BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF HAWAI'I

---------In the Matter of---------

PUBLIC UTILITIES COMMISSION

DOCKET NO. 2020-0209

ORDER NO. 37506

(1) EXTENDING SUSPENSION OF TERMINATION OR DISCONNECTION OF
REGULATED UTILITY SERVICES DUE TO NON-PAYMENT AND/OR ASSESSMENT
OF OTHER CHARGES THROUGH MARCH 31, 2021,
(2) ESTABLISHING UTILITY REPORTING REQUIREMENTS AND
OPENING A REPOSITORY DOCKET, AND (3) SETTING FORTH
NEXT STEPS FOR TRANSITION PLANNING
BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF HAWAII

--------In the Matter of-------- )
) PUBLIC UTILITIES COMMISSION ) DOCKET NO. 2020-0209 )
) Proceeding to Gather Data to Inform ) ORDER NO. 37506 )
Commission Decision-Making ) )
Regarding Suspension of Utility ) )
Disconnections and Related Issues ) )
As a Result of the COVID-19 ) )
Pandemic. )
) )
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)
)

(1) EXTENDING SUSPENSION OF TERMINATION OR DISCONNECTION OF
REGULATED UTILITY SERVICES DUE TO NON-PAYMENT AND/OR ASSESSMENT
OF OTHER CHARGES THROUGH MARCH 31, 2021,
(2) ESTABLISHING UTILITY REPORTING REQUIREMENTS AND
OPENING A REPOSITORY DOCKET, AND (3) SETTING FORTH
NEXT STEPS FOR TRANSITION PLANNING

By this Order, the Public Utilities Commission
(“Commission”), extends the suspension of termination or
disconnection of regulated utility services due to non-payment
and/or assessment of other charges through March 31, 2021, as set
forth herein.¹ The Commission also opens this docket as a
repository for information filed by relevant Utilities on the

¹This Order applies to all Commission-regulated electric, gas,
water, and wastewater public utilities in the State of Hawaii
(“Utilities,” or “Utility,” individually), and applies to certain
Commission-regulated telecommunications utilities as discussed
further, below.
financial effects of the disconnection suspension and related issues on Utilities and their customers, and customer outreach efforts, and establishes the Utility reporting requirements, below, such that the Commission can continue to collect information for future decision-making, as is further described herein.  

Further, by this Order, the Commission directs any Utility that has not already done so, to develop customer payment plans for those customers with past due balances greater than sixty (60) days, that will be available to help ease the burden of paying utility bills following the cessation of the disconnection suspension.

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2The Commission discusses the newly-established reporting requirements, as well as the Utilities’ quarterly reports regarding their utilization of deferred accounting required by past Commission orders, in Section II.B., below.

3Subject to the exceptions discussed below related to the provision of wireless telecommunications services.
I.

BACKGROUND

A.

Past Commission Orders

By Order No. 37125, filed on May 4, 2020, the Commission determined that “based on the extraordinary circumstances related

4Order No. 37125 (Non-Docketed), “Addressing the Consumer Advocate’s Request for Suspension of Termination or Disconnection of Regulated Utility Services Due to Non-Payment and/or Assessment of Other Charges During the COVID-19 Pandemic,” filed on May 4, 2020 (“Order No. 37125”).

5Order No. 37153 (Non-Docketed), “Extending Suspension of Termination or Disconnection of Regulated Utility Services Due To Non-Payment and/or Assessment of Other Charges Through June 30, 2020,” filed on May 28, 2020 (“Order No. 37153”).

6Order No. 37189 (Non-Docketed), “Extending Suspension of Termination or Disconnection of Regulated Utility Services Due To Non-Payment and/or Assessment of Other Charges Through July 31, 2020,” filed on June 26, 2020 (“Order No. 37189”).

7Order No. 37251 (Non-Docketed), “Extending Suspension of Termination or Disconnection of Regulated Utility Services Due To Non-Payment and/or Assessment of Other Charges Through August 31, 2020,” filed on July 31, 2020 (“Order No. 37251”).

8Order No. 37284 (Non-Docketed), “Extending Suspension of Termination or Disconnection of Regulated Utility Services Due To Non-Payment and/or Assessment of Other Charges Through December 31, 2020,” filed on August 24, 2020 (“Order No. 37284”). All of the foregoing listed non-docketed orders are available at: https://puc.hawaii.gov/covid19/, under the “General” heading.
to COVID-19, and on the Commission’s expedited investigation into this matter[,]” “all Commission-regulated electric, gas, telecommunications, water, and wastewater public utilities in the State of Hawaii (“Utilities,” or “Utility,” individually) shall suspend disconnections of electricity, gas, telecommunications, water, and wastewater services during the pendency of the Governor’s Emergency Proclamation until otherwise ordered by the Commission.”

The Commission also suspended, pending further orders, any and all rules and provisions of individual utility tariffs that prevent or condition re-connection of disconnected customers.

The Commission previously authorized each of these Utilities to establish regulatory assets to record costs resulting from the suspension of disconnections. The Commission also stated that in future proceedings it would consider whether any Utility’s request for recovery of these regulatory assets is reasonable and necessary, as well as issues including the appropriate period of recovery for the approved amount of regulatory assets, any amount of carrying costs thereon, any savings directly attributable to suspension of disconnects, and other related matters.

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9Order No. 37125 at 4, 7.

10Order No. 37125 at 4.

11Order No. 37125 at 5; Order No. 37153 at 2; Order No. 37189 at 2; Order No. 37251 at 2; and Order No. 37284 at 3. See also Non-Docketed Letter From: Division Of Consumer Advocacy Re: 2020-0209
On November 25, 2020, the Commission sent a letter to Utilities, requesting information regarding the financial effects on Utilities and customers of the disconnection suspension, and Utilities’ customer outreach efforts, to inform the Commission’s decision-making regarding further extension of the disconnection suspension.

In examining further extension of the disconnection suspension in the instant Order, the Commission notes that while there has been positive news recently regarding a COVID-19 vaccine,12 Hawaii is still in a state of emergency from the COVID-19 Pandemic,13 and many utility customers continue to struggle with unemployment and other economic impacts.

“Commission Investigation to Address COVID-19 Impacts on Consumers and Regulated Companies – Order No. 37189 Extending Suspension Of Termination Or Disconnection Of Regulated Utility Services Due To Non-Payment And/Or Assessment Of Other Charges Through July 31, 2020,” filed on July 24, 2020.


B. Utility Responses

The Commission received responses to its November 25 Letter from a variety of Utilities, which are posted on the Commission’s COVID-19 website: https://puc.hawaii.gov/covid19/, under the “General” heading, and have helped to inform the Commission’s decision regarding extension of the suspension in this Order.

II. DISCUSSION

A. Extension of Disconnection Suspension Until March 31, 2021

1. Given the ongoing economic effects from the COVID-19 Pandemic, the Commission extends, through March 31, 2021, the (1) suspension of disconnections of electricity, gas, water, and wastewater services, and (2) suspension of any and all rules and provisions of individual Utility tariffs that prevent or condition re-connection of disconnected customers. This Order’s application to Commission-regulated telecommunications providers is discussed further, below.

2. In its past Orders on this topic, the Commission directed Utilities to “strongly consider offering payment plans or other reasonable arrangements to customers once the suspension of
disconnections or terminations of service are lifted.”

However, by this Order, the Commission requires Utilities to develop payment plans for their customers who have past due payments of greater than sixty (60) days, as addressed by Section II.C, below.

3. In its past Orders on this topic, the Commission encouraged Utilities not to charge customers interest on past due payments, or impose any late payment fees, the Commission now prohibits Utilities from charging customers interest on past due payments or imposing late payment fees through March 31, 2021.

4. As was the case with previous Orders, the Commission authorizes Utilities to establish regulatory assets to record costs resulting from the suspension of disconnections. Any Utility that books regulatory assets consistent with the authorization provided in either Order Nos. 37125, 37153, 37189, 37251, 37284, or this Order, must file a quarterly report.

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14See, e.g., Order No. 37284 at 4.

15The Commission intends to issue a protective order to govern a Utility's filing of confidential financial or business information in this docket shortly and notes that, consistent with UIPA, all information for which a Utility claims confidentiality must be supported by a description that: (1) identifies in reasonable detail the information’s source, character, and location; (2) states clearly the basis for the claim of confidentiality; and (3) describes, with particularity, the cognizable harm to the filing party from any misuse or unpermitted public disclosure of the information, which the Commission will review.
detailing the amounts of the costs incurred and any savings realized, which have been booked to the regulatory assets. These quarterly reports should include: (a) updated information regarding the Utility’s financial condition, and (b) a list of the measures the Utility has in place to assist its customers during the COVID-19 emergency situation. A Utility should inform the Commission in its quarterly reports if a previously-reported upon measure the Utility had in place to assist customers has since been terminated, as well as a short description of the Utility’s rationale for the termination of that measure.\(^{16}\)

5. This Order shall not affect a Utility's ability to disconnect a customer's service for public safety concerns unrelated to non-payment of services.

6. The Commission also emphasizes that customers should continue paying their bills to the extent possible during this time, noting that customers will still ultimately be responsible for paying Utility service billings accrued during this suspension.

7. If a Utility subject to this Order maintains a website, such Utility shall provide notice of this Order's content on such website, and in any other prominent place that the Utility finds will help inform its customers.

\(^{16}\)See Order No. 37125 at 6, Order No. 37153 at 4, Order No. 37189 at 5, and Order No. 37251 at 5-6.
i.

Telecommunications Providers

1. The Commission’s previous Orders included telecommunications providers in the definition of Utilities subject to the Commission’s direction on the disconnection suspension.\textsuperscript{17} However, based on the responses that the Commission has received to its November 25 Letter from telecommunications carriers providing wireless services,\textsuperscript{18} and an examination of how other states have treated wireless telecommunications providers in

\textsuperscript{17}See, e.g., Order No. 37284 at 2.

their orders regarding disconnection suspensions, the Commission exempts wireless telecommunications services from the mandatory disconnection suspension, the reporting requirements established in Section II.B., and the mandatory development of customer payment plans for those customers with past due balances greater than sixty (60) days in Section II.C, below. The Commission, however, expects wireless carriers to commit to supporting and working with customers in the same spirit as the instant Order.

2. For applicable providers of wireline telecommunications services, including Hawaiian Telcom,

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19 See, e.g., Oregon Public Utility Commission, COVID-19 Aftermath: Actions to Protect Customers, Staff Final Report, dated September 24, 2020, citing the competitive nature and differing regulatory structure of the telecommunications industry as justification to determine that beginning on October 1, 2020, telecommunications providers were exempted from the moratorium on disconnections; State of Maine, Public Utilities Commission, Docket No. 2020-00081, September 17, 2020 “Order re: Emergency Moratorium on Disconnection Activities Due to Covid-19 Pandemic,” effectively ending the disconnection suspension moratorium for telecommunications providers as of November 1, 2020; and The State Corporation Commission of the State of Kansas, Docket No. 20-GIMX-393-MIS, “Order Concerning Kansas Jurisdictional Telecommunications Carriers Following Expiration of Prohibition of Disconnects,” dated May 19, 2020, declining to apply suspension of disconnections to telecommunications providers beyond the Commission’s May 31, 2020 “Third Emergency Order Suspending Disconnects.”

20 See Federal Communications Commission, Keep Americans Connected Pledge, available at: https://www.fcc.gov/keep-americans-connected, calling on telecommunications and broadband providers to be responsive to and flexible with customers during the COVID-19 Pandemic.
the Commission extends the disconnection suspension for all residential, wireline customers. Because wireline service is subject to some Commission regulation, and because of the concerns the Commission has about the consequences of residential wireline customers being involuntarily disconnected during this time, the Commission finds that the aforementioned requirement strikes a reasonable balance between many of the telecommunication providers’ arguments regarding their deregulated and competitive status, and customer protections for those customers that might be most vulnerable to disconnections. While wireline commercial and government customers are now excluded from the disconnection suspension, wireline telecommunications providers are still required to include information regarding their commercial and government wireline customers in the information provided pursuant to the Reporting Requirements in Section II.B, below, as applicable, and are directed to work with those commercial and government customers with past due balances to establish payment plans for the applicable accounts (see Section II.C, below).

B. Reporting Requirements

In the Consumer Advocate’s response to the November 25 Letter, it recommended that the Commission “[r]equire utilities to provide monthly standardized data to assist the Commission in
determining next steps regarding appropriate regulatory measures.”

The Consumer Advocate cites to data requested of Duke Energy in an October 2020 letter from nine U.S. Senators and the National Consumer Law Center (“NCLC Letter”), noting the importance of Congress’ “access to complete data on the effect of the coronavirus pandemic on utility services provision, in order to protect families and our children’s future.” The NCLC Letter lists 20 different data points that the Senate and NCLC recommended that Duke Energy gather information and report on.

After reviewing this information, the Commission directs all Utilities to file a report that contains the following information with the Commission (“Reporting Requirements”), using a spreadsheet modeled after the attached Exhibit A - Sample Reporting Spreadsheet template:

21Letter from D. Nishina to Commission in Response to Commission Request for Feedback from Utilities and the Consumer Advocate on the Suspension of Termination or Disconnection of Regulated Utility Services Due to Non-Payment, filed on December 9, 2020 (“Consumer Advocate Response”), available at: https://puc.hawaii.gov/wp-content/uploads/2020/12/CA.Nov25-Letter%2012-9-2020.pdf. The Consumer Advocate further recommended that the Commission require “all utilities to provide data for the Commission to support an informed decision about when to end the moratorium and how it could be modified or ended.” Id. at 4.

22Consumer Advocate Response at 5-6 (also noting the NCLC Letter’s statements that “[g]iven the number of utility companies and patchwork of state regulations, collecting complete and accurate data is nearly impossible.”).
1. Total Number of Utility Customers, by applicable customer classes;

2. Total dollar value of all customer late fees that have been waived pursuant to this Order since March 5, 2020\(^{23}\) (or, after the Utility’s initial report filing, since the Utility's last report);

3. Total dollar value of all customer interest charges that have been waived pursuant to this Order since March 5, 2020 (or, after the Utility’s initial report filing, since the Utility's last report);

4. Tariff provision that governs Utility threshold for customer disconnections* (*required for Utility’s initial report filing only);

5. Total number of customers that became eligible for disconnection due to nonpayment of bills, but were not disconnected because of the disconnection suspension, since March 5, 2020 (or, after the Utility's initial report filing, since the Utility's last report);

6. Total number of customers re-connected due to the suspension of any and all rules and provisions that prevent or

condition re-connection of disconnected customers since March 5, 2020 (or, after the Utility's initial report filing, since the Utility's last report);

7. Number of customers in arrears by vintage (30/60/90 days, etc.), by applicable customer classes;

8. Total dollar value of unpaid balances by vintage, by applicable customer classes;

9. Number of payment plan agreements Utility entered into with its customers:

   a. Since March 5, 2020, and the average repayment term of those agreements* (*required for Utility’s initial report filing only);

   b. Since the Utility’s last report was filed with the Commission, and the average repayment term of those agreements;

   c. Since March 5, 2020, total number of successfully completed payment plan agreements (i.e., customer eliminated past due balance under the payment agreement)* (*required for Utility’s initial report filing only);

   d. Total number of successfully completed payment plan agreements since the Utility’s last report was filed with the Commission;

10. Number of customers engaged by the Utility with information about potential payment plans and other assistance since March 5, 2020 (or, after the Utility's initial report filing, since the Utility's last report);

11. Amount of CARES Act funding (or other COVID-relief funds) that have been used to assist customers with bill payments
since March 5, 2020 (or, after the Utility's initial report filing, since the Utility's last report); and

12. A description and utilization statistics related to the Utility’s customer assistance programs (other than information that is already captured by the data points above)* (*required for Utility’s initial report, but should be updated with any changes in subsequent reports).

The Commission opens the instant docket to house the reports requested of the Utilities described above, as well as to issue future orders addressing the disconnection suspension.24 The subject docket is intended to serve as a repository for the requisite filings. All matters that may require Commission approval related to any Utility’s election to establish regulatory assets to record costs resulting from the suspension of disconnections pursuant to Order Nos. 37125, 37153, 37189, 37251, 37284, or the instant Order, will be resolved in applicable proceedings outside of this docket. As a repository docket resulting from the extraordinary circumstances presented by the COVID-19 Pandemic, the Commission specifically excludes from this Order any language which invites interested persons to move to intervene or participate in said docket.

24As noted above, Exhibit A – Sample Reporting Spreadsheet, attached to the instant Order, provides a template for how the Commission would like to see this information presented.
All Utilities subject to the Reporting Requirements set forth above, shall, on the first of the month,\textsuperscript{25} beginning on February 1, 2021,\textsuperscript{26} file these reports, until otherwise ordered by the Commission. As discussed above, telecommunication providers do not need to file reports detailing information regarding wireless services.

Any Utilities that have elected to establish regulatory assets are directed to file their quarterly reports in the instant docket (rather than filing them as non-docketed reports), beginning with the quarterly report due on February 1, 2021.

\textsuperscript{25}If the first of the month falls on a Saturday, Sunday, or State holiday, the Utilities should file their reports on the next day that is not a Saturday, Sunday, or State holiday. See Hawaii Administrative Rule § 16-601-22 (Computation of Time).

\textsuperscript{26}The Commission chooses this date for the first report so that Utilities that have elected to establish regulatory assets to record costs resulting from the suspension of disconnections can file the reports required by Section II.B of this Order at the same time as the quarterly reports required. To the extent that information required by Order No. 37125, Order No. 37153, Order No. 37189, Order No. 37251, or Order No. 37284 is already captured in the reports required by Section II.B, above, the quarterly reports need not repeat it, but should note that the information is already provided in the report required by Section II.B.
C.

Transition Planning

The Consumer Advocate states that it “believes that transition plans and data are sensible next steps to addressing the information gap and finding a prudent way forward that can support both consumers and utilities[]”\textsuperscript{27} as the Commission considers moving away from the disconnection suspension. The Commission agrees, and as such, in addition to the Reporting Requirements detailed above, and to assist the Commission with preparing for a future transition away from the disconnection suspension, the Commission states the following:

1. By this Order, the Commission directs any Utility covered by this Order that has not already done so,\textsuperscript{28} to develop customer payment plans for those customers with past due balances greater than sixty (60) days, that will be available to help ease the burden of paying utility bills following the cessation of the disconnection suspension.

2. Prior to any future lifting of the disconnection suspension, the Commission will later be requesting an additional report from Utilities by Order detailing the following:

\textsuperscript{27}Consumer Advocate Response at 9.

\textsuperscript{28}Wireless telecommunications services are exempted from this requirement.
a. A discussion of the payment plans that will be in effect once the moratorium is lifted including the length of time that the plans will be offered;

b. Eligibility criteria;

c. When, prior to the lifting of the suspension, payment plans have commenced or will commence;

d. Any necessary tariff changes;

e. A customer outreach plan which will, among other things, inform customers of the delinquent customer’s outstanding principal balance; and

f. Other Utility-specific options that will allow a delinquent customer to pay outstanding principal balances, and a way for that customer to connect with a customer service representative of the utility to make payment arrangements.

Separately, the Commission notes that the Consumer Advocate also discussed forgiveness plans in its Response, such as debt forgiveness plans or customer balance adjustments, noting that these plans “can be used to help low income and unemployed residential customers and/or commercial customers that might otherwise need to shut down[,]” and “be the bridge option to allow recovery of a majority of outstanding balance.”29 However, given that the Commission and the State are still awaiting information regarding any forthcoming federal aid that might be available to utility customers to ease the economic impacts of the COVID-19 pandemic, the Commission defers

29Consumer Advocate Response at 10.
consideration of the issue of forgiveness plans until it is able to gather more information about the existence and amount of aid that may be available.\textsuperscript{30}

III.

ORDERS

THE COMMISSION ORDERS:

1. The Commission opens the instant docket as a repository for information filed by relevant Utilities on the financial effects of the disconnection suspension and related issues on utilities and their customers, and customer outreach efforts.

2. Based on the extraordinary circumstances related to COVID-19, and on the Commission’s further expedited investigation into this matter, there is good cause to extend the suspension of disconnection of service originally set forth in Order Nos. 37125, 37153, 37189, 37251, and 37284 until March 31, 2021, with the modifications set forth herein.

\textsuperscript{30}The Commission notes that on December 21, 2020, Congress passed a coronavirus pandemic relief bill, which includes a provision providing for relief funds to be used for utility bills. \textit{See} Honolulu Star Advertiser, “Hawaii could get $2.5B in federal relief funds,” available at: https://www.staradvertiser.com/2020/12/22/hawaii-news/hawaii-could-get-2-5b-in-federal-relief-funds/.
3. Any Utility that books regulatory assets consistent with the authorization provided in either Order Nos. 37125, 37153, 37189, 37251, 37284, or this Order, must file a quarterly report as set forth above, detailing the amounts of the costs incurred which have been booked to the regulatory assets and any savings realized, as set forth herein. Beginning with the quarterly reports due on February 1, 2021, those reports should be filed in the instant docket.

4. The Commission also establishes the monthly Reporting Requirements set forth above in Section II.B, above.
5. The Commission directs any Utility covered by this Order that has not already done so, to develop customer payment plans for customers with past due balances greater than sixty (60) days, as set forth and subject to the exceptions in Section II.C, above. The Commission will issue an order asking Utilities to provide the details regarding their payment plans, as described above, prior to lifting the disconnection suspension.

DONE at Honolulu, Hawaii [DECEMBER 22, 2020].

PUBLIC UTILITIES COMMISSION
OF THE STATE OF HAWAII

By [Signature]
James P. Griffin, Chair

By [Signature]
Jennifer M. Potter, Commissioner

By [Signature]
Leodoloff R. Asuncion, Jr., Commissioner

APPROVED AS TO FORM:

[Signature]
Caroline C. Ishida
Commission Counsel
<table>
<thead>
<tr>
<th>Data Point</th>
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<tr>
<td>1.  Total Number of Utility Customers, by applicable customer classes</td>
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<tr>
<td>2.  Total dollar value of all customer late fees that have been waived pursuant to this Order since March 2020 by applicable customer classes (or, after the Utility’s initial report filing, since the Utility’s last report);</td>
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<td>5.  Total number of customers that became eligible for disconnection due to nonpayment of bills, but were not disconnected because of the disconnection suspension, since March 2020 (or, after the Utility's initial report filing, since the Utility's last report)</td>
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<td>6.  Number of customers re-connected due to the suspension of any and all rules and provisions that prevent or condition re-connection of disconnected customers since March 2020 (or, after the Utility's initial report filing, since the Utility's last report)</td>
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**EXHIBIT A**
7. Number of customers in arrears by vintage (30/60/90 days, etc.), by applicable customer classes
   - < 30 days
   - 60 days
   - 90 days
   - 120 days
   - 150 days
   - 180 days
   - 210 days
   - > 240 days

8. Total dollar value of unpaid balances by vintage, by applicable customer classes
   - < 30 days
   - 60 days
   - 90 days
   - 120 days
   - 150 days
   - 180 days
   - 210 days
   - > 240 days

9. Number of payment plan agreements Utility entered into with its customers:
   - a. Since March 5, 2020, and the average repayment term of those agreements
      (*required for Utility's initial report filing only);
   - b. Since the Utility's last report was filed with the Commission, and the average repayment term of those agreements;
   - c. Total number of successfully completed payment plan agreements (i.e., customer eliminated past due balance under the payment agreement)
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<td>11.</td>
<td>Amount of CARES Act funding (or other COVID-relief funds) that have been used to assist customers with bill payments since March 5, 2020 (or, after the Utility's initial report filing, since the Utility's last report)</td>
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<td>12.</td>
<td>A description and utilization statistics related to the Utility's customer assistance programs (other than information that is already captured by the above)</td>
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CERTIFICATE OF SERVICE

Pursuant to Order No. 37043, the foregoing order was served on the date of filing by electronic mail addressed to the following parties:

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