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PREFACE — CONFERENCE SPONSOR'S STATEMENT

This year the 13th World Energy Engineering Congress has been joined by the World Environmental Engineering Congress. All papers presented are included in this one comprehensive work, reflecting the accomplishments of hundreds of energy engineers and managers who have contributed as speakers, chairmen, and reviewers. We congratulate our sponsors—the U.S. Department of Energy (Office of Institutional Programs), Gas Research Institute, Alliance to Save Energy, and Georgia Office of Energy Resources—for supporting this program and playing a major role in fostering technology transfer.

We also congratulate the Association of Energy Engineers and its 7,500 members for providing the leadership for the industry to develop.

For thirteen years, the World Energy Engineering Congress has provided the essential forum for industry. The sharing of information is important to the continued growth of the energy engineering profession. AEE is proud to play a major role in sponsoring this vital conference.

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INTRODUCTION

Energy & Environmental issues will dominate the industry in the 1990's and create new opportunities.

Eleven hundred members of the Association of Energy Engineers who responded to a recent survey indicated that an alarming 56% feel energy security (ample supply of oil, gas and electricity) has become worse over the last five years. The issues having highest impact on their organizations' business over the next five years are increased environmental regulations (70.2%), prices of oil, gas and electricity (67.8%) and reduced reliability of electricity (49.4%).

There is no question that energy management will play an increasingly important role in a company's strategic plan. Approximately 47% of those surveyed felt their energy management program was better this year as compared to a year ago.

This comprehensive up-to-the-minute reference includes the latest methodologies used to improve efficiency and lower operating costs plus new factors such as indoor air quality, CFC reduction and emission control technologies which must be addressed to stay competitive in the 1990's.

CONTENTS

Preface Conference Sponsor's Statement	xi
Contributors	xii
Acknowledgements	xiii
Introductions	xv
SECTION 1: ENERGY AND THE ENVIRONMENT	1
Chapter 1 — Legal Implications of Indoor Air Pollution	3
<i>W.H. Kitchens</i>	
Chapter 2 — Key Issues in Financing Environmental Facilities	9
<i>R.D. Feldman</i>	
Chapter 3 — Impact of Regulations and Technology on Environment	13
<i>B. Gidwani, R.J. Schoenberger, M.G. Mirchandani</i>	
Chapter 4 — ASHRAE Standard 62-89: Engineering Implications and Response Issues	19
<i>H.E. Burroughs</i>	
Chapter 5 — Underground Storage Tanks	23
<i>S. Smith</i>	
Chapter 6 — Engineering Research on Indoor Air Quality Model	29
<i>L. Sparks, M. Jackson, B. Tichenor, J. White</i>	
Chapter 7 — "Do it Yourself" Asbestos Abatement	33
<i>S.P. Sain</i>	
Chapter 8 — Grace Low-Temperature Dual-Function Catalyst	37
<i>K. Plumblee, C. Pereira, A. Thomas</i>	
Chapter 9 — The Commercial Status of Sodium Bicarbonate Injection Technology for Dry FGD Applications	43
<i>R. Bennett, A. Nastri</i>	
Chapter 10 — Environmental Considerations in Resource Recovery	51
<i>J. Aiello</i>	
Chapter 11 — Indoor Air Quality: Problems and Cures	57
<i>M. Black, W. Robertson</i>	
Chapter 12 — Efficacy Studies: Utilization of an Antimicrobial Coating Agent in a Building Interior and Its Air Handling Systems to Enhance (IAQ) and Permit Energy Reduction Measures	61
<i>W. Rhodes, Y. Gilyard</i>	
Chapter 13 — Energy Management Implications of Increasing Fresh Air Ventilation; A Preliminary Investigation	69
<i>J. Ventresca</i>	
Chapter 14 — The Energy-Environment Interface	75
<i>J. Ross</i>	
Chapter 15 — Reducing Volume and Toxicity of Hazardous Waste—Similarity to Energy Management	81
<i>R. Jendrucko</i>	
Chapter 16 — Incineration and the Energy Manager	85
<i>W. Kennedy</i>	
Chapter 17 — Waste to Energy & A Usable By-Product	87
<i>A.C. Jackson</i>	
Chapter 18 — Valuing Reductions in Air Emissions and Determination of the Social Cost of Electricity	95
<i>J. Helmich, G. Schilberg</i>	
Chapter 19 — Environmental Applications for Geographic Information Systems ..	99
<i>R. Bilden</i>	
Chapter 20 — Energy Efficient Methods for the Control of Dilute Solvent Emissions in Large Air Volume Exhaust Flows	103
<i>R. Kenson, W. Fucich</i>	
Chapter 21 — CFC's: Impact on Commercial Refrigeration	113
<i>L.M. O'Keeffe, T. Diab</i>	

SECTION 2: COGENERATION AND INDEPENDENT POWER	119
Chapter 22 — A View of Customer Cogen Needs	121
<i>E. Waite</i>	
Chapter 23 — Packaged Cogeneration in Georgia Power Company's Service Area	125
<i>J. Hill</i>	
Chapter 24 — Cogeneration Application for a Shopping Center	131
<i>S. Balakrishnan, D. Limaye, N. Patel</i>	
Chapter 25 — Current Issues in Power Sale Contract Negotiations	135
<i>L. Goodwin</i>	
Chapter 26 — The Interaction of Environmental Laws and the Financing of Cogeneration and Independent Power Facilities	145
<i>D. Rowley</i>	
Chapter 27 — Project Finance for Energy Engineers—A Practical Introduction to Cogeneration Project Finance	151
<i>S. Hoffman</i>	
Chapter 28 — Modelling the Diffusion of Non-Utility Power Generation in New England	155
<i>L. Lehner, S. Awerbuch, G. Brown</i>	
Chapter 29 — Performances Achieved by Cogeneration Units in Detroit Edison's Service Territory	163
<i>D. Steen</i>	
Chapter 30 — A Status Report on the Gas Research Institute Residential Cogeneration Program	169
<i>H. Drewry, R. Peltier</i>	
Chapter 31 — Cogeneration Applications for Direct Drying of Calcium Carbonate	175
<i>D. Ferris, L. Thornton</i>	
SECTION 3: ELECTRICAL SYSTEM OPTIMIZATION	183
Chapter 32 — RF Drying of Textiles: An Evaluation of Process Efficiency, Product Quality and Energy Savings	185
<i>G. Mock, P. Grady, M. Cato, K. Crabtree</i>	
Chapter 33 — Impulse Drying for Added Quality and Value	191
<i>R. Yeske</i>	
Chapter 34 — Impact of New Technologies on Process Operations	199
<i>N.R. Friedman, W. Ofosu-Amaah</i>	
Chapter 35 — Power Factor Correction	203
<i>M. Heis</i>	
Chapter 36 — Electric Motor Versus Gas Engine Chillers	211
<i>W. Pfrommer</i>	
Chapter 37 — Power Quality: End User Impacts	215
<i>J.C. Smith</i>	
Chapter 38 — An Electric Utility's Power Quality Program	225
<i>G. Porter</i>	
Chapter 39 — Monitoring Power Quality in the Electric Utility Industry	229
<i>W. Moncrief</i>	
SECTION 4: ENERGY MANAGEMENT AND CONTROLS	233
Chapter 40 — Open Protocols—The Missing Link	235
<i>R. Geissler</i>	
Chapter 41 — Planning for the Future: Accommodating Technological Changes in Intelligent Buildings	243
<i>J. Caloz</i>	
Chapter 42 — Open Systems for Facilities Management—Pathways to the Future	245
<i>T. Weaver</i>	
Chapter 43 — Saving Energy in Chilled Water Plants	253
<i>A. Stewart</i>	

Chapter 44 — Design Guidelines for a Customized EMCS	255
<i>R. Krout</i>	
Chapter 45 — Upgrading EMCS for the 1990's at Sheppard Air Force Base	261
<i>C. Neal</i>	
Chapter 46 — Making Your Energy Management System a Success in the Industrial Environment	265
<i>M. La Forest</i>	
Chapter 47 — Initial Cost Savings of Direct Digital Control	269
<i>R. Louthen</i>	
Chapter 48 — Energy Management Control Systems: Maximizing the Benefits ..	273
<i>N. Camejo, R. Johannesen</i>	
Chapter 49 — Direct Digital Control System Operator Interface for the 1990's ..	277
<i>J. McGowan</i>	
Chapter 50 — Expert System as an Aid to BAS Operations	293
<i>A. Kirn</i>	
Chapter 51 — Network Configuration for a Multiple Building Campus	299
<i>T. Ingram</i>	

SECTION 5: INNOVATIVE ENERGY MANAGEMENT PROGRAMS

Chapter 52 — Energy Management Practices in a Local Government (With Opportunities in Advanced Technology and Shared Savings Investments)	305
<i>N. Sheikh, R. Norton</i>	307
Chapter 53 — The Role of the Engineering Department in Energy Conservation	313
<i>D. Mulligan</i>	
Chapter 54 — Sludge Storage Lagoon Biogas Recovery and Use	317
<i>C. Norville</i>	
Chapter 55 — District Cooling Assessment Study	325
<i>D. Teji</i>	
Chapter 56 — Measuring the Impact of Increased Ventilation upon Indoor Air Quality and Electric Demand, A Progress Report	331
<i>J. Ventresca</i>	

SECTION 6: ENERGY MANAGEMENT

Chapter 57 — For Energy Efficient Institutional Buildings use a Kiss—A Keep It Simple Strategy	337
<i>P. Rose</i>	339
Chapter 58 — The Riverside School District: Energy Management and Planned Facilities Management at It's Best	341
<i>G. Minden</i>	
Chapter 59 — Recipe for an Effective Campus Energy Conservation Program: Lessons from SUNY Buffalo	347
<i>W. Simpson</i>	
Chapter 60 — Facilities Energy Management Program	357
<i>R. Almeda</i>	
Chapter 61 — KISSing for Energy Efficiency in Hospitals	361
<i>J. Cullen, G. Bradley</i>	
Chapter 62 — Energy Efficiency Pyramid of Success	367
<i>R. Hoshide</i>	
Chapter 63 — Implementing an Effective Utility Testing Process: A Keystone for Successful Energy Management	371
<i>W. Stebbins</i>	
Chapter 64 — Energy Conservation at a Multiple Use Dental Facility Eastman Kodak Dental Center—Rochester, New York	383
<i>C. Flye, M. Sankey</i>	
Chapter 65 — Specific Energy Consumption of Southeastern Industry	387
<i>P. Pushkevich, A. Sumpter</i>	

Chapter 66—Energy Conserving Potential for Small and Medium Scale Industrial Facilities in the State of North Carolina	391
<i>S. Mukherjee, H. Singh, A. Mallik</i>	
Chapter 67—Flexible Fuel Buildings: A Fuels Management Tool	397
<i>T. Damberger</i>	
Chapter 68—Working with Utility Energy Management Programs	403
<i>L. Barrett</i>	
Chapter 69—The Energy Future Includes Petroleum	409
<i>L. Bower</i>	
Chapter 70—Energy Conservation: Getting There	415
<i>D. Summers</i>	
Chapter 71—Updating and Working Your Energy Management Program	423
<i>W. Mashburn</i>	
Chapter 72—Energy Conservation in the Paper Industry—Renewing the Effort	427
<i>L. Cowan</i>	
Chapter 73—Using Submetering and Computer Modeling to Verify Energy Savings in New Construction	429
<i>M.S. Gould</i>	

SECTION 7: COMPETITION IN THE GAS AND ELECTRIC INDUSTRY

Chapter 74—Spot Market Strategies for the 90's—Strategies for Protecting Savings through Volume Reconciliation	435
<i>D. McClure</i>	
Chapter 75—Monopoly and Competition in the Natural Gas Industry	441
<i>J. Ellig</i>	
Chapter 76—Natural Gas Deliverability and Capacity Strategies for Shortage Periods	445
<i>K. Randolph</i>	

SECTION 8: COMBUSTION EFFICIENCY IMPROVEMENT

Chapter 77—Have You Looked in the Boiler Room Lately?	451
<i>S. Parker</i>	
Chapter 78—Effect of Fuel Gas Preheating on Combustion and Heat Transfer in Reheating Furnace	461
<i>Y.K. Lee, H.S. Park, K.W. Cho</i>	
Chapter 79—Analyses of Economics and Technologies for Industrial Central Process Plant Heating Systems	467
<i>C. Haijie</i>	
Chapter 80—Sulphur Dioxide Capture by Limestone during Staged Combustion in a Fluidized Bed Combustor	473
<i>W.U.Z. Khan, B.M. Gibbs</i>	
Chapter 81—A Fundamental Example of a Leaking Steam Trap	479
<i>J.F. McCauley</i>	

SECTION 9: THERMAL ENERGY STORAGE

Chapter 82—Thermal Energy Storage Retrofit Project at a Large Manufacturing Facility	483
<i>D.P. Fiorino</i>	
Chapter 83—Thermal Storage Savings Calculations	485
<i>K.M. Elovitz</i>	
Chapter 84—A Prescriptive Methodology for Design and Evaluation of Retrofit Thermal Energy System for Commercial Buildings	511
<i>H. Agarwala, M.A. Rahman, J.B. Wong, W.C. Turner</i>	
	521

SECTION 10: ADVANCED LIGHTING EFFICIENCY IMPROVEMENT	529
Chapter 85 — Lighting Design Strategies for Energy Optimization and Human Performance <i>B.J. Ryan</i>	531
Chapter 86 — Fluorescent System Performance and Economic Cost Comparisons for New and Existing Installations, Part 11 (8' Lamps) <i>N. Bleeker</i>	537
Chapter 87 — Development of Thermally Efficient Compact Fluorescent Fixtures <i>M. Siminovitch, F. Rubinstein, R. Whiteman</i>	543
Chapter 88 — Warehouse Lighting Energy Efficiency, Effectiveness and Economics <i>N.K. Falk</i>	551
Chapter 89 — Lighting Retrofits <i>J. Wang, Y. Wang</i>	555
Chapter 90 — Energy Savings by Lighting Retrofits <i>A.R. Baumer</i>	559
Chapter 91 — Designing Efficient Full Spectrum Polarized Lighting Systems for General Interior Lighting <i>D.N. Karpen</i>	563
Chapter 92 — Energy-Efficient Tool Room Lighting: A Quality Industrial Lighting Design <i>J.L. Fethers</i>	575
SECTION 11: HVAC SYSTEM OPTIMIZATION	579
Chapter 93 — Retrofit Opportunities for HVAC in Pre-1940 Buildings <i>G.N. Kay</i>	581
Chapter 94 — The Hidden Cost of Air Conditioning <i>W.E. Cox</i>	587
Chapter 95 — Operational Evaluation of Automatic On Line Brush Cleaning System for Refrigeration Machine Condensers and Evaporators <i>W.C. Phillips</i>	591
Chapter 96 — A Survey of Strategies for Reducing Hot Water Energy Consumption <i>A.E. Douglas, G.D. Hogsett</i>	597
SECTION 12: HEAT PUMPS	603
Chapter 97 — Review of World-Wide Heat Pump Innovations: A Discussion of the 3rd IEA Heat Pump Conference <i>M.S. Shirilau, R.F. Vierthaler</i>	605
Chapter 98 — Variable Speed Scroll Ericsson Engine Heat Pump System <i>Y.A.M. Elgendy</i>	609
Chapter 99 — Closed Loop Heat Pump Systems <i>F. Richards</i>	617
SECTION 13: MICROCOMPUTER SOFTWARE	621
Chapter 100 — New Microcomputer Software Plus Old-Fashioned Metering Methods Equals Modern-Day Metering/Monitoring System <i>A.M. Klidzejs</i>	623
Chapter 101 — Taking the Byte Out of Burn-Out <i>M.F. Randall</i>	631
Chapter 102 — Decide: A Computer Software for Decision Making and Planning <i>H.G. Nezhad</i>	633

SECTION 1
ENERGY AND THE ENVIRONMENT

Chapter 1

LEGAL IMPLICATIONS OF INDOOR AIR POLLUTION

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I. Introduction

In the past two decades, environmental regulation has become pervasive in our society.^{1/} The American public is clearly more conscious of the potential hazards associated with the release of contaminants in the air, water and land. Increasingly industrial and commercial businesses, and even individual landowners, are paying for costly clean-up actions necessitated because of past use and disposal of toxic or hazardous substances. Indeed, several commentators have opined that the 1990's will be the environmental decade.

Consequently, we can anticipate a proliferation of environmental legislation and regulations and additional legal enforcement of those environmental laws in the courts. Although Americans spend up to ninety percent of their days indoors, resulting in a significant potential for exposure to contamination in the air indoors,^{2/} only recently has public concern over environmental issues begun to focus on problems associated with indoor air pollution.^{3/}

II. Indoor Air Pollution Issues

A recent report from the United States Environmental Protection Agency concluded that:

[P]ersonal and indoor exposures to toxic and carcinogenic chemicals are nearly always greater -- than outdoor concentrations. We are led to the conclusion that indoor air in the home and at work far outweighs outdoor air as a root of exposure to these chemicals.^{4/}

Pollutants in indoor air include a wide range of substances including radon,^{5/} asbestos,^{6/} volatile organic chemicals,^{7/} combustion by-products,^{8/} environmental tobacco smoke,^{9/} and biological contaminants.^{10/} These indoor air pollutants may pose serious threats to public health, including increased risk of cancer, respiratory illness, multiple chemical sensitivities, skin and eye irritation, and related effects.^{11/}

The attention given to indoor air pollution is increasingly being directed to what is referred to as "sick building syndrome (SBS)." Rising energy prices in the 1970's prompted energy conservation measures in commercial buildings and residences. Buildings were designed with or modified to have heavy insulation and permanently closed windows. Additionally, ventilation rates of outside air within buildings were reduced and consequently, airborne pollutants were trapped inside. SBS

results from inadequate fresh air ventilation combined with pollutants emitted from building materials, furnishings, or other products used inside the building, as well as from biological contamination, and/or contamination from outside the building which is drawn inside. In short, SBS is created by a combination of defects in a building's design, construction, ventilation, and maintenance that results in harmful levels of pollutants. It has been stated that as many as twenty percent of office workers may be exposed to environmental conditions manifested as "sick building syndrome."^{12/} Health complaints that stem from SBS range from headaches, nausea, eye irritations, and respiratory difficulties to more serious health problems, such as motor-function disorders.

III. Legal Developments

The discovery of hazardous or toxic substances improperly disposed of decades earlier can be financially devastating to the owner and operator of a facility at that location. Under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 ("CERCLA"), also known as Superfund, liability for site remedial costs can extend to present and past owners or operators of the site, parties who transported waste to the site, and parties who arranged for waste to be disposed or treated there. Similarly, the presence of indoor air pollution in a commercial building can have serious economic impact not only for the owner, but also for persons who are directly or indirectly associated with the building's air pollution problems, such as contractors, architects, engineers, tenants, real estate brokers, lenders, and manufacturers of building products and chemical products used in the building.

To date, most legal developments in the area of indoor air pollution have come through the application of common law concepts^{13/} applied in personal injury and contract cases. Legal actions brought concerning indoor air pollution have been based on allegations of intentional or negligent misrepresentation or nondisclosure of defects in property, breach of contract or warranty, nuisance, fraud, and strict liability. For example, there have been a substantial number of cases brought by persons alleging injury from urea formaldehyde foam insulation in buildings and mobile homes. Additionally, there have been significant personal injury claims made because of the presence of asbestos in factories, commercial buildings, and in homes. More recently, other types of cases are being filed by persons alleging injuries associated with sick-building syndrome.

Legal exposure in this area is not limited to claims of personal injury. For example, in Roberts

v. Estate of Barbagallo,^{14/} a purchaser of a duplex sought rescission of the sale and other damages after urea formaldehyde foam insulation was found in the walls of a purchased residence. The court concluded that the presence of urea formaldehyde foam insulation was information material to the real estate sale and held that the real estate agent for the seller was liable for fraudulent concealment. The court further determined that the seller was liable for its agent's fraudulent concealment and ruled that the purchaser was entitled to rescission of the deed of sale and reimbursement of all cash expenditures required to purchase the property. Similarly, school districts, state and municipal governments, owners of commercial buildings, and tenants in those buildings, have filed a wave of property damage claims to determine who must bear the responsibility for abatement of asbestos or payment for the increased costs of constructing improvements in buildings where asbestos is present. For example, in Sun Insurance Services, Inc. v. 260 Peachtree Street, Inc., the Georgia Court of Appeals interpreted a lease agreement to require the owner of the building to bear the cost of asbestos removal made necessary by the planned renovations of the tenant.^{15/} Likewise, existing environmental statutes are also being used to require mitigation of indoor air pollution. In two recent cases, federal courts have extended the application of CERCLA (Superfund) to recover costs incurred in cleaning up sources of indoor air contamination.^{16/}

Given this increased amount of litigation, we can expect the problems associated with SBS and other forms of indoor air pollution to receive increasing attention in this decade. More and more employees in commercial buildings will make the connection between health problems and their office environment; consequently, there will be an increasing possibility that these individuals will take legal action to recover damages for exposure to contaminants that affect their health. Likewise, building owners and tenants, whose economic interests are in jeopardy because of these problems, can be expected to seek reimbursement costs for clean-up, mitigation, and containment of contaminated indoor air. These actions will be directed against sellers, landlords, persons connected with the design and maintenance of the building and those who supplied building materials and other chemical products contributing to the indoor air pollution problem. In certain circumstances, these cases may seek not only remediation costs, but also damages for diminution in the value of the property or the inability to lease or sell the property. Under certain circumstances, buyers of contaminated property may seek rescission of the sale. Likewise, brokers involved in the sale or lease of contaminated property may be sued for concealing an indoor air hazard or for failing to investigate a potential problem. Moreover, lenders involved in the real estate transaction may inherit an indoor air pollution problem due to abandonment of the building or default by the building owner.

IV. Efforts to Address the Problem of Indoor Air Pollution

As a result of this potential legal exposure, it is essential that building owners, tenants, architects, engineers, brokers, lenders, and suppliers of commercial and consumer products used in buildings, understand the problems associated with indoor air pollution and obtain guidance in this area. Indoor air pollution problems ideally

should be dealt with before they erupt into litigation; and therefore, preventive measures should be strongly advocated. To deal effectively with the problem, there must be a better understanding of the technical issues presented by indoor air pollution. Additionally, development of generic strategies and standards relating to proper building design, operation, and maintenance must be encouraged to prevent and remedy indoor air pollution problems.

There has been an inadequate effort to date by federal and state agencies to conduct research on the seriousness and extent of indoor air contamination and to identify its health effects. Although the United States Occupational Safety and Health Administration^{17/} has established standards governing some environmental contaminants in the workplace, its primary focus in this area has been on establishing standards for toxic substances known to exist in certain industries, occupations, or work environments. With regard to the overall quality of indoor air, governmental agencies have been slow to consider control technologies, education programs, and other methods of reducing human exposure to contaminants.^{18/} This could change dramatically in the near future.

Congress is currently considering legislation that would give broader powers to the United States Environmental Protection Agency in the regulation of indoor air quality. The proposed Indoor Air Quality Act (S.657) is sponsored by Senator George Mitchell (D., ME); a companion bill (H.R. 1530) in the House of Representatives is sponsored by Representative Joseph Kennedy (D., MA). The proposed legislation provides for the development and implementation of a program to respond to and reduce indoor air contamination. It requires an expansion of research on the extent and sources of indoor air pollution and the human health effects of indoor air contaminants. Another objective of the legislation is to promote assessments of technologies and management practices for the control and measurement of contaminants in the air indoors, including analysis of the adequacy of existing ventilation standards and guidelines.

The proposed bill also provides for the development of indoor air contaminant health advisories that would identify contaminants known to occur in indoor air at levels that may reasonably be expected to have an adverse impact on human health. Another section of the legislation establishes a Federal Building Response Plan to address and reduce indoor contamination in federal buildings and to establish methods of reducing indoor air contamination in new federal buildings. Development of a Federal Building Response Plan would clearly serve as a "model" for the development and implementation of general building design principles to avoid or prevent contamination of indoor air.^{19/} Finally, it should be noted that the proposed legislation provides no new enforcement authority to regulate indoor air beyond that in existing environmental statutes and regulations.

V. Future Directions Addressing The Problem

Given the increasing legislative and public attention to indoor air pollution, certain trends can be anticipated. First, it seems clear that there will be increasing attention given to measures that can be implemented to reduce exposure to indoor air contaminants. These actions will include general building management practices, product purchase guidelines, and training programs