

Commercial Demand Module

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The NEMS Commercial Sector Demand Module generates projections of commercial sector energy demand through 2040. The definition of the commercial sector is consistent with EIA's State Energy Data System (SEDS). That is, the commercial sector includes business establishments that are not engaged in transportation or in manufacturing or other types of industrial activity (e.g., agriculture, mining or construction). The bulk of commercial sector energy is consumed within buildings; however, street lights, pumps, bridges, and public services are also included if the establishment operating them is considered commercial. Since most of commercial energy consumption occurs in buildings, the commercial module relies on the data from the EIA Commercial Buildings Energy Consumption Survey (CBECS) for characterizing the commercial sector activity mix as well as the equipment stock and fuels consumed to provide end use services [1].

The commercial module projects consumption by fuel [2] at the Census division level using prices from the NEMS energy supply modules and macroeconomic variables from the NEMS Macroeconomic Activity Module (MAM), as well as external data sources (technology characterizations, for example). Energy demands are projected for ten end-use services [3] for eleven building categories [4] in each of the nine Census divisions (see Figure 5). The model begins by developing projections of floorspace for the 99 building category and Census division combinations. Next, the ten end-use service demands required for the projected floorspace are developed. The electricity generation and water and space heating supplied by distributed generation and combined heat and power technologies are projected. Technologies are then chosen to meet the projected service demands for the seven major end uses. Once technologies are chosen, the energy consumed by the equipment stock (both existing and purchased equipment) is developed to meet the projected end-use service demands [5]. Minor end uses are modeled in less detail. Annual energy consumption of select miscellaneous end-use loads (MELs) are derived by combining existing and projected equipment stock, energy consumption per device, and hours of use where applicable.

Key assumptions

The key assumptions made by the commercial module are presented in terms of the flow of the calculations described above. The sections below summarize the assumptions in each of the commercial module submodules: floorspace, service demand, distributed generation, technology choice, and end-use consumption. The submodules are executed sequentially in the order presented, and the outputs of each submodule become the inputs to subsequently executed submodules. As a result, key projection drivers for the floorspace submodule are also key drivers for the service demand submodule, and so on.

Floorspace submodule

Floorspace is projected by starting with the previous year's stock of floorspace and eliminating a portion to represent the age-related removal of buildings. Total floorspace is the sum of the surviving floorspace plus new additions to the stock derived from the MAM floorspace growth projection [6].

Existing floorspace and attrition

Existing floorspace is based on the estimated floorspace reported in the 2003 Commercial Buildings Energy Consumption Survey (Table 5.1). Over time, the 2003 stock is projected to decline as buildings are removed from service (floorspace attrition). Floorspace attrition is estimated by a logistic decay function, the shape of which is dependent upon the values of two parameters: average building lifetime and gamma. The average building lifetime refers to the median expected lifetime of a particular building type. The gamma parameter corresponds to the rate at which buildings retire near their median expected lifetime. The current values for the average building lifetime and gamma vary by building type as presented in Table 5.2 [7].

New construction additions to floorspace

The commercial module develops estimates of projected commercial floorspace additions by combining the surviving floorspace estimates with the total floorspace projection from MAM. A total NEMS floorspace projection is calculated by applying the MAM assumed floorspace growth rate within each Census division and MAM building type to the corresponding NEMS Commercial Demand Module's building types based on the CBECS building type shares. The NEMS surviving floorspace from the previous year is then subtracted from the total NEMS floorspace projection for the current year to yield new floorspace additions [8].

Service demand submodule

Once the building stock is projected, the Commercial Demand module develops a projection of demand for energy-consuming services required for the projected floorspace. The module projects service demands for the following explicit end-use services: space heating, space cooling, ventilation, water heating, lighting, cooking, refrigeration, personal computer office equipment, and other office equipment [9]. The service demand intensity (SDI) is measured in thousand Btu of end-use service demand per square foot and differs across service, Census division, and building type. The SDIs are based on a hybrid engineering and statistical approach of CBECS consumption data [10]. Projected service demand is the product of square feet and SDI for all end uses across the eleven building categories with adjustments for changes in shell efficiency for space heating and cooling.

Table 5.1. 2003 Total floorspace by Census Division and principal building activity

millions of square feet

	Assembly	Education	Food Sales	Food Service	Health Care	Lodging	Large Office	Small Office	Merc/Service	Warehouse	Other	Total
New England	431	299	75	45	48	374	282	320	819	411	351	3,452
Middle Atlantic	1,243	1,384	163	127	310	797	1,523	1,065	1,641	1,112	1,177	10,543
East North Central	1,355	1,990	218	248	316	549	1,297	1,129	2,148	2,023	1,152	12,424
West North Central	772	552	102	206	123	595	219	704	1,045	994	369	5,580
South Atlantic	1,161	2,445	223	433	469	939	1,173	1,065	3,391	1,836	865	13,999
East South Central	546	341	67	99	134	368	195	371	985	390	223	3,719
West South Central	965	1,198	197	232	235	387	916	501	2,076	1,740	575	9,022
Mountain	411	640	64	32	94	438	230	535	1,087	506	168	4,207
Pacific	809	1,027	146	232	176	649	1,028	915	2,051	1,066	515	8,613
Total United States	7,693	9,874	1,255	1,654	1,905	5,096	6,861	6,605	15,242	10,078	5,395	71,658

Note: Totals may not equal sum of components due to independent rounding.

Source: U.S. Energy Information Administration, 2003 Commercial Buildings Energy Consumption Survey Public Use Data.

Table 5.2. Floorspace attrition parameters

	Assembly	Education	Food Sales	Food Service	Health Care	Lodging	Large Office	Small Office	Merc/Service	Warehouse	Other
Median Expected Lifetime (years)	55	62	55	50	55	53	65	58	50	58	60
Gamma	2.2	2.1	2.3	2.0	2.5	2.1	2.0	2.0	2.2	2.0	2.3

Source: U.S. Energy Information Administration, Commercial Buildings Energy Consumption Survey 2003, 1999, 1995, 1992, and 1989 Public Use Data, 1986 Nonresidential Buildings Energy Consumption Survey, McGraw-Hill Construction Dodge Annual Starts - non-residential building starts, Northwest Energy Efficiency Alliance, Assessment of the Commercial Building Stock in the Pacific Northwest, KEMA-XENERGY, Inc., March 2004, and public information on demolitions.

Shell efficiency

The shell integrity of the building envelope is an important determinant of the heating and cooling loads for each type of building. In the NEMS Commercial Demand Module, the shell efficiency is represented by separate building shell heating and cooling factors which change over time to reflect improvements in the building shell. The factors, dimensioned by building type and Census division, affect the space heating and cooling service demand intensities causing changes in fuel consumed for these services as the shell integrity improves. In the AEO2014 Reference case, building shells for new construction built in 2003 are up to 49% more efficient with respect to heating and up to 30% more efficient with respect to cooling relative to the average shell for existing buildings of the same type. Over the projection horizon, new building shells improve in efficiency by 15.0% relative to their efficiency in 2003. For existing buildings, efficiency is assumed to increase by 6.9% over the 2003 stock average.

Distributed generation and combined heat and power

Program-driven installations of solar photovoltaic systems are based primarily on information from the Interstate Renewable Energy Council's annual report on U.S. solar market trends. Historical data from Form EIA-860, Annual Electric Generator Report, are used to derive electricity generation by Census division, building type and fuel. A projection of distributed generation and combined heat and power (CHP) of electricity is developed based on the economic returns projected for distributed generation and CHP technologies. The model uses a detailed cash-flow approach to estimate the internal rate of return for an investment. Penetration assumptions for distributed generation and CHP technologies are a function of the estimated internal rate of return relative to purchased electricity. Table 5.3 provides the cost and performance parameters for representative distributed generation and CHP technologies.

The model also incorporates endogenous “learning” for new distributed generation and CHP technologies, allowing for declining technology costs as shipments increase. For fuel cell and photovoltaic systems, parameter assumptions for the AEO2014 Reference case result in a 13% reduction in capital costs each time the number of units shipped to the buildings sectors (residential and commercial) doubles. Doubling the number of microturbines shipped results in a 10% reduction in capital costs and doubling the number of distributed wind systems shipped results in a 3% reduction.

Technology Choice Submodule

The technology choice submodule develops projections of the results of the capital purchase decisions for equipment fueled by the three major fuels (electricity, natural gas, and distillate fuel). Capital purchase decisions are driven by assumptions concerning behavioral rule proportions and time preferences, described below, as well as projected fuel prices, average utilization of equipment (the capacity factors), relative technology capital costs, and operating and maintenance (O&M) costs.

Decision types

In each projection year, equipment is potentially purchased for three “decision types.” Equipment must be purchased for newly added floorspace and to replace the portion of equipment in existing floorspace that is projected to wear out [11]. Equipment is also potentially purchased for retrofitting equipment that has become economically obsolete. The purchase of retrofit equipment occurs only if the annual operating costs of a current technology exceed the annualized capital and operating costs of a technology available as a retrofit candidate.

Behavioral rules

The commercial module allows the use of three alternate assumptions about equipment choice behavior. These assumptions constrain the equipment selections to three choice sets, which are progressively more restrictive. The choice sets vary by decision type and building type:

- **Unrestricted Choice Behavior** - This rule assumes that commercial consumers consider all types of equipment that meet a given service, across all fuels, when faced with a capital purchase decision.
- **Same Fuel Behavior** - This rule restricts the capital purchase decision to the set of technologies that consume the same fuel that currently meets the decision maker’s service demand.
- **Same Technology Behavior** - Under this rule, commercial consumers consider only the available models of the same technology and fuel that currently meet service demand, when facing a capital stock decision.

Under any of the above three behavior rules, equipment that meets the service at the lowest annualized lifecycle cost is chosen. Table 5.4 illustrates the proportions of floorspace subject to the different behavior rules for space heating technology choices in large office buildings.

Time preferences

Commercial building owners’ time preferences regarding current versus future expenditures are assumed to be distributed among seven alternate time preference premiums. Adding the risk-adjusted time preference premiums to the 10-year Treasury note rate from MAM results in implicit discount rates, also known as hurdle rates, applicable to the assumed proportions of commercial floorspace. The effect of the use of this distribution of discount rates is to prevent a single technology from dominating purchase decisions in the lifecycle cost comparisons. The distribution used for AEO2014 assigns some floorspace a very high discount or hurdle rate to simulate floorspace which will never retrofit existing equipment and which will only purchase equipment with the lowest capital cost. Discount rates for the remaining six segments of the distribution get progressively lower, simulating increased sensitivity to the fuel costs of the equipment that is purchased. The share of floorspace assigned to each rate in the distribution varies by end-use service. Table 5.5 illustrates the distribution of time preference premiums for space heating and lighting in 2015. The proportion of floorspace assumed for the 0.0 time preference premium represents an estimate of the federally-owned commercial floorspace that is subject to purchase decisions in a given year. The federal sector is expected to purchase energy-efficient equipment to meet the federal buildings performance standards of the Energy Policy Act of 2005 and the Energy Independence and Security Act of 2007 whenever cost-effective. For federal purchase decisions relating to energy conservation, cost-effectiveness is determined using a discount rate based on long-term Treasury bond rates, approximated in the commercial module by the 10-year Treasury note rate. For lighting, the proportion of floorspace assumed for the 0.0 time preference premium is increased to include all federal floorspace starting in 2009 to represent the EISA 2007 provision that all federal buildings be equipped with energy-efficient lighting fixtures and bulbs to the maximum extent feasible, including when replacing bulbs in existing fixtures.

Table 5.3. Capital cost and performance parameters of selected commercial distributed generation technologies

Technology Type	Year of Introduction	Average Generating Capacity (kW _{DC})	Electrical Efficiency	Combined Efficiency (Elec. + Thermal)	Installed Capital Cost (2009 \$ per kW _{DC})*	Service Life (Years)
Solar Photovoltaic	2010	30	0.15	N/A	\$6,410	30
	2015	35	0.18	N/A	\$3,804	30
	2025	40	0.20	N/A	\$2,593	30
	2035	45	0.20	N/A	\$2,446	30
Fuel Cell	2010	300	0.42	0.65	\$7,404	20
	2015	300	0.49	0.66	\$5,019	20
	2025	300	0.51	0.69	\$4,016	20
	2035	300	0.54	0.73	\$3,180	20
Natural Gas Engine	2010	334	0.30	0.82	\$1,780	20
	2015	334	0.31	0.85	\$1,630	20
	2025	334	0.30	0.87	\$1,251	20
	2035	334	0.30	0.91	\$831	20
Oil-fired Engine	2010	300	0.34	0.73	\$1,784	20
	2015	300	0.34	0.74	\$1,746	20
	2025	300	0.35	0.80	\$1,669	20
	2035	300	0.36	0.78	\$1,592	20
Natural Gas Turbine	2010	3510	0.25	0.76	\$1,884	20
	2015	3510	0.25	0.77	\$1,858	20
	2025	3510	0.25	0.80	\$1,760	20
	2035	3510	0.25	0.82	\$1,645	20
Natural Gas Microturbine	2010	200	0.32	0.61	\$2,414	20
	2015	200	0.34	0.67	\$2,098	20
	2025	200	0.37	0.73	\$1,467	20
	2035	200	0.41	0.80	\$836	20
Wind	2010	32	0.13	N/A	\$5,243	30
	2015	35	0.13	N/A	\$4,715	30
	2025	40	0.13	N/A	\$3,973	30
	2035	50	0.13	N/A	\$3,627	30

*The original source documents presented solar photovoltaic costs in 2008 dollars, all other technologies in 2010 dollars. Costs for solar photovoltaic, fuel cell, microturbine, and wind technologies include learning effects.

Sources: U.S. Energy Information Administration, Commercial and Industrial CHP Technology Cost and Performance Data Analysis for EIA SENTECH, Inc., and SAIC, Inc., June 2010, U.S. Energy Information Administration, Photovoltaic (PV) Cost and Performance Characteristics for Residential and Commercial Applications Final Report, ICF International, August 2010, and U.S. Energy Information Administration, The Cost and Performance of Distributed Wind Turbines, 2010-35 Final Report, ICF International, August 2010.

Table 5.4. Assumed behavior rules for choosing space heating equipment in large office buildings

percent

	Unrestricted	Same Fuel	Same Technology	Total
New Equipment Decision	21	30	49	100
Replacement Decision	7	31	62	100
Retrofit Decision	1	4	95	100

Source: U.S. Energy Information Administration, Model Documentation Report: Commercial Sector Demand Module of the National Energy Modeling System, DOE/EIA-M066(2013) (November 2013).

Table 5.5. Assumed distribution of risk-adjusted time preference premiums for space heating and lighting equipment in 2015

percent

Time Preference Premium	Proportion of Floorspace-Space Heating (2015)	Proportion of Floorspace-Lighting (2015)
1000.0	26.5	26.4
100.0	22.6	22.5
45.0	19.6	19.3
25.0	19.2	19.3
15.0	10.5	8.5
6.5	1.3	1.3
0.0	0.3	2.7
--	100.0	100.0

Source: U.S. Energy Information Administration, Model Documentation Report: Commercial Sector Demand Module of the National Energy Modeling System, DOE/EIA-M066(2013) (November 2013).

The distribution of hurdle rates used in the commercial module is also affected by changes in fuel prices. If a fuel's price rises relative to its price in the base year (2003), the nonfinancial portion of each hurdle rate in the distribution decreases to reflect an increase in the relative importance of fuel costs, expected in an environment of rising prices. Parameter assumptions for AEO2014 result in a 30% reduction in the nonfinancial portion of a hurdle rate if the fuel price doubles. If the risk-adjusted time preference premium input by the model user results in a hurdle rate below the assumed financial discount rate for the commercial sector - 15% - with base year fuel prices (such as the 0.0 rate given in Table 5.5), no response to increasing fuel prices is assumed.

Technology characterization database

The technology characterization database organizes all relevant technology data by end use, fuel, and Census division. Equipment is identified in the database by a technology index as well as a vintage index, the index of the fuel it consumes, the index of the service it provides, its initial market share, the Census division index for which the entry under consideration applies, its efficiency (or coefficient of performance or efficacy in the case of lighting equipment), installed capital cost per unit of service demand satisfied, operating and maintenance cost per unit of service demand satisfied, average service life, year of initial availability, and last year available for purchase. Equipment may only be selected to satisfy service demand if the year in which the decision is made falls within the window of availability. Equipment acquired prior to the lapse of its availability continues to be treated as part of the existing stock and is subject to replacement or retrofitting. This flexibility in limiting equipment availability allows the direct modeling of equipment efficiency standards. Table 5.6 provides a sample of the technology data for space heating in the New England Census division.

An option has been included to allow endogenous price-induced technological change in the determination of equipment costs and availability for the menu of equipment. This concept allows future technologies faster diffusion into the market place if fuel prices increase markedly for a sustained period of time. The option was not exercised for the AEO2014 model runs.

Table 5.6. Capital cost and efficiency ratings of selected commercial space heating equipment¹

Equipment Type	Vintage	Efficiency ²	Capital Cost (2010\$ per MBtu/ hour) ³	Maintenance Cost (2007\$ per MBtu/ hour) ³	Service Life (Years)
Rooftop Air-Source Heat Pump	2003 installed base	3.10	\$63.89	\$1.39	15
	2010 current standard/typical	3.30	\$76.67	\$1.39	15
	2010 high	3.40	\$96.67	\$1.39	15
	2020 typical	3.30	\$76.67	\$1.39	15
	2020 high	3.40	\$96/67	\$1.39	15
Ground-Source Heat Pump	2003 installed base	3.40	\$140.00	\$16.80	20
	2010 typical	3.50	\$140.00	\$16.80	20
	2007-10 high	4.90	\$170.00	\$16.80	20
	2020 typical	3.50	\$140.00	\$16.80	20
	2020 high	4.90	\$170.00	\$16.80	20
Electric Boiler	2003 installed base	0.94	\$15.64	\$0.24	15
	2010 typical	0.94	\$15.64	\$0.24	15
Electric Resistance Heater	2003 installed base	0.98	\$21.76	\$0.01	18
Natural Gas Heat Pump	2003 installed base (residential type)	1.30	\$158.33	\$2.50	15
	2010 typical (engine-driven rooftop)	1.40	\$312.50	\$4.58	30
	2020 typical (engine-driven rooftop)	1.40	\$212.50	\$4.58	30
	2030 typical (engine-driven rooftop)	1.40	\$129.17	\$4.58	30
Natural Gas Furnace	2003 installed base	0.71	\$9.85	\$1.06	17.5
	2010 current standard/typical	0.78	\$9.84	\$0.97	17.5
	2010 high	0.80	\$10.30	\$0.94	17.5
	2020 typical	0.78	\$9.84	\$0.97	17.5
	2020 high	0.88	\$10.67	\$0.66	17.5
	2030 typical	0.78	\$9.84	\$0.97	17.5
	2030 high	0.89	\$11.88	\$0.85	17.5
	2035 high	0.91	\$12.25	\$0.83	17.5
Natural Gas Boiler	2003 installed base	0.73	\$20.55	\$0.77	25
	2010 current standard/typical	0.78	\$25.64	\$0.72	25
	2012 standard	0.80	\$25.64	\$0.72	25
	2012 mid-range	0.89	\$28.79	\$0.63	25
	2010 high	0.97	\$38.02	\$0.58	25
	2020 typical	0.80	\$25.00	\$0.70	25
	2020 high	0.97	\$38.02	\$0.58	25
	2030 typical	0.80	\$25.00	\$0.70	25
Distillate Oil furnace	2003 installed base	0.76	\$13.56	\$0.99	18.5
	2010 typical	0.80	\$13.28	\$0.94	18.5
	2020 typical	0.80	\$13.28	\$0.94	18.5
Distillate Oil Boiler	2003 installed base	0.76	\$17.54	\$0.17	25
	2010 current standard	0.81	\$18.21	\$0.16	25
	2010-12 standard	0.82	\$18.10	\$0.16	25
	2010 high	0.87	\$25.05	\$0.13	25
	2020 typical	0.82	\$18.10	\$0.16	25
	2020 high	0.87	\$25.05	\$0.13	25

¹Equipment listed is for the New England Census division, but is also representative of the technology data for the rest of the United States. See the source reference below for the complete set of technology data.

²Efficiency measurements vary by equipment type. Electric rooftop air-source heat pumps, ground source and natural gas heat pumps are rated for heating performance using coefficient of performance; natural gas and distillate furnaces and boilers are based on Thermal Efficiency.

Source: U.S. Energy Information Administration, "EIA - Technology Forecast Updates - Residential and Commercial Building Technologies - Reference Case", Navigant Consulting, Inc., October 2011.

End-Use Consumption Submodule

The end-use consumption submodule calculates the consumption of each of the three major fuels (electricity, natural gas, and distillate fuel oil) for the ten end-use services plus fuel consumption for combined heat and power and district services. For the ten end-use services, energy consumption is calculated as the end-use service demand met by a particular type of equipment divided by its efficiency and summed over all existing equipment types. This calculation includes dimensions for Census division, building type, and fuel. Consumption of the five minor fuels (residual fuel oil, liquefied petroleum gas, motor gasoline, kerosene, and coal) is projected based on historical trends.

Equipment efficiency

The average energy consumption of a particular appliance is based initially on estimates derived from the 2003 CBECS. As the stock efficiency changes over the model simulation, energy consumption decreases nearly as much as, but not quite proportionally to the efficiency increase. The difference is due to the calculation of efficiency using the harmonic average and also the efficiency rebound effect discussed below. For example, if on average, electric heat pumps are now 10% more efficient than in 2003, then all else constant (weather, real energy prices, shell efficiency, etc.), energy consumption per heat pump would now average about 9% less. The Service Demand and Technology Choice Submodules together determine the average efficiency of the stocks used in adjusting the initial average energy consumption.

Adjusting for weather and climate

Weather in any given year always includes short-term deviations from the expected longer-term average (or climate). Recognition of the effect of weather on space heating and air conditioning is necessary to avoid projecting abnormal weather conditions into the future. In the commercial module, proportionate adjustments are made to space heating and air conditioning demand by Census division. These adjustments are based on National Oceanic and Atmospheric Administration (NOAA) data for Heating Degree Days (HDD) and Cooling Degree Days (CDD). Short-term projections are informed by the National Oceanic and Atmospheric Administration's (NOAA) 15-month outlook from their Climate Prediction Center[12], which often encompasses the first forecast year. Projections of degree days beyond that are informed by a 30-year linear trend of each state's degree days, which are then population-weighted to the Census division level. In this way, the projection accounts for projected population migrations across the nation and continues any realized historical changes in degree days at the state level. A 10% increase in HDD would increase space heating consumption by 10% over what it would have been, while a 10% increase in CDD would increase cooling consumption by about 12.5%.

Short-term price effect and efficiency rebound

It is assumed that energy consumption for a given end-use service is affected by the marginal cost of providing that service. That is, all else equal, a change in the price of a fuel will have an inverse, but less than proportional, effect on fuel consumption. The current value for the short-term price elasticity parameter is -0.25 for all major end uses except refrigeration. A value of -0.1 is currently used for commercial refrigeration. A value of -0.05 is currently used for PC and non-PC office equipment and other minor uses of electricity. For example, for lighting, this value implies that for a 1.0% increase in the price of a fuel, there will be a corresponding decrease in energy consumption of 0.25%. Another way of affecting the marginal cost of providing a service is through equipment efficiency. As equipment efficiency changes over time, so will the marginal cost of providing the end-use service. For example, a 10% increase in efficiency will reduce the cost of providing the service by 10%. The short-term elasticity parameter for efficiency rebound effects is -0.15 for affected end uses; therefore, the demand for the service will rise by 1.5% (-10% x -0.15). Currently, all services are affected by the short-term price effect and services affected by efficiency rebound are space heating and cooling, water heating, ventilation and lighting.

Legislation and regulations

American Recovery and Reinvestment Act of 2009 (ARRA09)

The ARRA09 legislation passed in February 2009 provides energy efficiency funding for federal agencies, State Energy Programs, and block grants. To account for the impact of this funding, states are assumed to adopt and enforce the ASHRAE 90.1-2007 standard by 2018 for building shell measures, and all public buildings (federal, state, and local) are assumed to use the 10-year Treasury note rate for purchase decisions related to both new construction and replacement equipment while stimulus funding is available. A percentage of the State Energy Program and Conservation Block Grant funding is assumed to be used for solar photovoltaic and small wind turbine installations. Additional stimulus funding is applied to fuel cell installations.

The ARRA09 provisions remove the cap on the 30% Business Investment Tax Credit for wind turbines. The Investment Tax Credit is still available for systems installed through 2016. These credits are directly incorporated into the cash-flow approach for distributed generation systems.

Energy Improvement and Extension Act of 2008 (EIEA08)

The EIEA08 legislation passed in October 2008 extends the Business Investment Tax Credit provisions of the Energy Policy Act of 2005 and expands the credit to include additional technologies. The Business Investment Tax Credits of 30% for solar energy systems and fuel cells and 10% for microturbines are extended through 2016. The cap on the fuel cell credit has been increased from \$500 to \$1,500 per half kilowatt of capacity. The EIEA08 provisions expand the Investment Tax Credit to include a 10% credit for CHP systems and ground-source heat pumps and a 30% credit for wind turbines with the wind credit capped at \$4,000. The expanded credits are available for systems installed through 2016. These credits are directly incorporated into the cash-flow approach for distributed generation systems, including CHP, and factored into the installed capital cost assumptions for solar hot water heaters and ground-source heat pumps.

Energy Independence and Security Act of 2007 (EISA07)

The EISA07 legislation passed in December 2007 provides standards for specific explicitly modeled commercial equipment. The EISA07 requires specific energy-efficiency measures in commercial walk-in coolers and walk-in freezers effective January 1, 2009. Incandescent and halogen lamps must meet standards for maximum allowable wattage based on lumen output starting in 2012 and metal halide lamp fixtures using lamps between 150 and 500 watts are required to have a minimum ballast efficiency ranging from 88% to 94%, depending on ballast type, effective January 1, 2009.

The EISA07 requirement for federal buildings to use energy-efficient lighting fixtures and bulbs to the maximum extent possible is represented by adjusting the proportion of the commercial sector assumed to use the 10-year Treasury note rate as an implicit discount or hurdle rate for lighting.

Energy Policy Act of 2005 (EPACT05)

The passage of the EPACT05 in August 2005 provides additional minimum efficiency standards for commercial equipment. Some of the standards for explicitly modeled equipment, effective January 1, 2010, include an Energy Efficiency Rating (EER) ranging from 10.8 to 11.2 for small package air conditioning and heating equipment; daily electricity consumption limits by volume for commercial refrigerators, freezers, and refrigerator-freezers; and electricity consumption limits per 100 pounds of ice produced based on equipment type and capacity for automatic ice makers. The EPACT05 adds standards for medium-base compact fluorescent lamps effective January 1, 2006, for ballasts for Energy Saver fluorescent lamps effective in 2009 and 2010, and bans the manufacture or import of mercury vapor lamp ballasts effective January 1, 2008.

Several efficiency standards in the EPACT05 pertain to equipment not explicitly represented in the NEMS Commercial Demand Module. For low voltage dry-type transformers, effects of the standard are included in estimating the share of projected miscellaneous electricity use attributable to transformer losses. For illuminated exit signs, traffic signals, and commercial premise spray valves, assumed energy reductions are calculated based on per-unit savings relative to a baseline unit and the estimated share of installed units and sales that already meet the standard. Total projected reductions are phased in over time to account for stock turnover. Under the EPACT05 standards, illuminated exit signs and traffic signal modules must meet ENERGY STAR program requirements as of January 1, 2006. The requirements limit input power demand to 5 watts or less per face for exit signs. Nominal wattages for traffic signal modules are limited to 8 to 15 watts, based on module type. Effective January 1, 2007, low voltage dry-type distribution transformers are required to meet the National Electrical Manufacturers Association Class I Efficiency Levels with minimum efficiency levels ranging from 97% to 98.9% based on output. Commercial pre-rinse spray valves [13] must have a maximum flow rate of 1.6 gallons per minute, effective January 1, 2006 with energy reductions attributed to hot water use.

The EPACT05 expands the Business Investment Tax Credit to 30% for solar property installed in 2006 and 2007. Business Investment Tax Credits of 30% for fuel cells and 10% for microturbine power plants are also available for property installed in 2006 and 2007. The EPACT05 tax credit provisions were extended in December 2006 to cover equipment installed in 2008. These credits are directly incorporated into the cash-flow approach for distributed generation systems and factored into the installed capital cost assumptions for solar hot water heaters.

Energy Policy Act of 1992 (EPACT92)

A key assumption incorporated in the technology selection process is that the equipment efficiency standards described in the EPACT92 constrain minimum equipment efficiencies. The effects of standards are modeled by modifying the technology database to eliminate equipment that no longer meets minimum efficiency requirements. Some of the EPACT92 standards implemented in the module include: gas and oil-fired boilers—minimum combustion efficiency of 0.80 and 0.83, respectively, amended to minimum thermal efficiency of 0.80 and 0.81, respectively, in 2012; gas and oil-fired furnaces—minimum thermal efficiency of 0.80 and 0.81, respectively; electric water heaters—minimum energy factor of 0.85; and gas and oil water heaters—minimum thermal efficiency of 0.80 and 0.78, respectively. A fluorescent lamp ballast standard effective in 2005 mandates electronic ballasts with a minimum ballast efficacy factor of 1.17 for 4-foot, 2-lamp ballasts and 0.63 for 8-foot, 2-lamp ballasts. Fluorescent lamps and incandescent reflector lamp bulbs must meet amended standard levels for minimum average lamp efficacy in 2012. Recent updates for commercial refrigeration equipment include maximum energy consumption standards for refrigerated vending machines and display cases based on volume.

The 10% Business Investment Tax Credit for solar energy property included in EPACT92 is directly incorporated into the cash-flow approach for projecting distributed generation by commercial photovoltaic systems. For solar hot water heaters, the tax credit is factored into the installed capital cost assumptions used in the technology choice submodule.

Energy efficiency programs

Several energy efficiency programs affect the commercial sector. These programs are designed to stimulate investment in more efficient building shells and equipment for heating, cooling, lighting, and miscellaneous end-use loads (MELs). The commercial module includes several features that allow projected efficiency to increase in response to voluntary programs (e.g., the distribution of risk-adjusted time preference premiums and shell efficiency parameters). Retrofits of equipment for space heating, air conditioning and lighting are incorporated in the distribution of premiums given in Table 5.5. Also the shell efficiency of new and existing buildings is assumed to increase from 2003 through 2040. Shells for new buildings increase in efficiency by 15.0% over this period, while shells for existing buildings increase in efficiency by 6.9%.

Commercial alternative cases

Technology cases

In addition to the AEO2014 Reference case, three side cases were developed to examine the effect of equipment and building standards on commercial energy use—a 2013 Demand Technology case, a High Demand Technology case, and a Best Available Demand Technology case. These side cases were analyzed in integrated runs with the NEMS demand and supply modules and thus include supply responses to the altered commercial consumption patterns of the three cases. AEO2014 also analyzed a Low Renewable Technology Cost case.

The 2013 Demand Technology case assumes that all future equipment purchases are made based only on equipment available in 2013. This case assumes building shell efficiency to be fixed at 2013 levels. In the High Demand Technology case, depending on technology or end use, equipment costs are lower, efficiencies are higher, and equipment is available sooner than in the Reference case. Energy efficiency investments are evaluated at 7% real rather than the distribution of hurdle rates assumed for the Reference case. Equipment assumptions were developed by engineering technology experts, considering the potential impact on technology given increased research and development into more advanced technologies. In addition to equipment improvements, building shell efficiencies are assumed to improve 25% more than in the Reference case after 2013. Existing building shells, therefore, increase by 8.6% relative to 2003 levels and new building shells by 18.8% relative to their efficiency in 2003 by 2040.

The Best Available Demand Technology case assumes that all equipment purchases after 2013 are based on the highest available efficiency for each type of technology in the High Demand Technology case in a particular simulation year, disregarding the economic costs of such a case. It is designed to show how much the choice of the highest-efficiency equipment could affect energy consumption. Shell efficiencies in this case are assumed to improve 50% more than in the Reference case after 2013, i.e., existing shells increase by 10.4% relative to 2003 levels and new building shells by 22.5% relative to their efficiency in 2003 by 2040.

Fuel shares, where appropriate for a given end use, are allowed to change in the technology cases as the available technologies from each technology type compete to serve certain segments of the commercial floorspace market. For example, in the Best Available Technology case, the most efficient gas furnace technology competes with the most efficient electric heat pump technology. This contrasts with the Reference case, in which a greater number of technologies for each fuel with varying efficiencies all compete to serve the heating end use. In general, the fuel choice will be affected as the available choices are constrained or expanded, and will thus differ across the cases.

The Low Renewable Cost case, which focuses on electricity generation, incorporates alternative assumptions for non-hydro renewable energy technologies in the power sector, the industrial sector, and the buildings sectors, including residential and commercial photovoltaic and wind systems. In this case, assumptions regarding non-renewable technologies are not changed from the Reference case. It assumes that costs for residential and commercial photovoltaic and wind systems are 20% below Reference case assumptions beginning in 2014 and continuing through the projection period.

Analysis cases

Three integrated analysis cases were completed for the AEO2014: the No Sunset, Extended Policies, and Energy Savings and Industrial Competitiveness Act cases. All cases are based upon Reference case assumptions, with additional changes made to extend existing tax credits and policies beyond those prescribed by current law.

In the No Sunset case, the 30% solar photovoltaic investment tax credit (ITC) that is scheduled to revert to a 10% credit in 2016 is, instead, assumed to be extended indefinitely at 30%. Additional tax credits for the purchase of other renewable and combined heat and power equipment, such as ground-source heat pumps and fuel cells, are also assumed to be extended indefinitely as opposed to expiring in 2016.

The Extended Policies case adopts the same assumptions as the No Sunset case and includes additional changes. For instance, federal equipment efficiency standards are updated at particular intervals consistent with the provisions in the existing law, with the levels based on ENERGY STAR specifications, or Federal Energy Management Program (FEMP) purchasing guidelines for federal agencies. Standards are also introduced for products that currently are not subject to federal efficiency standards. Updated national building energy codes reach 30% improvement in 2020 relative to the American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Building Energy Code 90.1-2004 in the commercial sector. Two subsequent rounds in 2023 and 2026 each add an assumed 5% incremental improvement to building energy codes.

The equipment standards and building codes assumed for the Extended Policies case are meant to illustrate the potential effects of these policies on energy consumption for buildings. No cost-benefit analysis or evaluation of impacts on consumer welfare was completed in developing the assumptions. Likewise, no technical feasibility analysis was conducted, although standards were not allowed to exceed “maximum technologically feasible” levels described in DOE’s technical support documents.

The Energy Savings and Industrial Competitiveness Act case begins with the Reference case and assumes passage of the energy efficiency provisions in S. 1392 including appropriation of funds at the levels authorized in the bill. New commercial building shells are assumed to be 30% more efficient than ASHRAE 90.1-2004 by 2020.

Notes and sources

[1] U.S. Energy Information Administration, 2003 Commercial Buildings Energy Consumption Survey (CBECS) Public Use Files, web site www.eia.gov/emeu/cbecs/cbecs2003/public_use_2003/cbecs_pudata2003.html.

[2] The fuels accounted for by the commercial module are electricity, natural gas, distillate fuel oil, residual fuel oil, liquefied petroleum gas (LPG), coal, motor gasoline, and kerosene. Current commercial use of biomass (wood, municipal solid waste) is also included. In addition to these fuels the use of solar energy is projected based on an exogenous estimate of existing solar photovoltaic system installations, projected installations due to state and local incentive programs, and the potential endogenous penetration of solar photovoltaic systems and solar thermal water heaters. The use of wind energy is projected based on an estimate of existing distributed wind turbines and the potential endogenous penetration of wind turbines in the commercial sector.

[3] The end-use services in the commercial module are heating, cooling, water heating, ventilation, cooking, lighting, refrigeration, PC and non-PC office equipment and a category denoted “miscellaneous end-use loads (MELs)” to account for all other minor end uses.

[4] The 11 building categories are assembly, education, food sales, food services, health care, lodging, large offices, small offices, mercantile/services, warehouse, and other.

[5] The detailed documentation of the commercial module contains additional details concerning model structure and operation. Refer to U.S. Energy Information Administration, Model Documentation Report: Commercial Sector Demand Module of the National Energy Modeling System, DOE/EIA M066(2013), (November 2013).

[6] The commercial floorspace equations of the Macroeconomic Activity Model are estimated using the McGraw-Hill Construction Research & Analytics database of historical floorspace estimates. The McGraw-Hill Construction estimate for commercial floorspace in the U.S. is approximately 16% lower than the estimate obtained from the CBECS used for the Commercial module. See F.W. Dodge, Building Stock Database Methodology and 1991 Results, Construction Statistics and Forecasts, F.W. Dodge, McGraw-Hill.

[7] The commercial module performs attrition for 9 vintages of floorspace developed using stock estimates from the previous 5 CBECS and historical floorspace additions data from McGraw-Hill Construction data.

[8] In the event that the computation of additions produces a negative value for a specific building type, it is assumed to be zero.

[9] “Other office equipment” includes copiers, fax machines, scanners, multi-function devices, data center servers, and other miscellaneous office equipment. A tenth category denoted “miscellaneous end-use loads (MELs)” includes equipment such as elevators, escalators, medical, and other laboratory equipment, laundry, communications equipment, security equipment, transformers, and miscellaneous electrical appliances. Commercial energy consumed outside of buildings and for combined heat and power is also included in the “MELs” category.

Notes and sources (cont.)

[10] Based on 2003 CBECS end-use-level consumption data developed using the methodology described in Estimation of Energy End-Use Intensities, web site www.eia.doe.gov/emeu/cbeecs/tech_end_use.html.

[11] The proportion of equipment retiring is inversely related to the equipment life.

[12] National Oceanic and Atmospheric Administration, National Weather Service, Experimental Monthly Degree Day Forecast, <http://www.cpc.ncep.noaa.gov/pacdir/DDdir/ddforecast.txt>. Explanation of forecast available at <http://www.cpc.ncep.noaa.gov/pacdir/DDdir/N1.html>.

[13] Commercial pre-rinse spray valves are handheld devices used to remove food residue from dishes and flatware before cleaning.

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