CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

Of the

COMMITTEE ON CONSUMER AFFAIRS

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October 15, 2013 Start: 10:02 a.m. Recess: 10:58 a.m.

HELD AT: 250 Broadway - Committee Rm,

14th Fl.

B E F O R E:

DANIEL R. GARODNICK

Chairperson

COUNCIL MEMBERS:

Leroy G. Comrie, Jr.

Karen Koslowitz

Peter F. Vallone, Jr.

A P P E A R A N C E S (CONTINUED)

Fran Freedman
Deputy Commissioner, External Affairs
New York City Department of
Consumer Affairs

Angela Schorr Manager Government and Regulatory Affairs Direct Energy [gavel]

CHAIRPERSON GARODNICK: Good morning and welcome to the Consumer Affairs Committee of the New York City Council; today is Tuesday, October 15th; my name is Dan Garodnick and I have the privilege of chairing this Committee.

I'm joined today by Council Member Peter Vallone of Queens, who is the sponsor of Intro 1034, which is the bill that we will be hearing today.

The subject of today's hearing is to explore how to prevent unwanted commercial solicitations and to protect consumers from deceptive sales practices. Many New Yorkers have had the experience of hearing an unexpected knock on their doors at home and opening the door only to find a salesperson there. The frequently aggressive tactics of door to door sales people only exacerbates this problem. It doesn't matter whether you live in a house in Queens or in an apartment building

Manhattan, these sales people will find you.

There are a variety of offenders here and among the most egregious actors that we have found are energy service companies or ESCOs. In theory, ESCOs can be a good thing, most consumers pay ConEd

for both electricity itself and for the cost of delivering it. However, they also have the choice of buying energy directly from an ESCO, in which case they would only pay ConEd for delivery costs. ESCOs were the result of 1996 industry deregulations in New York State designed to increase competition in the energy marketplace.

There have been so many aggressive

tactics taken by ESCO sales people that the New York

State Public Service Commission operates a phone

hotline dedicated just to receiving ESCO complaints.

In 2010 New York State further expanded consumer

protections by creating an ESCO Customer Bill of

Rights and a Code of Conduct for ESCO sales people,

nevertheless complaints have persisted.

In 2012 two ESCOs were fined \$200,000 by the Attorney General and ordered to furnish \$2 million in restitution to harmed customers.

In the past I have raised my concerns with ESCOs with the Public Service Commission, including highlighting their frequent use of robo calls, even to my district office in Manhattan; I know that Council Member Vallone shares these concerns with their aggressive tactics.

Clearly there's more work to be done when it comes to ensuring that New Yorkers are shielded from deceptive sales practices, even just simply overly aggressive sales practices; that's why we're holding this hearing today, to investigate the situation in the industry and explore what can be done to improve consumer protections. In particular we want to protect people from unwanted approaches in their own homes.

Intro 1034 is the bill by Council Member
Vallone that we're gonna hear today, that would allow
consumers to protect themselves from unwanted inperson solicitations at their home; rather than go
into all the details on that I'll actually turn the
microphone over to him and let him introduce the bill
to this Committee and after that we will hear from
the City's Department of Consumer Affairs. Council
Member Vallone, we're delighted to have you with us
today.

COUNCIL MEMBER VALLONE: Thank you, Chair Garodnick and that you very much for holding this important hearing; I know you have a lot of them to get done, but I think based on your opening we both have heard from so many of our constituents regarding

this problem and it's especially bad in Queens; as I travel throughout Queens I heard this over and over again. Now I personally don't have problems with law-abiding ESCOs; I don't think anybody wants there to be competition for ConEd more than I do, after what happened to my district in 2006 with ConEd; however, I do have a problem with aggressive, deceptive sales techniques. And I do have a problem basically with even proper sales techniques coming to my door at 6:30 when I'm sitting down with my kids for dinner.

And I thought long and hard about this and how I could get it to stop. By the way, when it comes to these deceptive practices, I'm learning from your... what do call this, the... the briefing, that in 2010 the State amended the General Business Law to create an ESCO Consumer Bill of Rights, which requires sales people to identify themselves and provide a Bill of Rights and provide written material; I didn't even know, so clearly they're not doing this, 'cause I know they came to my door a few months ago and I said to them... you know, I didn't tell them who I was, obviously; I just said, "Leave your material here so I can take a look at it;" they

refused to. So this is not I don't think consumers
know this exists; it's clearly not being enforced, so
more needs to be done and I walk past at my own
house I have one of those little signs that says
"don't leave flyers here on my doorstep" that Council
Members provide to their constituents and I've walked
past it hundreds of times until it finally dawned on
me, hey, if we can stop people from leaving flyers,
then we can stop people from interrupting my dinner
and coming here with any type of sales call,
especially these deceptive ones. We're finally going
to give people a way to stop their dinners from being
interrupted and to stop these deceptive sales
practices at their doors, where they're most
vulnerable. Because I can't tell you how many people
have said to me, these are aggressive people coming
to our doors; they won't leave and people get
frightened when they are at your door and this would
stop them and they would set up fines, I think from
\$300 to \$1,000 if this law is violated. And I think
it's fairly simple and gives people an easy way to
say no; you can say no to flyers and now you'll be
able to say no to solicitors

We can't obviously stop political speech, as much as even I would like to be banned from people's doors, we can't stop religious speech; we have to go to a higher authority than the Consumer Affairs Committee to get that done at people's doors, but I think we can stop solicitation if people put up the signs and determine they want to.

So thank you Mr. Chair again and I look forward to hearing testimony.

CHAIRPERSON GARODNICK: Thank you Council Member Vallone. And with that we're gonna get right into it and we're gonna invite up Deputy Commission Fran Freedman of the New York City Department of Consumer Affairs, and again, if you're interested in testifying in this matter, please make sure you fill out one of the appearance slips with the Sergeant at Arms and we will be happy to hear from you. So Ms. Friedman, whenever you're settled, welcome, good to have you back.

FRAN FREEDMAN: This is on? Oh great.

Thank you and good morning Chair Garodnick and

members of the Committee on Consumer Affairs; I'm

Fran Freedman, Deputy Commissioner for External

Affairs for the Department of Consumer Affairs.

On behalf of Commissioner Mintz I thank
you for the opportunity to testify at today's
Oversight Hearing on Energy Service Companies: How
are Consumers Protected against Aggressive and
Misleading Sales Tactics in New York City, as well as
to comment on Intro 1034, a bill to prohibit door to
door commercial solicitations in private and multiple
dwellings.

The Department strongly shares your concerns regarding ESCOs, the energy service companies from which more than one million businesses and residents of New York State have been purchasing alternative energy supplies, both electricity and natural gas for more than a decade.

As you know and as you've stated, the State's Public Service Commission, the PSC, regulates ESCOs and as the regulator handles all consumer complaints.

ESCOs typically provide a wide variety of products and services from long-term fixed prices to variable rates that change with market conditions, to options that let consumers lock in rates during peak months. Some services are provided at a variable price on a month to month basis that can be cancelled

at any time; other ESCOs require customers to enter into contracts which commit them to purchasing for a specific amount of time.

Since their inception, may ESCOs have employed marketing techniques, including door to door solicitations and telemarketing, which at best tend to confuse both residential and commercial customers and at worst, are abusive, misleading and deceptive.

Over the years, in their efforts to expand their businesses in the City, many ESCO sales persons have misrepresented themselves as agents of regulated distribution utilities like ConEd, failed to provide relevant and critical information to prospective customers in plain English or in the customer's own language, made false or misleading statements about the terms and fees of the contract and were overly persistent and disruptive in their conduct upon contact with customers.

After receiving too many media reports and the plethora of information from consumers and the industry about consumers being taken advantage of by unscrupulous ESCOs, the Department mounted what would become a multi-year advocacy campaign to help protect New Yorkers from predatory practices.

In December of 2007 the Department joined with the then New York State Consumer Protection

Board, the CPB, to file a petition with the

Commission seeking incorporation into its uniform

business practices, a statement of principles for the industry related to training marketing

representatives door to door and telephonic marketing practices and overall ESCO conduct.

Our joint petition called for the PSC to establish mandatory enforceable rules governing ESCOs, governing their marketing practices to protect consumers from the ongoing onslaught of aggressive tactics.

The petition asked the PSC to develop and adopt new marketing standards for ESCOs, define and establish legal authority to directly sanction those ESCOs whose marketing practices are detrimental to consumers to prevent further harm, to enforce requirements that ESCOs and their representatives clearly identify themselves immediately upon first contacting consumers and finally, to compel ESCOs to clearly explain to consumers that they are not in fact acting on behalf of or at the request of a

regulated distribution utility like ConEd, to minimize confusion and misunderstanding.

The Department and the CPD issued a joint press release on this issue, which included tips for consumers to give them some tools to protect themselves against unrelenting, aggressive marketing tactics.

In March of 2008 we scored a huge and quite unprecedented victory to protect the City's consumers. Based upon our petition the PSC issued for public comment proposed revisions to its UBP to provide marketing standards for ESCOs, expand residential consumer protections and offered better remedies for ESCOs who fail to comply.

Specifically, those changes included plain language sales agreements, explicit process to resolve ESCO-related consumer complaints, graduated consequences for ESCOs' failure to comply with the UBP, up to 30-day grace periods when the ESCO contract includes an early termination fee, standards for telephone and in-person ESCO contacts with customers and finally, same-language marketing for non-English speaking customers.

To ensure that DCA's strong consumer protection strategies would be permanently included in the Commission's final Rules, the Department issued comments on PSC's proposed modifications to the UBP in April of 2008. We elaborated on plain language requirements in communications with consumers whose primary language is not English. We urged adoption of the disclosures that ESCOs are not affiliated with the public utility. We asked that the Commission safeguard consumers from ESCOs using excessive termination fees and clearly disclose those fees in marketing materials. And finally, we recommended that a trial period covering at least one billing cycle be offered to consumers before termination fees were applied.

On October 15th, 2008 the New York Times

City Room online applauded the set of stronger

consumer safeguards announced by the PSC and credited

the Department's protective measures that were folded

into the PSC's ruling.

DCA continued its advocacy with the PSC to encourage the agency to strengthen and further its work in this critical arena. Chapter 416 of the State Laws of 2010 established a requirement that

ESCOs provide consumers with a Consumer Bill of Rights. In November 2010 we provided comments on that draft Consumer Bill of Rights and revised uniform business practices.

The draft Bill of Rights and the revised UBP were designed to ensure that customers fully understand their rights before purchasing energy services from ESCOs, especially with regard to door to door sales, to help consumers make informed choices and to prevent deceptive business practices from these companies.

Our recommendations for the ESCO Consumer
Bill of Rights included that it should feature clear,
easy to read, complete and accurate disclosures in
plain language, in a clear and easy to read format,
that PSC branding be prominent on the document to
lend it credibility, that consumer complaints should
be lodged with the PSC and all contact information
for the agency's Consumer Services Division should be
included, that the PSC translate the Bill of Rights
in the languages most commonly used in New York City
and post them on its website and that ESCOs must
provide the Bill of Rights to every consumer and in

the same language utilized to solicit the prospective customer.

We also suggested that the Bill of Rights include a brief statement about its purpose and that the document be given to prospective customers at the point of contact in advance of any sales pitch or discussion.

For phone sales we urged that ESCO representatives identify themselves at the outset of the conversation and alert consumers to the Bill of Rights, giving them the opportunity to end the conversation if they so desired and requiring that the bill be included in any follow-up materials mailed to the residence.

Similarly for online sales we advocated that the Bill of Rights be presented as a non-avoidable screen prior to any enrollment or decision to proceed to check out to purchase ESCO services.

In December 2010 the PSC published a

Consumer Bill of Rights which included our proposals.

In October 2012 the PSC instituted a proceeding and called for comments to assess certain aspects of the ESCO markets, including the impact of door to door marketing on households with low incomes, where

English is not the primary language. PSC staff found that high pressure tactics were used in such sales and called for changes... [clearing throat] excuse me... including limiting termination fees for contracts arrived at... [cough]... excuse me... arrived at through this tactic and requiring the marketers to being any interaction with a disclosure statement.

Further, PSC staff noted that consumer complaints regarding door to door sales had in fact increased and announced that the agency was formally investigating the door to door marketing practices of at least five ESCOs.

In January 2013 DCA responded to the proceeding with comments urging the PSC to take meaningful action to empower consumers through complete and accurate disclosure of the true costs of these energy services by ensuring that consumers have access to current pricing information to be able to comparison shop and by enabling consumers to easily compare historical prices for electricity and gas purchased from ESCOs to the prices charged by regular utilities.

We're proud of our successful multi-year advocacy to protect City consumers interested in

engaging alternative energy suppliers and look
forward to the PSC's further revisions to the UBP
regarding ESCOs to strengthen its oversight of these
providers.

I turn now to the proposed Intro Number 1034. While we are sympathetic to the idea of curtailing door to door solicitations at New Yorkers' residences, the bill as written raises many concerns.

First, DCA's mission is to empower consumers and businesses to ensure a fair and vibrant marketplace; this means that while the Department protects consumers in the marketplace their residences are outside our jurisdiction and our mandated mission. Typically our inspectors visit for inspection retail stores and businesses, not private homes or multiple dwellings. Enforcement of this bill would be very challenging. Without more specifics we don't know if the bill applies only to face to face solicitations or if it applies to businesses who leave flyers, advertisements, coupons, menus or other materials under residents' doors or affixed to the doors or doorknobs without engaging the residents.

Without more specifics, adjudicating violations with appropriate fines raises issues of due process. How would we prove that a tenant actually received a solicitation of any kind or that a private house or multiple dwelling had the appropriate sign posted on a particular date and time without a hearing becoming a he said/she said affair?

Second, although we think there needs to be a balance... thanks... needs to be a balance between business interests and consumer concerns, it is hard to weigh those competing interests without knowing what problem the bill is attempting to address and remediate.

Finally, although we know that ordinances restricting door to door solicitations have been adopted in other municipalities, such regulations, when challenged, often do not survive First Amendment scrutiny. Therefore the Law Department is currently reviewing legal issues, in particular the First Amendment concerns that are raised by the bill.

Until these issues are reviewed and resolved the Department can neither support nor oppose this bill. Thank you again for the opportunity to comment on both the bill relating to

2 door to door solicitations and ESCOs. I'll be happy
3 to answer your questions.

CHAIRPERSON GARODNICK: Thank you very much, Deputy Commissioner and I wanna note that we've been joined by Council Member Karen Koslowitz from Queens.

Let me just start with a couple of quick questions and then I'm certain that Council Member Vallone will have questions to follow.

In the beginning of your testimony,

Ms. Freedman, you noted that there were too many

reports and a plethora of information from consumers

in the industry about consumers being taken advantage

of by unscrupulous ESCOs. Can you give us a sense of

what sorts of things that DCA was hearing from

consumers?

FRAN FREEDMAN: Well in the very early years we were hearing exactly what Council Member Vallone related; unwanted knocks on doors, people calling on the phone; those kinds of things.

CHAIRPERSON GARODNICK: There is an existing State Law, as you know, which bans the distribution of unsolicited advertising on private property if there is a signed post prohibiting it;

# 1 COMMITTEE ON CONSUMER AFFAIRS that's New York State Law today. The law says that 2 3 it may be enforced by an agency or agencies as 4 designated by the mayor of each city. Is DCA that agency in New York City? 5 FRAN FREEDMAN: I'm not sure, actually; 6 7 we're not sure. CHAIRPERSON GARODNICK: 8 Okay; will you look into that question for us, because... [interpose] 9 FRAN FREEDMAN: 10 Sure. 11 CHAIRPERSON GARODNICK: not knowing suggests that at least the DCA's not, not enforcing 12 it. 13 14 FRAN FREEDMAN: This State Law, actually, 15 is not one I'm aware of, so I will have to look into 16 it... [crosstalk] 17 CHAIRPERSON GARODNICK: Okay, so... Okay, 18 good, please because if you're not aware, then it seems unlikely that DCA is actually the... you know, 19 doing that and that's an important point for us to 20 know, because this bill, it appears to me, is a 21 compliment to the otherwise existing law covering 22 23 unwanted solicitations and if there is no agency in New York City that is actually enforcing existing 24

State Law, then we need an agency in New York City

# 1 COMMITTEE ON CONSUMER AFFAIRS that is doing that and perhaps it would not be quite 2 3 such a burden to add Council Member Vallone's legislation on top of that, should such be happening. 4 Let's talk about your comment about 5 6 residences being outside of DCA's jurisdiction; I 7 just wanted to go a little deeper into that for a 8 second. Because I'm sure that it can't be quite so ... 9 DCA's jurisdiction can't be so limited as to prohibit 10 you from dealing with things that happen in people's 11 homes; right? 12 FRAN FREEDMAN: No, we don't ... [interpose] CHAIRPERSON GARODNICK: How 'bout... 13 14 FRAN FREEDMAN: Our inspectors do not go 15 into homes. CHAIRPERSON GARODNICK: Okay. 16 So the 17 question is not about whether your inspectors go into 18 homes; the question is whether DCA's jurisdiction 19 extends to consumer protections for... [interpose] 20 FRAN FREEDMAN: What did you have in mind? 21 CHAIRPERSON GARODNICK: Well, there could 22 23 be any number of things; there could be home improvement contractors, which we've discussed 24

frequently; that happens in a home... [interpose]

# 1 COMMITTEE ON CONSUMER AFFAIRS 2 FRAN FREEDMAN: Home improvement 3 contractors we do. 4 CHAIRPERSON GARODNICK: Ah, okay. So the home issue is not really the issue; the issue is 5 6 whether or not you would send an inspector to 7 somebody's house? 8 FRAN FREEDMAN: Exactly. 9 CHAIRPERSON GARODNICK: Complaint-driven 10 DCA issues are things that you deal with without a 11 problem; it's a matter of inspectors regularly going 12 to somebody's house. 13 FRAN FREEDMAN: Exactly. 14 CHAIRPERSON GARODNICK: Correct. Okay. 15 Alright. Council Member Vallone, I know you have 16 some questions; let's go to you next. 17 COUNCIL MEMBER VALLONE: Yeah, this bill 18 doesn't envision inspectors ever going to anyone's 19 house; they're not gonna hide in the bushes and catch 20 somebody showing up at someone's doorstep, so let's get back to reality here for a second; there will be 21 22 no one at anyone's bushes or inspecting anyone's 23 homes based on this bill. 24 First let me give you the congratulations

on all the work you did leading up to the 2010

Consumer Bill of Rights; we agree on what you did; I wasn't even aware you did this; now I am and you did a great job getting them to publish that Bill of Rights.

However, I'm the Public Safety Chair of the City Council; I didn't know it existed and you don't even know who enforces it, which basically means we have a useless law that exists right now that no one knows exists and is not enforced. I join with my Chair on wanting to know who enforces this law, because that will be the agency that enforces that law and this one, should we be able to pass it.

You made a couple of objections to this law; you know, one is legitimate, whether or not, you know, First Amendment concerns apply and we've looked at it and our attorneys have looked at it and we think we can pass a legal law here, obviously.

But the other two, seriously, number one, without more specifics we don't know if this bill applies only to fact to face solicitations or if it applies to businesses or leaving flyers; it's pretty clear, it's... and we've passed laws here that are 30 pages long; this one is a page; it's pretty clear what it says; door to door commercial solicitation

shall mean to go upon, ring the doorbell, knock on the door or attempt to gain admission to any private or multiple dwelling for the purpose of advertising a business or soliciting business. What specific would you need in order to get you to support this law, other than what's in the bill? 'Cause you claim you need specifics; it's pretty specific. What would you need... we can fix it; that's what we do?

FRAN FREEDMAN: Are you including advertisements, handouts, things slipped under the door, things mailed to the door, things...

Laws right now that ban specifically that with a sign. I'm not sure why we would need to or even if we would be allowed to go into that area and legislate, since the State Law already does that.

We're talking about with this bill, just going onto the property; the other behavior is already covered by the State Law; we're talking about someone who does not leave any solicitation or just goes... does not leave any flyer, just goes, knocks on your door or knocks on your door and has a conversation with you, so... [interpose]

FRAN FREEDMAN: So you're talking only about face to face solicitation?

CHAIRPERSON GARODNICK: Yes or an attempt at face to face solicitation... [interpose]

FRAN FREEDMAN: Okay.

CHAIRPERSON GARODNICK: This says you ring somebody's doorbell who has a sign up and you would be violating this law, which I think is specific, but if you would like to make it more specific or change the language, that's what we do; I mean we're not... we make a lot of changes based on the Administration's input and it's usually very good input, so if there's something we can do to make it more or less specific, we have no problem doing that.

The second problem though is, is that you said that... how would a tenant who received a solicitation... the hearing would become a he said/she said affair. Is there a law that does not become a he said/she said affair? I mean every law that's out there, whether someone had recycling in the wrong recycling bin or if there's a cigarette on their property that they didn't clean; every law is a he said/she said. In fact we tried to put... I know Jimmy Vacca tried to put a bill in that said if you're

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going to hit somebody for recycling violations you have to take a picture, because it is a he said/she said, the inspector comes and says this. Or there... and by the way, there are lots of other ways to prove these things, there are cameras all over the place; my house has cameras, many of my neighbors houses have cameras to prove that these companies came onto someone's property. But he said/she said is the way most violations occur nowadays and for you to enforce them, we're not asking you to go on someone's property, we're not asking you to go into someone's home; we're asking it to be enforced; I was gonna say the same way the other law's enforced, but apparently the other law is not enforced at this point, which I'm glad we had this hearing about, because at least we can get to the bottom of that; who's supposed to be enforcing the laws that exist right now.

So the he said/she said thing doesn't seem to be a legitimate concern. The First Amendment, we can work with your attorneys; obviously that is a concern that we wanted to address also; that's why we do not ban political speech, we do not ban religious speech, but as you have said, door to door solicitations have been adopted in other

# 1 COMMITTEE ON CONSUMER AFFAIRS municipalities and some survive scrutiny, so we are 2 3 drafting our bill to look at what has survived 4 scrutiny and then what has not. Are there any other changes or 5 6 improvements that's... without supporting our bill; I 7 know you're not allowed to do that, but were there any other changes or improvements that you could 8 suggest to get this bill to work better for your 9 agency or for the people of New York City. 10 11 FRAN FREEDMAN: I think if it is your 12 intent in fact to make it complaint-driven it would be helpful to incorporate that into the bill, so 13 14 that's one suggestion. 15 CHAIRPERSON GARODNICK: 16 bill that is specifically written into it complete-17

Is there another driven... [interpose]

FRAN FREEDMAN: Yes. Yes. Yes, there are bills that are complaint-driven.

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CHAIRPERSON GARODNICK: Do you have one off the top of... I'm not saying there isn't; I just can't think of one... [crosstalk]

FRAN FREEDMAN: Yeah, off the top of my head... off the top of my head, for example, the Paid Sick Leave bill is completely complaint-driven.

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That's just one example, but there are... you know, there are many historically that are complaint-driven, so I would suggest you might want to include that, so that it's clear, you know... [interpose]

CHAIRPERSON GARODNICK: I mean, obviously we want it to be complaint... we want it to respond to complaints, but if you decided to set up a sting, I don't know why we would wanna prevent that; I mean if they wanted to set up a sting operation at this place where this is happening a lot, I'm not sure why we would want to prevent that, give you... or at least take that opportunity away from you and am I wrong or? Obviously, whosever in charge of enforcing this would be responsible for deciding whether they wanna make it complaint-driven or whether they would like to go out and actually attempt to go after some of the most egregious violators of this policy. We're not putting in the bill that you have to do that; we're giving you that option to do either one... [interpose]

FRAN FREEDMAN: I don't... I don't think that making it complaint-driven takes away that option from the Department, in term... I mean the sting...

2 CHAIRPERSON GARODNICK: I guess you're 3 right, yeah.

FRAN FREEDMAN: you know, the... the sting would be on the company that's violating, not on the residence. Do you know what I mean? So... [interpose]

CHAIRPERSON GARODNICK: After you had

complaints, I would guess, yeah.

FRAN FREEDMAN: Right.

CHAIRPERSON GARODNICK: Not much of a difference, but I see your point.

FRAN FREEDMAN: Just a thought.

CHAIRPERSON GARODNICK: Okay, I would like... regardless of what happens with this bill, I would like to work... continue to work with you to enforce the law that exists that no one knows exists in order to try to prevent these companies from deceptive practices. Again, I have no problem with ESCOs at all; I think they're a legitimate alternative to ConEd when done properly and when people are given all of the facts about variable rates which change after two months and things like that, but so many people don't wanna hear about ESCOs during their dinner and they especially don't want any aggressive sale person, especially if you're home

# 1 COMMITTEE ON CONSUMER AFFAIRS 2 alone or if you're a woman home alone or if you're a 3 senior, coming to their door who you might be afraid 4 to say no... say no... [crosstalk] FRAN FREEDMAN: We to... we totally agree, 5 6 Council Member, oh... [crosstalk] 7 CHAIRPERSON GARODNICK: Great, so look forward to working with you. Thank you. 8 9 FRAN FREEDMAN: As do we. 10 CHAIRPERSON GARODNICK: Thank you, Council Member Vallone. Just on one point about the 11 12 complaint-driven; I think that we ... you know there are a lot of these laws which are in effect complaint-13 14 driven; DCA goes and they do what they do based on 15 what they hear through and one or elsewhere, whether it is explicitly written in the bill and all of the 16 17 circumstances I don't know, but there certainly are... 18 [interpose] 19 FRAN FREEDMAN: Certainly not in all the 20 circumstances. CHAIRPERSON GARODNICK: but what we don't 21 wanna do is limit your ability to walk by a building, 22 23 see a sign, see solicitations that are sort of 24 everywhere and make your own determination that

something has gone wrong there; that would be my

Τ	COMMITTEE ON CONSUMER AFFAIRS
2	concern and I'm certain that that's also Council
3	Member Vallone's concern.
4	FRAN FREEDMAN: But we… that's certainly
5	something we can talk about in whatever redraft or
6	additional draft… [crosstalk]
7	CHAIRPERSON GARODNICK: Good, well I mean
8	it sounds like you and Council Member Vallone
9	[interpose]
10	FRAN FREEDMAN: Yeah.
11	CHAIRPERSON GARODNICK: made it a pretty
12	long distance toward the Administration's support of
13	this, so we appreciate that.
14	And then one or two follow ups from me.
15	You noted that back in 2010 you that was when you
16	had really a lot of complaints about ESCOs and then
17	there was a lot of work that was done to try to fold
18	DCA's issues into the PSC's rules, etc [interpose]
19	FRAN FREEDMAN: Suggestions, yes.
20	CHAIRPERSON GARODNICK: Are you still
21	getting the same number of complaint… [interpose]
22	FRAN FREEDMAN: Oh no. Oh no.
23	CHAIRPERSON GARODNICK: You're not
24	getting the same number?

Public Service Commission put into place a mechanism that was very clear to consumers as to how complaints were going to be handled; we then of course referred everything... I mean we got... the last complaint we got about... was nine months ago, one complaint. But we refer and I think the public knows now to refer directly to the Public Service Commission.

CHAIRPERSON GARODNICK: Well thank you very much for your testimony... [interpose]

13 CHAIRPERSON GARODNICK: we appreciate

FRAN FREEDMAN:

your being here today. We're next going to hear from Angela Schorr of Direct Energy. Ms. Schorr, welcome; come on up to the witness table and if you have testimony you can hand it to the sergeant.

Thank you.

Welcome. That microphone happens to be on already, so you're all set.

ANGELA SCHORR: Good morning; my name is
Angela Shore and I am the Manager of the Government
and Regulatory Affairs Department at Direct Energy.
I appreciate the opportunity to speak today about my
company, our sales channels and the design of our
sales, quality controls and processes, which we

consider to be best practices in the industry and a critical component of how we go to market.

Direct Energy Services is a registered natural gas and electricity energy services company or ESCO in New York that serves customers in 14 states, the District of Columbia and five Canadian Provinces.

We offer electricity, natural gas and energy management solutions to residential, commercial and industrial customers. The Direct Energy family of businesses serve over six million customers across North America. Direct Energy serves a large base of residential and commercial customers in New York under the following brand names: Direct Energy Services, Direct Energy Business, Gateway Energy Services, Vectren Retail, Energetic, and NYSEG Solutions.

Direct Energy is wholly owned by Centrica plc, one of the world's leading integrated energy companies. Centrica plc operates in seven countries and employs more than 34,000 employees worldwide.

As part of a large diverse company that spans the globe, Direct Energy is committed to meaningful customer satisfaction and providing

customers with a suite of different products and services to meet their needs. We utilize various sales channels, including door to door, web, multilevel marketing, direct mail, and inbound/outbound telesales.

At Direct Energy we believe that having a robust and effective sales quality framework is the key to sustaining our position in the marketplace and retaining customers. We have a variety of controls in place that are designed to ensure a compliant and customer-centric sales experience. We utilize both internal employee sales teams as well as third-party vendor sales teams and manage to keep our sales touches to customer complaint ratio down to one complaint for every 4400 sales attempts.

Today I will summarize our best practices.

First we have a very stringent vendor vetting process. Before we agree to do business with a vendor we do our homework, including visiting the vendor and interviewing key personnel. When we are comfortable that the vendor is the right fit for us we ensure that our legal team negotiates a contract that embeds strong quality controls. On-boarded

vendor agents are required to pass a rigorous background check and drug screen in order to become eligible to work on any Direct Energy sales campaign.

Agents are also required to complete a

Direct Energy training program and pass a proficiency
review before being allowed to interact with

customers on behalf of Direct Energy. All door to

door agents then receive an identification badge and

branded clothing which must be worn and visible at

all times when they are out in the field. Once the

agents go live our Compliance and Ethics Program

begins.

Our Compliance and Ethics Program is about education, prevention, detection, collaboration and enforcement. It is a living continuous process. It is the starting point to safeguarding our responsibility to abide by laws and regulations, conduct business in an ethical manner and treat our customers properly. It was designed to meet or exceed Federal and State standards, including the Federal Energy Regulatory Commission's Revised Policy Statement on Enforcement, Federal Sentencing Guidelines and State and Provincial Regulations.

An effective compliance program should begin with the support and backing of senior leadership and Direct Energy's program has this support. Our senior leadership mandates an open line of communication, including an anonymous hotline and non-retaliation policy, where issues can be reported. We have a strong code of conduct which all employees and agents are trained on and agree to abide by. We utilize live monitoring, real time spot checking and audits that are designed to identify gaps and develop more efficient processes.

Lastly, we report regularly to senior leadership to keep them apprised of complaints or any other important issues.

Some additional controls that we put in place that are above and beyond the regulations of many of the states in which we operate are as follows. We conduct third-party verifications on a 100 percent of our vendor outbound, telesales and door to door sales. We also require that the door to door agents leave the premises before the voice verifications begin to ensure that the customer feels comfortable with their decision to switch.

In our back office we monitory our verification results and have specific flag warnings that alert us to any unusual behavior. This behavior is then analyzed and investigated by our sales quality team. We perform post-sale assessment surveys on our door to door and network marketing sales to gauge customer satisfaction with the sales process. We also conduct a second, more in-depth quality control call back on a percentage of sales.

Lastly, reports are tallied and reviewed regarding all of the data received from the surveys and callbacks and are utilized for retraining and to address process improvement opportunities.

Direct Energy also takes our complaint process very seriously. We have a fully committed resolution team that investigates, communicates with customers and third parties and will escalate within the company if any trends are identified. Agents are retrained and reprimanded if necessary. Agents may also be terminated at our discretion based on the seriousness of any complaint, excessive complaint volumes or other issues.

Our sales quality team is dedicated to correcting all problems as quickly as possible in

## 1 COMMITTEE ON CONSUMER AFFAIRS order to provide customers with the best possible 2 3 experience. Direct Energy is strongly committed to 4 providing customers with a positive sales experience that provides all the information necessary for 5 6 making an informed supplier decision. 7 We recommend and encourage all ESCOs in the State to follow a strict program of compliance 8 9 and quality controls similar to what I have described 10 to you in these comments. We appreciate your time 11 today and I encourage you to contact me for more 12 information. CHAIRPERSON GARODNICK: Thank you very 13 14 much and we appreciate your being here today and your 15 testimony and your insights on the way your 16 particular ESCO operates. 17 Let me just start off; you noted in the 18 beginning that you operate in 14 states... 19 ANGELA SCHORR: Yes. 20 CHAIRPERSON GARODNICK: I just wanna be clear that that includes New York State? 21 22 ANGELA SCHORR: Yes. 23 CHAIRPERSON GARODNICK: Okay. And are

you aware of the New York State Law which has a ban

# 1 COMMITTEE ON CONSUMER AFFAIRS on distributing unsolicited advertising on private 2 property if there is a sign in place? 3 4 ANGELA SCHORR: I was not aware of that. CHAIRPERSON GARODNICK: 5 Okay. So is that the... So when... Now we have you guys and of course the 6 7 City's Department of Consumer Affairs not aware of that issue; are your representatives who go door to 8 9 door instructed in any way about what to do if they see a sign in front of somebody's home saying don't 10 11 distribute materials here...? [interpose] 12 ANGELA SCHORR: Ye... Our normal policy is not to leave informa... you know, we're going door to 13 14 door, we're not just walking and sticking flyers on 15 people's houses, we're actually trying to connect 16 with customers, so they're basically trained not to 17 leave information. In terms if there's a sign there, 18 they are instructed to follow all, you know 19 ordinances and if there's a sign telling them not to 20 do something they're not... if they do it they're going to get in trouble... 21 22 CHAIRPERSON GARODNICK: Uhm-hm. 23 ANGELA SCHORR: they know that, so...

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[interpose]

CHAIRPERSON GARODNICK: Okay. So that's...

that's helpful. So there is a bill that we're

currently considering here which would... which would

say essentially, if somebody posts a sign saying

don't knock on my door, that it would not be okay for

somebody to go ahead and knock on that door. Does

Direct Energy have any view on that particular bill?

angela schorr: We're generally supportive of that; our basic premises, we appreciate... the more rules that are in place, you kind of weed out all of the bad actors in the industry, so we appreciate having more guidelines in place and if there's a sign on a home that says do not solicit, we're not going to solicit because we don't... quite frankly, we don't wanna waste our time and we don't wanna waste the customer's time, because clearly they're not interested in being spoken to at their home and in that type of forum, so.

CHAIRPERSON GARODNICK: Are you... that's...
we appreciate that. And do you... are you aware of any
other states or municipalities that have rules in
place like the one that we are considering or have
you seen other jurisdictions that have implemented

other parameters which you have found to be useful for your sales people going door to door?

ANGELA SCHORR: Some of the states that we do business with in have a do not knock list, which means... it's similar to the do not call list, customers can sign up their address and you're not allowed to go and knock on those doors. Quite frankly I don't know how many customers are even aware that it exists, but it does exist and we are not allowed to solicit at those homes.

CHAIRPERSON GARODNICK: Last question from me; there have been a lot of complaints against ESCOs and we appreciate your being here and so we're not laying this all on you, but wanna just get a sense... [cough] excuse me... from you as to what you think is going on out there that has yielded all of those complaints about this particular sector; you know, it's not only ESCOs, obviously, but we've had a disproportionate number of complaints about ESCOs; do you have a sense as to what others are doing or why this is happening?

ANGELA SCHORR: Well first I wanna say that I... in my opinion the number of complaints have gone down over the years, so I truly think that the

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changes to the UBP, as was mentioned previously, really did help to bring those complaint numbers down. I think the reason that there are still complaints is because there are still parties out there that are not following the rules and that they're not providing the customer with the information in plain language and the Customer Bill of Rights and all of those things, so I do think that there are players out there that are just quite frankly not following the rules, whether or not they're unaware of them or they don't understand them or whatever the reason might be. I still think there... I mean there's a lot of ESCOs operating in the State, so it could just be possible that you know they are just not following the rules.

CHAIRPERSON GARODNICK: Thank you. We've been joined by Council Member Leroy Comrie, also Queens and we're gonna go back to Council Member Vallone.

council Member Vallone: Thank you and esteemed Chair asked the right questions, so I don't have too many. But yeah, I mean... and we really appreciate you being here and obviously, as we stated earlier, we're not opposed to ESCOs, especially

people in Northwestern Queens. And based on your testimony you are doing an outstanding job complying with laws even you didn't know existed, which is amazing to me; Consumer Affairs doesn't know existed, you don't know it exists, I don't know it exists and yet it exists. So I wish all ESCOs did what your testimony says you do and how many ESCOs in your... to your knowledge are out there right now operating in New York State, in New York City if we need to... [crosstalk]

ANGELA SCHORR: I thi... there's quite a lot; I mean... 90; I'm being told 90, proximately... [interpose]

ANGELA SCHORR:

COUNCIL MEMBER VALLONE: Around 90 huh.

Yeah.

are doing the right thing, but as even you would know even better than we would, that many aren't. How can we... now obviously you're not going to be a huge fan of a law that stops you from doing business, but if this law were to be passed, how can we make it work best for companies like you who are trying to obey the rules?

2	ANGELA SCHORR: I think it's absolutely
3	important that people know about it; that's the, you
4	know the first thing that we discussed, that there's
5	laws out there that we don't even know about and I
6	think that's the first point, is to make sure that
7	everyone has knowledge of it and everybody
8	understands it. And then the second piece of it
9	would be the enforcement piece, because unfortunately
10	if companies are out there and they're looking to cut
11	costs or whatnot, if there's nobody enforcing it and
12	nobody looking at it and nobody paying attention,
13	certain companies are definitely going to cut
14	corners. So I think enforcement is definitely key.
15	COUNCIL MEMBER VALLONE: Okay. Thank
16	you, Mr. Chair.
17	CHAIRPERSON GARODNICK: Thank you.
18	Council Member Koslowitz.
19	COUNCIL MEMBER KOSLOWITZ: Thank you.
20	Good morning.
21	ANGELA SCHORR: Good morning.
22	COUNCIL MEMBER KOSLOWITZ: What kind of
23	identification do they show when they're soliciting?

ANGELA SCHORR: They have a photo I.D. that says our company name on it and it has our

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company 800 phone number that they can call and that's... and the name of the agent; that's all that's on there. So there's the name of the agent, the name of the company, the phone number and their photo.

COUNCIL MEMBER KOSLOWITZ: And what kind of dress are they required to...

ANGELA SCHORR: They wear... in my company, they wear Direct Energy logoed collared shirts; in some cases, depending on the weather, they have Direct Energy logo jackets; they have to wear slacks and I think in some cases they're permitted to wear a hat, but it has to be Direct Energy branded, they can't wear any other attire.

COUNCIL MEMBER KOSLOWITZ: Okay. And how do they select where they go; are they given routes, different areas?

ANGELA SCHORR: They are... yes; I don't know how specific the routes are, but they are given certain zip codes and certain streets that they are, you know sent to and able to go and sell on those streets.

COUNCIL MEMBER KOSLOWITZ: Because my concern is that you know, there are a lot of people out there, especially seniors who, you know will open

1	COMMITTEE ON CONSUMER AFFAIRS
2	their door and are robbed; people just, you know,
3	come in, so that is my concern about solicitations,
4	going door to door and selling, 'cause it's happened
5	in my community many, many times.
6	ANGELA SCHORR: Yeah, we don't target any
7	specific, you know groups or whatever; we basically
8	limit it to zip codes and streets and areas that we
9	go to.
10	CHAIRPERSON GARODNICK: Thank you Council
11	Member Koslowitz; we're gonna to go Council Member
12	Comrie.
13	COUNCIL MEMBER COMRIE: Good morning;
14	thank you for coming. When you target specific
15	communities you're I'm sorry, I came a little later
16	you're selling what type of energy?
17	ANGELA SCHORR: We sell natural gas and
18	electricity.
19	COUNCIL MEMBER COMRIE: And are you
20	offering conversions from oil to gas or are you just
21	looking for existing gas customers? [crosstalk]
22	ANGELA SCHORR: In New York not yet, no;
23	we're looking for existing gas customers.
24	COINCIL MEMBER COMRIE: And when you ring

a person's bell; you're already determined that that

# 1 COMMITTEE ON CONSUMER AFFAIRS person is an existing gas customer and that they have 2 3 a service with a particular company? 4 ANGELA SCHORR: That they're an existing customer of ours? 5 6 COUNCIL MEMBER COMRIE: 7 ANGELA SCHORR: Oh of ... 8 COUNCIL MEMBER COMRIE: just an existing 9 gas user. 10 ANGELA SCHORR: I don't think we know 11 that ahead of time, no. 12 COUNCIL MEMBER COMRIE: So you just... but if... so if you ring someone that... with oil heat, that 13 14 person just moves on? 15 ANGELA SCHORR: Well we attempt to sell 16 electricity, 'cause we sell both. 17 COUNCIL MEMBER COMRIE: Oh you sell 18 electricity as well... [interpose] 19 ANGELA SCHORR: Mm-hm. Yes. 20 COUNCIL MEMBER COMRIE: So you do have a targeted list of homes that you send your people to. 21 22 Do they have a certain quota or mandate that they 23 have to meet? 24 ANGELA SCHORR: There are incentives for

them to make a certain portion of sales, but they're

# 1 COMMITTEE ON CONSUMER AFFAIRS 2 not quotas per se; it's just that they are bonuses and they're... you know, they get a certain amount for 3 4 sales, so that is based on how many they sell, but they don't have quo... you know, we don't have quotas 5 6 that say if you don't sell 15 customers today you're 7 going to be fired, we don't do that. 8 COUNCIL MEMBER COMRIE: But they work on commission or they work on... [crosstalk] 9 10 ANGELA SCHORR: Uhm-hm. 11 COUNCIL MEMBER COMRIE: They work on 12 commission? ANGELA SCHORR: Yes. 13 14 COUNCIL MEMBER COMRIE: That's how... 15 ANGELA SCHORR: Some of them work on salary; some of them work on commission. 16 17 COUNCIL MEMBER COMRIE: Okay. And you have a code of conduct that you list on your website 18 19 for people... [interpose] ANGELA SCHORR: I'm not sure if it's 20 available to the public on our website, but it is 21 available internally on our website; it's for all of 22 23 our employees and all of our agents, everyone must sign off; we actually just recently had to go through 24

training all over again and everybody had to pass a

2 test on it and sign off on it and that's everybody in 3 the company.

COUNCIL MEMBER COMRIE: Right. So you do a yearly... you do a yearly training for employees on how to handle themselves in the field?

ANGELA SCHORR: Correct.

recommend in light of what we're trying to do here,
to amend the code to restrict door to door
solicitations; what would you recommend? What do you
think would be a best policy or practice for us to
consider?

ANGELA SCHORR: I think having a sign hung up at the customer's residence is acceptable.

Like I mentioned before, some of the states we operate in have a do not knock list where customers can go and sign up their address, you know instead of hanging up a sign they can go and register their address and say I don't want anybody knocking on my door, that... you know that's another option and that is in other states that we do business in. So that would be another option.

COUNCIL MEMBER COMRIE: Do you train your people to not knock on doors that have signs on their doors or?

ANGELA SCHORR: I don't believe we... well right now there are certain areas, I guess that have that, that rule and if they do have a sign, we are supposed to leave the premises right away; I know there's some apartment buildings that do hang up signs to that effect and our reps are trained to leave the premises if they see such a sign.

COUNCIL MEMBER COMRIE: And do you have any other self-policing efforts that you can share with us today?

ANGELA SCHORR: I think I pretty much shared all of the practices that we do; we do watch things very closely internally from the back office; we do look at different trends and different things that are going on and if we get a complaint we are right on top of it and investigating it and tryin' to figure out if there's a bigger issue you know out there. So we are on top of our agents on a constant basis.

COUNCIL MEMBER COMRIE: Well thank you; I really appreciate you coming down and sharing with us... [interpose]

ANGELA SCHORR: You're welcome.

COUNCIL MEMBER COMRIE: it's important that we do hear from a good company what standards are, so thank you. Thank you Mr. Chair... [crosstalk]

ANGELA SCHORR: You're welcome.

much, Council Member Comrie. Thank you very much for your testimony and we're glad you were here with us today; it added very, very important color and insight to this hearing. You are the last person to testify on this matter today, so I wanna turn to Council Member Vallone for some final comments and then we will be closing this hearing.

COUNCIL MEMBER VALLONE: Thank you again, Mr. Chair; we accomplished a lot in a short time; I don't think... the fact that we... Consumer Affairs didn't even know who is enforcing current State Laws against this and the fact that a responsible ESCO didn't know that the law existed is amazing right now, as our people in Queens and all throughout New York City are harassed by these aggressive door to

door sales people. So I look forward to moving this bill forward, potentially with some changes that the City would suggest and look forward to working with the responsible ESCOs to make sure that they're able to compete with ConEd and that our homeowners are able to have their dinners in peace. So thank you.

CHAIRPERSON GARODNICK: Thank you,

Council Member Vallone for introducing the bill and I

wanna echo your thanks to the participating ESCO,

Direct Energy and I also think that you're right; we

did cover a lot of territory in a very short period

of time; it gives us a very good jumping off point

for us to move forward here. So for those present

and watching on the web, we appreciate your interest

in the subject and with that this hearing is

adjourned.

[gavel]

# $\texttt{C} \ \texttt{E} \ \texttt{R} \ \texttt{T} \ \texttt{I} \ \texttt{F} \ \texttt{I} \ \texttt{C} \ \texttt{A} \ \texttt{T} \ \texttt{E}$

World Wide Dictation certifies that the foregoing transcript is a true and accurate record of the proceedings. We further certify that there is no relation to any of the parties to this action by blood or marriage, and that there is interest in the outcome of this matter.



Date \_\_\_\_\_ October 22, 2013\_\_\_\_\_