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Docket Number:	17-EBP-01
Project Title:	Improving Energy Compliance of Central Air-Conditioning and Heat Pump Systems
TN #:	223921
Document Title:	JCEEP Comments on SB 350 Doubling of Energy Efficiency Workshop
Description:	This document was also filed in 18-IEPR-07
Filer:	Cathy Hickman
Organization:	Joint Committee for Energy Efficiency and Policy (JCEEP)/Dion Abril
Submitter Role:	Public
Submission Date:	6/25/2018 3:10:02 PM
Docketed Date:	6/25/2018

DOCKETED

Docket Number:	18-IEPR-07
Project Title:	Doubling Energy Efficiency Savings
TN #:	223896
Document Title:	JCEEP Comments on SB 350 Doubling of Energy Efficiency Workshop
Description:	N/A
Filer:	System
Organization:	Joint Committee for Energy Efficiency and Policy (JCEEP)/Dion Abril
Submitter Role:	Public
Submission Date:	6/21/2018 2:02:12 PM
Docketed Date:	6/21/2018

Comment Received From: Dion Abril
Submitted On: 6/21/2018
Docket Number: 18-IEPR-07

JCEEP Comments on SB 350 Doubling of Energy Efficiency Workshop

Additional submitted attachment is included below.



Joint Committee on Energy and



Environmental Policy



June 21, 2018

California Energy Commission
Dockets Office, MS-4
Re: Docket No. 18-IEPR-07
1516 Ninth Street
Sacramento, CA 95814-5512

RE: JCEEP Comments on SB 350 Doubling of Energy Efficiency Workshop

Dear Docket Office:

These comments are submitted on behalf of the Joint Committee for Energy Efficiency and Policy (JCEEP) in response to the June 7, 2018 Workshop on Doubling Energy Efficiency Savings. JCEEP is an advocacy organization that represents the California sheet metal workers' local unions and over 25,000 technicians working for over 600 contractors throughout California. JCEEP's mission is to promote responsible environmental and indoor air quality and energy policy in California as it pertains to and impacts the HVAC industry. JCEEP's members have over 15 training facilities throughout the state and thousands of workers being trained daily in HVAC specialties, such as testing, adjusting and balancing, commissioning, green building design, energy efficiency, and indoor air quality.

JCEEP was formed on the premise that air handling systems need to be designed, built and maintained not just to manage comfort levels of indoor air, but also to protect against health threats and to ensure energy efficiency. The sheet metal workers' unions have long advocated for and participated in the development of building standards and workforce training for the installation of mechanical systems in order to safeguard the public health, achieve energy efficiency and ensure performance and durability of systems. With this experience comes the perspective that energy efficiency standards must not be looked at in a vacuum. Without worker education and training to ensure quality installation, energy efficient HVAC systems will not provide the energy savings expected.

JCEEP was disappointed by the limited scope of the strategies discussed at the June 7 workshop. Merely adopting more stringent standards and increasing energy efficiency incentives will not be sufficient to meet SB 350's goal of doubling statewide energy efficiency savings by January 1, 2030. Permit compliance and workforce quality also needs to be addressed. Poor quality installation and widespread permit avoidance are undermining the state's energy efficiency goals. To address this issue, workforce standards need to be attached to energy efficiency subsidy programs and an HVAC sales registry needs to be developed to increase permit and code compliance.



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The efficiency of heating and air conditioning equipment is highly dependent on the quality of its installation. Studies show that poor quality installation of HVAC systems has been found to result in a 20-30% increase in energy use.¹ Moreover, poor quality installation is pervasive. The California Energy Commission found up to 85% of replacement HVAC systems are installed incorrectly.² It does no good to increase efficiency requirements for HVAC equipment if these systems are not being installed correctly. It also does no good to spend hundreds of millions of dollars on energy efficiency incentives for HVAC retrofits, if this equipment is not being installed correctly. The majority of HVAC installers, however, have little to no training, resulting in high failure rates on even routine tasks.³

If California is going to meet its aggressive SB 350 energy efficiency goals, then poor quality installation by unqualified workers needs to be addressed. Equipment efficiency standards only provide illusory savings if they are not installed by a trained and qualified workforce. Current energy efficiency incentive policies, however, actively reward contractors who do not invest in training by providing subsidies without any meaningful workforce standard requirements. In order to meet the SB 350 energy efficiency goals, HVAC energy efficiency initiatives need to be linked to workforce standards. This does not require reinventing the wheel. The training necessary to ensure a skilled and qualified HVAC workforce has already been developed by the industry through the creation of apprenticeship training programs. These programs have already been reviewed and approved by the state through the Division of Apprenticeship Standard and provide workers the experience, training and comprehensive system knowledge needed to ensure work quality.

In addition, in order to meet the SB 350 energy efficiency goals, California needs to take concrete steps to improve permit compliance. It has been estimated that up to 90% of HVAC retrofit work does not comply with permit, inspection and Title 24 compliance documentation requirements. A 2008 Energy Commission report found that permits are obtained for residential HVAC replacements as little as 10% of the time, and that Title 24 quality installation requirements complied with by contractors as little as 15% of the time.⁴ The report estimated that by correcting these problems, California's peak energy demand each year could be decreased by 130 megawatts.⁵

¹ California Energy Commission, Strategic Plan to Reduce the Energy Impact of Air Conditioners (June 2008), CEC-400-2008-010 at p. 5 (poor quality installation of cooling systems results in a 20-30 percent increase in energy use).

² *Ibid*

³ SCE Energy Efficiency Business Plan 2018-2025 at p. 63; SDG&E Energy Efficiency Business Plan 2018-2025 at p. 216; PG&E Business Plan, Residential Appendix at p. 30.

⁴ California Energy Commission, Strategic Plan to Reduce the Energy Impact of Air Conditioners (June 2008), CEC-400-2008-010 at p. 17, 31.

⁵ California Energy Commission, Strategic Plan to Reduce the Energy Impact of Air Conditioners (June 2008), CEC-400-2008-010 at p. 31.



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The CPUC recently revisited the estimate of the rate of permitting and concluded that permits are obtained for less than 8% of residential HVAC replacements. The CPUC also found that the number of replacement projects is now about 1 million per year, which is nearly triple what the 2008 report estimated.⁶ **This means there could be 400 megawatts in energy savings just from increasing HVAC compliance.**

Because of these potential savings, the 2016 Existing Building Energy Efficiency Action Plan Update states that “[a]ddressing the application, compliance and enforcement of building standards in existing buildings is a high priority” and calls for improving retrofit compliance with permitting and code requirements to 90% by 2020. This needs to be a primary focus of the SB 350 efforts at doubling energy efficiency.

To meet this compliance goal, the 2016 Existing Building Energy Efficiency Action Plan recommends development of an HVAC equipment sale registry that can be used to track HVAC sales to ensure that permit requirements are being followed for all HVAC installations. JCEEP strongly supports development of such a registry.

Contractors who are willing to do work without a permit can perform faulty work and underbid competitors. Contractors that perform unpermitted work are more likely to be unlicensed, use low wage, untrained workers, and to skip acceptance testing or commissioning of systems. If permits are not pulled, then local building departments can’t enforce Title 24 Energy Code standards.

Permit compliance, however, is not sufficient on its own to ensure better installation outcomes. Even permitted jobs often fall well short of code compliance. Accordingly, permit compliance strategies need to be aligned with workforce standard and compliance documentation requirements to ensure that when permits are pulled, better code compliance and installation outcomes result. ***But without permit compliance, these other strategies cannot be enforced.*** If a permit is not pulled, you can’t enforce installation and acceptance testing requirements.

JCEEP thanks the Commission for the opportunity to submit these comments.

Sincerely,

Dion Abril

Executive Administrator

Joint Committee for Energy Efficiency and Policy

⁶ See California Energy Commission, Request for Proposals: HVAC Equipment Installation Compliance Tracking System Business Needs and Functional Requirements, RFP-16-403 (Feb. 2017) at p. 10.