North Central data from Annual Energy Outlook Table 3:
<https://www.eia.gov/outlooks/aeo/data/browser>

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IV.4 DOE Funded Leveraging Activities

Wisconsin has identified \$300,000 in DOE leverage funds to provide staff oversight for the operation of the joint DOE/Public Benefits weatherization assistance program. Leveraged funds are used to continue program design work, assist subgrantees in training new personnel, work with property owner associations to increase the number of weatherized rental units, and coordinate utility providers contributions to the state Public Benefits funds.

DOE leverage funds are vital to the effective use of Public Benefits funds to increase the number of units and measures completed with DOE funds. Public Benefits funds allow the weatherization program to address water heater conversion, freezers, and electrical use, thereby providing a "whole house" approach to the program.

The combined weatherization program incorporates the DOE minimum program requirements of:

- . Household eligibility
- . Use of an approved audit system or measures list
- . Household priority for service
- . Meet or exceed materials standards
- . Average DOE funds per unit do not exceed DOE's maximum

Preference to existing DOE subgrantees Non-DOE funded units are reported as leveraged units.

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IV.5 Policy Advisory Council Members

Rep	Member Name	Organization	Email
Bulk Fuel	Gary France	France Propane Service Inc	gary@francepropane.com
Fuel Fund	Tim Bruer	Keep Wisconsin Warm Fund (KWWF)	tbruer@esiwi.com
Disability	Sarah Schroeder	Employment Resources, Inc.	schroeder@eri-wi.org
Industrial Energy	Todd Stuart	Wisconsin Industrial Energy Group	tstuart@wieg.org
Regulatory Agency	Bradley Rose	Public Service Commission	Bradley.Rose@wisconsin.gov
Disability	Jamie Her	Aging and Disability Resource Center of Dane County	Jamie.Her@countyofdane.com
Municipal Utility	Tim Heinrich	Municipal Electric Utilities of Wisconsin	theinrich@meuw.org
Class "A" Utility	James Fjorden	Xcel Energy	James.L.Fjorden@xcelenergy.com
Class "A" Utility	Veronica Stober	Alliant Energy	veronicastober@alliantenergy.com
Class "A" Utility	Eric Schrader	WEC Energy Group	eric.schrader@peoplesgasdelivery.com
Weatherization	Tom Mayne	Couleecap, INC	tom.mayne@couleecap.org
Weatherization	Karin Kirchmeier	Partners for Community Development	karin@partners4cd.com
Weatherization	Jason VanderVelden	Advocap, INC	jason.vandervelden@advocap.org
Weatherization	Patrick Larkin	La Casa De Esperanza	plarkin@lacasadeesperanza.org
WHEAP	Kristi Matz	LaCrosse County	kmatz@lacrossecounty.org
WHEAP	Gloria Cobb	Lac Du Flambeau	gcobb@ldftribe.com
WHEAP	Maudwella Kirkendoll	Community Advocates	maudwellak@communityadvocates.net
Consumers	Tom Content	Citizens Utility Board of Wisconsin	content@cubwi.org
Class "A" Utility	Mitch Lederman	Madison Gas and Electric	mlederman@mge.com
WHEAP	Amy Picchietti	Ashland County HHSD	amy.picchietti@ashlandcountywi.gov

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IV.6 State Plan Hearings (Note: attach notes and transcripts to the SF-424)

Date Held	Newspapers that publicized the hearings and the dates the notice ran
04/02/2025	<p>The public hearing notice was published in the Wisconsin State Journal on March 20, 2025. The public hearing notice was also distributed to the Weatherization Assistance Program and Wisconsin Home Energy Assistance Program Grantees in a Division broadcast informational transmittal on March 20, 2025. The public hearing will be held on April 2, 2025, as a Telephonic Public Hearing at 11:00 am.</p> <p>The Public Hearing notice is included as Attachment 2, transcript is included as Attachment 3 of this submittal.</p>

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IV.7 Miscellaneous

Recipient Business Officer

Name: Stacy Humbert, Home Energy Plus Section Chief
E-mail: Stacy.Humbert1@wisconsin.gov
Phone: 608-266-5827

Recipient Principal Investigator

Name: Cindy A Frankiewicz, Section Chief
E-mail: cindya.frankiewicz@wisconsin.gov
Phone: 608-267-3949

Policy Advisory Council Meeting

Wisconsin's Policy Advisory Council (PAC), named the Low Income Energy Advisory Committee (LIEAC), was established to provide feedback to the Division on weatherization and energy assistance issues, including approval of annual plans. LIEAC meets, as needed. Per 10 CFR 440.17, LIEAC members are broadly representative of organizations and agencies, including consumer groups that represent low income persons, particularly elderly, and low-income persons with a disability and low income Native Americans in Wisconsin.

A LIEAC meeting will be conducted April 3, 2025, to obtain approval of the plan. Meeting minutes are included as Attachment 1.

Selection of Subgrantees

Weatherization services are provided on a statewide basis. The Division contracts with Community Action Agencies and a variety of other public and nonprofit entities to deliver weatherization services [440.15(a) (1)]. Public comment is solicited on the selection of subgrantees as part of the public hearing on the draft application for DOE funds [440.15(a)(2)]. In selecting subgrantees, preference is given to any agency with experience and performance in weatherization or housing renovation, in assisting low income people in the area, and currently administering a timely and effective weatherization program [440.15(a)(2)(i,ii,iii)]. This is being done to maintain stability so that clients can readily identify where they may receive the services needed.

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Selection of new or additional subgrantees will be made in accordance with the requirements of 440.15(d) and include consideration of:

- The extent to which the weatherization goals set forth in the contract are achieved in a timely fashion.
- The quality of work performed.
- The number, qualifications, and experience of the staff.
- The ability to secure volunteers, training participants, public service employment workers, and other federal or state training programs or resources.

If the Division finds that a subgrantee has failed to comply substantially and should be replaced, notice is given to the subgrantee of the failure and the action intended by the Division [440.15I].

It is Wisconsin's intent to allocate either Infrastructure Investment and Jobs Act (IIJA), formerly known as Bipartisan Infrastructure Legislation (BIL) funding, or DOE Formula funding received under this plan to the network. Current IIJA production is 2,822 units as of the last approved Quarterly Performance Report, December 31, 2024. All agencies will receive Weatherization Readiness Funding (W R F) allocated under this plan. Those agencies with unit goals listed above will receive formula funding and those without unit goals will receive IIJA/BIL funding.

Wisconsin's rationale for continuing this approach is evident in the state's accomplishment of requesting the remaining 50% IIJA/BIL funding after meeting the required milestones in WAP Memo 131, with over 30% production. This approach has allowed agencies to demonstrate success in spending and production for both fund sources and allows compliance with the DOE directive prohibiting the comingling of IIJA/BIL and DOE Formula for the same activities. From a total funding standpoint, each subgrantee received an increase in funding over their base funding from prior years. Wisconsin is aware and has taken care to address any funding disparity in the allocation process.

Subgrantees have been provided with opportunities to speak and address any funding concerns directly to the Division. This concept continues to be well received by the network and has been successful regarding production and expenditure goals.

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Adjustments to this methodology will be made on a year-to-year basis based on agency performance.

The framework for the funding structure is as follows:

- PY 25 Formula to be allocated to three subgrantees
- IJJA/BIL Funds to be allocated to the other 14 subgrantees
- WRF to be allocated to all 17 subgrantees

Wisconsin will continue to evaluate this funding structure and adjust as necessary in future allocations.

Wisconsin will continue its longstanding practice of braiding LIHEAP and Public Benefit dollars. Under this structure, customer access to the weatherization services will not be negatively impacted and with additional funding to each agency, access will be increased.