ESPC ESA Webinar Series:
ESPC IDIQ Contract Vehicle Overview

Rachel Shepherd (FEMP), Phil Voss (NREL), Chandra Shah (NREL), Brad Cantrell (FAA)

December 10, 2019
Webinar Logistics

• This webinar is being recorded. The Q&A portion will not be made publically available.

• Your phone will be muted throughout the webinar.

• Enter any questions in the Question Box throughout the webinar.

• Instructions to take the quiz will be provided at the end of webinar.

• Slides will be sent out afterwards to those who attend the entire webinar.
# Webinar Overview

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<td>III. Resources and Q&amp;A</td>
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## Learning Objectives

- Understand the benefits of using ESPC IDIQ to implement ESAs
- Learn the process for developing an ESPC IDIQ project with an ESA
- Understand key considerations to ensure success
- Learn about available resources to help with an ESPC IDIQ project that includes an ESA ECM
FEMP’s Distributed Energy Program

FEMP’s Distributed Energy (DE) Program facilitates the implementation of cost-effective on-site renewable energy, energy storage, and combined heat and power technologies for federal agencies.
# ESPC ESA Webinar Series

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<td>• PV Project Considerations (April 23, 2019)</td>
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<td>Webinar #5</td>
<td>• ESPC IDIQ with an ESA (December 10, 2019)</td>
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Look for Advanced ESPC ESA Webinars in 2020

• In depth discussion of challenges and solutions
• Topics covered may include:
  – Capturing financial incentives
  – Cybersecurity considerations
  – Battery storage as an ESA
  – Bundling with other ECMs

Please use the chat box to share your ideas for topics!

Watch your email and ESPC ESA webpage for registration information
Webinars #1 - 4 Recap
Privately Owned DE Project Procurement Options

Legend & Abbreviations

<table>
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<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>ECM</td>
<td>Energy Conservation Measure</td>
<td>ESPC ESA</td>
<td>ESPC Energy Sales Agreement</td>
</tr>
<tr>
<td>UESC</td>
<td>Utility Energy Service Contract</td>
<td>PPA</td>
<td>Power Purchase Agreement</td>
</tr>
<tr>
<td>ESPC</td>
<td>Energy Savings Performance Contract</td>
<td>EUL</td>
<td>Enhanced Use Lease</td>
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*System is privately owned initially, government must retain title by end of the contract (OMB Memo requirement)
An energy savings performance contract energy sales agreement - referred to as an ESPC ESA or ESPC with an ESA ECM - is a project structure that uses the multiyear ESPC authority to implement distributed energy projects on federal buildings or land.

A federal agency should consider an ESPC ESA if they:
1. Are interested in a cost-effective distributed energy ECM (ESA ECM)
2. Have limited long-term contracting authority options
3. Lack upfront capital for a project
4. Think the intended project would benefit from tax incentives
ESPC ESA Basics

- ESA ECM privately owned until end of contract; agency purchases the electricity
- O&M/repair & replacement provided by the ESCO
- Similar to PPA but uses long-term ESPC authority
- OMB: Agency must retain equipment title by end of contract for annual scoring
- For tax incentives, safe harbor provided by IRS*
- Differences from typical ESPC:
  - Payment is based on kWh generation; price is in ¢/kWh
  - Private ownership for contract term, allowing tax incentives to be captured
  - Maximum contract term is 20 years

*ESCO is responsible for tax incentive due diligence
The ESPC ESA must meet all ESPC authority requirements.*

Payments must come from cost savings (ESPC ESA cost must be less than utility cost each year of contract)

Project must be on federal land or building

ESCO must be on DOE qualified list by time of award

ESA must meet all other ECM requirements under 42 USC 8259

*See e.g., 42 U.S.C. § 8287 et seq.*
Cost Savings With ESPC ESAs

Utility Electricity Costs (kWh displaced by ESA ECM)

Agency Costs ($/kWh)

Baseline*

Under ESPC ESA

Electricity Cost Savings

Reserve Account Payment

ESA Payment

Total

ESPC ESA Payment to ESCO ($/kWh)

*Either the blended rate or a rate that only considers costs offset by the ESA ECM.
PV Investment Tax Credit (ITC) Fact Sheet

Describes considerations for privately owned PV on federal land and buildings

- ITC for developers (federal agencies not eligible)
- Declines from 30% to 10% by 2022
- ITC amount is based on the “commence-construction” year. See table below and IRS Notice*:

### Solar Investment Tax Credit Deadlines

<table>
<thead>
<tr>
<th>Year of Commence Construction</th>
<th>Deadline for Placement in Service</th>
<th>ITC Amount</th>
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<tbody>
<tr>
<td>2019</td>
<td>End of 2023</td>
<td>30%</td>
</tr>
<tr>
<td>2020</td>
<td></td>
<td>26%</td>
</tr>
<tr>
<td>2021</td>
<td></td>
<td>22%</td>
</tr>
<tr>
<td>2022 onward</td>
<td>2022 onward</td>
<td>10%</td>
</tr>
</tbody>
</table>

*The third-party project owner should seek tax advisor advice when applying this IRS Notice*
ESPC ESA – PV Project Considerations*

- Legality of Third-Party Electricity Sales
- Project Goals
- Economic Viability
- Agency Mission & Approval Requirements
- Utility Coordination
- Land, Building, & Electrical
- Project Acceptance
- Cybersecurity
- Construction
- Operation & Maintenance

*Not a comprehensive list. Only topics in green were covered in webinar #2.
Site-Specific/Stand-Alone ESPC ESA Overview

• ESCO selected through an RFP process
  – ESCO must be on the DOE Qualified List prior to award

• Allows companies not on IDIQ or ENABLE ESCO lists to compete

• No preliminary assessment or IGA is required
  – Requires more up-front project development work by the agency compared to other contract vehicle options

• Best if ESA is the only ECM

• [ESPC ESA Toolkit](#) available on the FEMP website
• Streamlined, relatively quick process to implement an ESA ECM using GSA Schedule 84, SIN 246-53
  – Can be bundled or the only ECM
  – Intended for smaller projects and facilities, but no fixed minimum or maximum project size

• Templates provide prescriptive approach
  – No Preliminary Assessment (PA)
  – ESA-specific templates for kick-off agendas, NOO, SOW
  – IGA Tool uses PVWatts for PV systems
  – M&V is Option B for ESA ECMs
ESPC ESA Contract Vehicle Options

All requirements apply regardless of ESPC ESA contracting option.

**DOE Indefinite-Delivery, Indefinite-Quantity (IDIQ)**

- A streamlined master contract that allows federal agencies to work with 21 DOE qualified ESCOs holding the current DOE ESPC IDIQ contract.

**DOE ESPC ENABLE**

- A standardized and streamlined procurement process to implement basic ECMs under an ESPC. There are over 20 DOE qualified ESCOs on GSA’s Federal Supply Schedule 84, SIN 246-53.

**Site-Specific/Stand-Alone**

- An ESCO is selected through a request for proposal (RFP) process. The selected ESCO must be on DOE’s Qualified List of ESCOs prior to contract award. The Qualified List currently includes over 100 ESCOs.
DOE IDIQ ESPC with an ESA
DOE IDIQ ESPCs

• IDIQ ESPC contracts awarded competitively to 21 ESCOs by DOE-FEMP
  – Streamlined procurement for federal agencies

• Agencies negotiate and award task orders (TOs) under the IDIQ

• Can be used for federally owned facilities anywhere in the world

• Firm fixed-price contracts

• Measurement & Verification is required

• Performance guarantees are required
### DOE IDIQ ESPC ECM Technology Categories

Scope includes energy- and water-conservation measures (ECMs) covered in the Technology Categories in IDIQ Attachment J-3

- Boiler and chiller plants
- Energy management control systems
- Building envelope
- HVAC
- Chilled/hot water and steam distribution
- Lighting
- Electric motors/drives
- Refrigeration
- Distributed generation
- Renewable energy
- Energy/utility distribution
- Water and wastewater
- Electrical peak shaving/load shifting
- Rate adjustments
- Energy-related process improvements
- Commissioning
- Advanced metering
- Appliance/plug load reductions
- Other
## 21 DOE IDIQ ESPC ESCOs

| ABM Government Services, LLC, Hopkinsville, KY | Honeywell of Golden Valley, MN |
| AECOM Technical Services, Inc., San Diego, CA | Leidos Engineering, LLC, Oklahoma City, OK |
| Ameresco, Inc., Framingham, MA | Lockheed Martin Corporation, Rockville, MD |
| The Brewer-Garrett Company, Middleburg Heights, OH | Noresco United Technologies, Westborough, MA |
| CEG LLC, Arlington, VA | Schneider Electric, Austin, TX |
| Constellation NewEnergy, Inc., Baltimore, MD | SmartWatt Energy, Ballston Lake, NY |
| Energy Solutions Professionals, LLC*, Overland Park, KS | Southland Energy, Dulles, VA |
| Energy Systems Group, LLC, Newburg, IN | Trane U.S. Inc., St. Paul, MN |
| Engie Services U.S. Inc. | WGL, McLean, VA |
| Federal Energy and Infrastructure Solutions, Wilmington, DE | As of 12/10/2019 |

* Small business.
Why Use IDIQ ESPC for your ESA?

- If a streamlined procurement process would meet your needs
  - Competition in Contracting Act (CICA) requirements met by DOE
  - Standard T&Cs, modified by agency
- Agency staff may be familiar with the process
- If you are looking to implement onsite DE as part of a comprehensive ESPC
  - Can be the only ECM, or can be part of a larger project
- If you are unsure of all energy savings opportunities at your facility
  - ESCO will perform a Preliminary Assessment to screen for opportunities

*Reminder: There is a 20-year term limit for ESA ECMs*
ESPC Milestones

- Acquisition Planning
- ESCO Selection
- Preliminary Assessment
- Notice of Intent to Award
- Task Order Request for Proposal
- Investment-Grade Audit
- Proposal and Proposal Review
- Negotiations and Task Order Award
- Final Design and Construction
- Project Acceptance
- Post-Acceptance Performance Period

Phase 1

2

2

2

3

3

3

3

4

4

5
### DOE IDIQ ESPC ESA-specific Templates

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<td>Phase 3: Investment Grade Audit and Task Order Award</td>
<td>IGA Kickoff Agenda</td>
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<td>TO RFP*</td>
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ESA resources can be found at [ESPC ESA using IDIQ ESPC webpage](#)
Phase 1: Acquisition Planning

Activities:

- Identify essential members of the acquisition team
- Hold acquisition team kickoff meeting
- Procure Project Facilitator*  
  - Required for use of DOE IDIQ
- Develop an Acquisition Plan*
- Develop the Notice of Opportunity (NOO)**  
  - Use ESCO Selector Tool
- ESA Considerations:
  - Determine land, parking lot, and/or roof areas available for PV
  - Determine NEPA requirements/process
  - Discuss site access requirements
  - Discuss plans with Utility

* FEMP-provided/required template  
** ESPC ESA specific template
Best Practices for an Effective ESA NOO

• Use ESPC ESA NOO template and involve FEMP Federal Project Executive

• Provide as much relevant information as possible
  – ECMs desired, current utility rates, facility energy use and cost, area available for PV ESA ECM

• Keep selection criteria to minimum necessary, and weight evaluation factors to reflect agency priorities
ESPC ESA NOO Template

- Assumes ESA bundled with other ECMs (modify if ESA only)
- Includes ESA-specific requirements/considerations (2012 OMB Memo title retention requirement, etc.)
-ESCO response requirements:
  - Qualifications and experience with PV systems
  - Technical knowledge
  - Past performance
  - Price component
    - Pricing for last three ESPC (with ESA or PV) or similar projects
    - Project financing and plans to maximize tax incentives benefits
    - Economic structure – PV ownership and mark-ups
    - SREC plans, including SREC price risk management
    - PV ESA price (cents/kWh) and variables that will impact final pricing
      - If agency has sufficient information regarding the desired PV project
Phase 2: ESCO Selection & Preliminary Assessment

ESCO Selection:

- Agency issues Notice of Opportunity**
- ESCOs expression of interest (EOI)*
- Evaluate responses based on best value criteria outlined in the NOO**
- Notify unsuccessful offerors* and issue the notice of intent to award (NOITA)*

* FEMP-provided/required template
** ESPC ESA specific template
Example Criteria from ESPC ESA NOO Template

- **Qualifications and Experience:** ... designing, constructing, commissioning, owning, operating, maintaining, and repairing PV systems

- **Technical Knowledge:** ... initial estimate of the amount of solar PV (in kW DC) that can be installed cost-effectively within the constraints given in this NOO and the potential performance contract. The PV size estimate will be refined during the PA and IGA

- **Price:** ... PV ESA pricing information for their last three ESPC or similar projects awarded, including the following element(s): PV system price per installed kW (DC) and/or cents/kWh
  - Application of ITC, SRECs, other incentives
Phase 2: ESCO Selection & Preliminary Assessment

Preliminary Assessment:

- Agency - ESCO PA Kickoff Meeting**
  - Provide details regarding ESA and other ECMs
  - Discuss NEPA process, utility requirements
- ESCO performs PA, Agency provides access and information
  - FEMP can assist with pre-screening for ESA
- Evaluate PA
  - Project Facilitator will assist
  - Engage Subject Matter Experts (SMEs) for ESAs
- Issue the notice of intent to award (NOITA)*

* FEMP-provided/required template
** ESPC ESA specific template
ESA Considerations in the PA

- Provide ESCO with all relevant information about facilities
  - For ESA, provide area available, any known restrictions (area, size, interconnection, etc.), goals for ECM, utility concerns, etc.

- PA is scoping document, not a proposal
  - Should include estimates of financial incentives
  - Consider financial comparison of Gov’t owned ECM vs. ESA

- Carefully review the Risk, Responsibility & Performance Matrix and proposed M&V approach
  - Address concerns prior to issuing NOITA
Phase 3: IGA to Award

Activities:

- Agency prepares Task Order RFP (TO-RFP)**
- Investment Grade Audit (IGA) kickoff meeting**
- ESCO performs IGA
  - Verifies potential PV size, utility interconnection requirements, installation schedule, costs, incentives, and savings
- ESCO submits final proposal for agency review and final negotiations
  - Includes end of contract FMV estimate for ESA ECM
- Complete NEPA requirements
- After final negotiations, agency awards task order

** ESPC ESA specific template
ESPC ESA TO-RFP Template

• ESA-specific definitions

• Section C: Description/Specifications
  – Design & construction standards
  – O&M and R&R requirements, including manuals and training
  – SRECs, tax, other incentives - ESCO responsible for eligibility due diligence
  – Interconnection requirements and agreement
  – M&V requirements, metering specifications
  – Structural analysis (for roof-top systems), Vegetation management

• Section E: Inspection and Acceptance
  – Electrical drawings, system acceptance testing procedures

Consult FEMP “Procurement Specifications Templates for On-Site Solar Photovoltaic: For Use in Developing Federal Solicitations” for code and other technical requirements
• Section F: Deliveries or Performance
  – 20-year max contract term for PV ESA ECM
• Section G: IDIQ Contract and TO Administration
  – Comparison of Actual Annual Production to Guaranteed Annual Production: Shortfall calculation adjusted based on “Unforeseeable Events” and associated “Excused Production”
• Section H: Special Contract Requirements
  – Special Purpose Entity (SPE) creation, novation, or tri-party agreements
  –ESCO’s reserve account, FMV appraisals and title transfer at end of term
  – PA and Final Proposal requirements
  – eProject Builder and financial schedule recommendations
  – Site access and solar easement
  – Insurance and payment/performance bonds
• Section J: Documents, Exhibits, Other Attachments
  – Schedule 1A - ESA Payments
ESA Considerations for IGA

• Confirm utility interconnection requirements, costs, and approval/permitting processes are understood
• Proposal should clearly show:
  – Projected energy production and price/kWh
  – Projected energy and cost savings
  – How financial incentives will be realized and applied
  – Access needed for O&M/R&R
  – M&V methods to verify production/savings
    • Option B recommended
  – Estimated FMV
  – Financial comparison of PV as standard ECM vs. ESA

• FEMP SMEs can help review ESA ECM; Contact an FPE for assistance
Phase 4: Installation and Acceptance

Activities:

- Design completion and approval
- Project Implementation
  - Ensure utility requirements are understood
- ECM commissioning*
- Measurement and Verification (M&V)*
  - Verify PV output matches expectations
- Utility and/or other approvals for PV
  - Interconnection, permission to operate
- Agency Acceptance*

* FEMP provided plan templates and report outlines
Phase 5: Performance Period

Activities: Administration, Payments, O&M, M&V audits, FMV estimates

- ESCO performs O&M/R&R for PV ESA ECM
- ESCO must perform annual audit
  - ECM inspections per M&V plan to verify performance and savings
- Annual M&V Report* generated by the ESCO and submitted to the agency
- For ESA, include interim FMV estimates

* FEMP provided report outline
End of Contract Term

ESA Consideration:

- FMV appraisal occurs near end of term and prior to title transfer
- ESCO transfers title to agency for FMV
- Agency assumes ownership of equipment, along with O&M/R&R responsibility
  - Consider ESCO-provided training for agency as needed
  - O&M contract is an option
ESPC IDIQ with ESA

Project Example:

Federal Aviation Administration (FAA),
Northern California TRACON, (NCT)
Mather, CA
NCT was selected for ESPC ESA project considerations due to the following:

- ~100k sq.ft. facility, 30-acre campus with 11 acres of unimproved land available
- Electric utility provider offered attractive incentives for renewable power generation
- Building and grounds provided opportunity for multiple energy conservation measures
- Federal mandates require energy and water reductions each year
- Lack of available agency funds for infrastructure improvements
- Existing restrictions for civilian agencies to utilize conventional PPA structure due to 10-year contract limitation
Some Key Factors Determining ESCO Selection:

- Past experience with mission-critical facilities with major public safety component
- Demonstrate ability to develop and deliver project with no up-front agency capitol resources
- Demonstrate ability to avoid/minimize impact to 24/7 operations, to include over 5000 air-traffic operations per day
- Demonstrate options to meet federal energy and water reduction mandates through implemented ECM’s
- Demonstrate ability to source competitive finance options to minimize burden to taxpayers
  - Included market survey of experience financing similar PV projects

NOO: Feb 2010 / TO Award: Dec 2011 / Project Acceptance: Feb 2013
Final Project

Accomplished with zero up-front costs to the FAA and fully funded by guaranteed energy savings over the life of the contract. ECM’s include:

- $9.3 million, 20-year ESPC contract with NORESCO, includes:
  - 1 MW Solar PV system, on 8 acres of undeveloped NCT TRACON property, plus PV parking canopy, providing 50% of electricity via renewable energy
  - Energy efficient lighting and controls
  - 4.1 acres landscaping/xeriscaping, providing 40% site water reduction
  - Upgrades to the facility’s heating, air conditioning, and control systems

- Greenhouse gas emissions reduced by 46 percent
- Annual energy savings is $345,000 in electrical costs and 6,900 MMBTU’s of natural gas (47% reduction)
- PV electricity price >35% less than utility price
- Utility provided 5-year performance-based incentive of 25¢/kWh produced; utility retains SRECs
Lessons Learned

• Alternative financing required for ESA is complex and time to develop solution was lengthy and not anticipated
• Utility incentives were time sensitive, and project development time created risks of losing initial incentive
• First large scale ESPC for FAA, agency had limited resources to dedicate to project
• Project did not establish reserve fund for potential ownership of PV system at end of contract
  – Project was prior to OMB memo and IRS requirements
FEMP Assistance

FEMP Resources Available to Federal Customers

• Assistance to develop an ESPC with ESA ECM project
• Tools and guidance to train, educate, and motivate
• Project management support to guide you through the ESA process*
• Procurement and technical subject matter experts to support project execution
  – ESA: Pre-screening for PV/storage opportunities
• IDIQ ESPC webpage resources, including training

*Note: Project Facilitator is required when using DOE IDIQ. Agencies sign an inter-agency agreement (IAA) with DOE-FEMP stipulating that the agency will either reimburse FEMP via up-front payment, or via guaranteed savings built into the ESPC.
Utility rate options are becoming increasingly more complex

Understanding your rate options can help lower utility costs

Federal agencies may want to review their electricity rate for several reasons:

- Your site may qualify for multiple rates—which is optimal?
- You’re forecasting increased or decreased load at your site—which rate is optimal?
- You’re considering an energy project at your site—how will it impact your utility costs?

Express interest now in future utility rate analysis support by contacting Tracy Niro at: tracy.niro@ee.doe.gov.
## DOE IDIQ ESPC ESA-specific Templates

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ESA resources can be found at [ESPC ESA using IDIQ ESPC webpage](#)
ESPC ESA Website

- ESPC ESA overview
- ESPC ESA fact sheet
- Solar PV ITC fact sheet
- NIST ESPC ESA Case Study
- DEA ESPC ESA Case Study

ESPC ESA Contract Options

- DOE IDIQ ESPC
- Site-Specific/Stand-Alone ESPC
- DOE ESPC ENABLE
ESPC ESA Key Resources

• “Procurement Specifications Templates for Onsite Solar Photovoltaic: For Use in Developing Federal Solicitations”
• OMB Memo M-12-21
• IRS Revenue Procedure 2017-19 published in Internal Revenue Bulletin 2017-07
• DSIRE (Database for State Incentives for Renewables and Efficiency)
• DSIRE Third Party PPA Policies
• ESPC ESA Toolkit (for site-specific stand-alone ESPC, including editable templates to download)
Contact Information

Federal Project Executives (FPEs)

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360-866-9163 / wolfsc@ornl.gov

Doug Culbreth – FPE Southeast Region
919-870-0051 / culbrethcd@ornl.gov

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DOE ESPC IDIQ Program Manager

Kurmit Rockwell – FEMP / 202-586-2078 / kurmit.rockwell@ee.doe.gov
Ask for Project Assistance

- Request help with your project today!
- Fill out a quick and easy application through the FEMP portal

Submit a Request Here
The National Institute of Building Sciences’ (NIBS) Whole Building Design Guide (WBDG) hosts the FEMP training program’s learning management system (LMS).

The WBDG LMS:

• Allows for taking multiple trainings from multiple organizations through one platform.
• Houses the assessments and evaluations for all accredited courses.
• Allows you to:
  – Track all of your trainings in one place.
  – Download your training certificates of completion.
• Eases the CEU-achievement process.

Visit the WBDG at www.wbdg.org to view courses and create an account
IACET Credit for Webinar

To receive IACET-Certified CEUs, attendees must:

• Attend the training in full (no exceptions).
  – If you are sharing a web connection during the training, you must send an e-mail to Elena Meehan (elena.meehan@ee.doe.gov) and indicate who was on the connection and who showed as connected (will reflect in the WebEx roster).

• Complete an assessment demonstrating knowledge of course learning objectives and an evaluation **within six weeks of the training**. A minimum of 80% correct answers are required for the assessment.

To access the webinar assessment and evaluation, visit:

https://www.wbdg.org/continuing-education/femp-courses/femplw12102019

If you have a WBDG account and enrolled previously, simply log in and click the *Continuing Education* tab on the user account page. Click *Proceed to Course* next to the course title.
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This work was authored in part by the National Renewable Energy Laboratory, operated by Alliance for Sustainable Energy, LLC, for the U.S. Department of Energy (DOE) under Contract No. DE-AC36-08GO28308. Funding was provided by the U.S. Department of Energy Office of Energy Efficiency and Renewable Energy’s Federal Energy Management Program. The views expressed in the presentation do not necessarily represent the views of the DOE or the U.S. Government. The U.S. Government retains and the publisher, by accepting the presentation for publication, acknowledges that the U.S. Government retains a nonexclusive, paid-up, irrevocable, worldwide license to publish or reproduce the published form of this work, or allow others to do so, for U.S. Government purposes.

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