Defense Health Agency

PROCEDURAL INSTRUCTION

NUMBER 4000.03
April 28, 2022

Director, J-8

SUBJECT: Energy and Water Resource Management

References: See Enclosure 1

1. PURPOSE. This Defense Health Agency-Procedural Instruction (DHA-PI), based on the authority of References (a) and (b), and in accordance with the guidance of References (c) through (s), establishes the DHA's procedures for the management of energy and water resources consumed at all DHA Components.

2. APPLICABILITY. This DHA-PI applies to the DHA, DHA Components (under the authority, direction, and control of DHA), the Military Departments (MILDEPs), and to all personnel including: assigned or attached active duty and reserved members, federal civilians, contractors (when required by the terms of the applicable contract), and other personnel assigned temporary or permanent duties within the DoD.

3. POLICY IMPLEMENTATION. It is DHA's instruction, pursuant to References (d) through (s), that DHA will implement standard procedures for energy and water resources management for all DHA-assigned facilities.

4. RESPONSIBILITIES. See Enclosure 2.

5. PROCEDURES. See Enclosure 3.

6. PROPONENT AND WAIVERS. The proponent of this publication is the Director, Financial Operations (J-8). When Activities are unable to comply with this publication the activity may request a waiver that must include a justification, to include an analysis of the risk associated with not granting the waiver. The activity director or senior leader will submit the waiver

request through their supervisory chain to the Director, J-8 to determine if the waiver may be granted by the Director, DHA or their designee.

7. RELEASABILITY. **Cleared for public release**. This DHA-PI is available on the Internet from the Health.mil site at: https://health.mil/Reference-Center/Policies and is also available to authorized users from the DHA SharePoint site at: https://info.health.mil/cos/admin/pubs/SitePages/Home.aspx.

8. EFFECTIVE DATE. This DHA-PI:

a. Is effective upon signature.

b. Will expire 10 years from the date of signature if it has not been reissued or canceled before this date in accordance with Reference (c).

/S/
RONALD J. PLACE
LTG, MC, USA
Director

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ENCLOSURE 1

REFERENCES

(a) DoD Directive 5136.01, "Assistant Secretary of Defense for Health Affairs (ASD(HA))," September 30, 2013, as amended
(b) DoD Directive 5136.13, "Defense Health Agency (DHA)," September 30, 2013, as amended
(c) DHA-Procedural Instruction 5025.01, "Publication System," August 24, 2018, as amended
(d) 10 U.S.C. §1073c
(e) DHA Plan, Version 6, "Plan 3: Implementation Plan for the Complete Transition of Military Medical Treatment Facilities to the Defense Health Agency," August 12, 2019[1]
(f) DoD Directive 7045.14, "The Planning, Programming, Budgeting, and Execution (PPB&E) Process," January 25, 2013, as amended
(g) DoD Instruction 6015.17, "Military Health System (MHS) Portfolio Management," January 13, 2012, as amended
(h) DHA-Procedural Instruction 4165.01, "Real Property Asset (RPA) Management," June 22, 2017
(i) DHA-Technical Manual 4165.01, Volume 2, "Defense Medical Logistics Standard Support – Facilities Management (DMLSS-FM): Requirements Module," February 20, 2018, as amended
(j) Public Law 109-58, "Energy Policy Act of 2005" August 8, 2005
(k) Public Law 110-140, "Energy Independence and Security Act (EISA) 2007," December 19, 2007
(l) Department of Defense Instruction 4170.11, "Installation Energy Management," December 11, 2009, as amended
(m) Department of Defense Directive 4180.01, "DoD Energy Policy," April 16, 2014, as amended
(n) Handbook, "Department of Defense Energy Manager's Handbook," August 25, 2005
(o) American Society of Heating, Refrigerating, and Air Conditioning Engineers (ASHRAE) Standard 90.1, "Energy Standard for Buildings Except Low-Rise Residential Buildings," 2019[2]
(p) United Facilities Criteria (UFC) 1-200-02, "High Performance and Sustainable Building Requirements," current edition
(q) DoD Instruction 8500.01, "Cybersecurity," March 14, 2014, as amended
(r) DoD Instruction 8510.01, "Risk Management Framework (RMF) for DoD Information Technology (IT)," March 12, 2014, as amended
(s) DoDI 4165.14, "Real Property Inventory (RPI) and Forecasting," January 17, 2014, as amended

[1] This reference can be obtained by calling Strategic Planning and Functional Integration mainline at 703-681-1552
[2] This reference can be obtained by contacting the American Society of Heating, Refrigerating, and Air Conditioning Engineers via www.ashrae.org/technical-resources/bookstore/standrard-90-1

ENCLOSURE 2

RESPONSIBILITIES

1. DIRECTOR, DHA. The Director, DHA will implement policy, guidance, and instructions consistent with References (b) and (d) with respect to energy and water resource management within DHA.

2. DIRECTOR, J-8. The Director, J-8 will prepare and submit program and budget requirements for sustainment, restoration, and modernization, related to energy and water resource management, pursuant to guidance of the Assistant Secretary of Defense for Health Affairs for the DoD Planning, Programming, Budgeting, and Execution process in accordance with Reference (b)

3. SECRETARIES OF MILDEPs. The Secretaries of MILDEPs will reconcile, at least annually, their Real Property Inventory records with DHA for where DHA components occupy, operate, or maintain facilities or land for which the MILDEPs have real property accountability, in accordance with Reference (s).

4. CHIEF, DHA FACILITIES ENTERPRISE (FE). The Chief, DHA-FE will:

a. Manage, monitor, and provide oversight in coordination with the DHA Activities, to ensure compliance with the established standards in accordance with References (f) and (g).

b. Establish standards, policy, guidance, and instructions for effective energy and water resource management in accordance with References (h) through (s).

c. Establish specific internal controls to ensure compliance with the appropriate energy and water management standards as cited in References (h) through (s).

d. Identify a DHA-FE Energy Program Manager (EPM) who will be responsible for all Energy and Water Master Program (EWMP) activities, providing recommendations, and providing technical assistance (reviewing statements of work, design documents, etc.) and training.

5. DHA-FE ENERGY PROGRAM MANAGER (EPM). The DHA-FE EPM will:

a. Coordinate with the Facilities Managers (FM), Facility Directors, and Activity Energy Managers to develop and submit packages for energy and water management awards.

b. Monitor trends in energy and water consumption data and make recommendations concerning DHA-wide remediation and resolution.

c. Provide energy and water management support services to all DHA activities. DHA-FE will maintain a database of DHA and MILDEP subject matter experts that can be utilized as part of these support services. Where support is required from any of the MILDEPs, DHA-FE will be responsible for the funding of the associated MILDEP travel expenses.

d. Provide energy and water management support utilizing outside contractors. To support this requirement, DHA-FE will develop and maintain performance work statements for facilities-related support services.

e. Provide energy and water management training support services to all DHA activities, as appropriate.

6. DIRECTORS, DIRECT REPORTING ORGANIZATIONS (DRO). The Directors, DRO will appoint an Activity Energy and Water Manager (AEWM) to administer an energy management program for their respective facilities.

7. ACTIVITY ENERGY AND WATER MANAGER (AEWM). The AEWM will:

a. Work with their respective supporting installation and DHA-FE to coordinate energy investments.

b. Work with their respective supporting installation and DHA-FE to implement actions in alignment with all relevant statutes, Executive Orders, and other regulatory requirements to achieve specified energy reduction goals.

c. Provide the necessary support to their supporting installation and DHA-FE energy reporting requirements.

ENCLOSURE 3

PROCEDURES

1. BACKGROUND. Energy and water commodity costs and security are an ever-growing concern for the DHA. Reduction or loss of these commodities would have a severe impact to mission. To minimize the possibility of future impact, this policy document outlines reduction goals as set forth in References (j) through (m) and References (p) through (s). While these goals are currently installation-specific, DHA Activities are large consumers of energy and water at each installation and must partner with their respective installations to reduce energy and water consumption. All DHA Activities must partner with their respective installation utilities management component (i.e., Air Force Base Civil Engineering, Army Directorate of Public Works, or Navy Department of Public Works) in accordance with Reference (l) to ensure Defense Health Program (DHP)-funded activities are doing their part to assist the installation in meeting its reduction, resiliency, and energy security goals.

2. POLICY. DHA Activities must take reasonable and life cycle cost-effective actions to conserve energy and water in facility operations in accordance with this policy. However, project planning must ensure actions will be implemented without endangering or compromising patient care, mission, readiness, or safety requirements. Along the lines of patient safety, additional considerations must also be given to the impact of proposed energy conservation measures on military medical treatment facility water quality management programs with respect to Joint Commission water management requirements.

3. IMPLEMENTATION GUIDELINES

a. Personnel. It is the responsibility of each DHA Activities to appoint an AEWM to administer an energy management program for their respective facilities. The AEWM will be the advocate for planning and executing all viable conservation and resiliency projects, promoting conservation awareness, submitting utility bill documentation to the DHA-FE EPM, and maintaining the status (e.g., project timeline, project cost, commodity savings, cost savings) for all conservation and resiliency projects. The AEWM is also responsible for all EWMP activities for their respective facilities.

b. Facilities. In accordance with Reference (k), Section 432, federal agencies are required to identify "covered facilities" that constitute at least 75 percent of their total facility energy use for inclusion in their respective energy management programs. Accordingly, all DHA Activities will include, at a minimum, all facilities in their respective inventories over 10,000 gross square feet (GSF). Smaller facilities may be included at the AEWM's discretion. Leased and relocatable facilities are not typically included in a site's EWMP, however, can be included at the AEWM's discretion.

c. EWMP. In accordance with Reference (k), Section 432, a Comprehensive Energy and Water Evaluation must be maintained for each covered facility in the inventory over 10,000 GSF. For the DHA, the Comprehensive Energy and Water Evaluations are EWMP. Smaller facilities may be evaluated at the FM's discretion. At a minimum, EWMPs must consist of a comprehensive energy audit, utility consumption analysis, and financial analysis in accordance with American Society of Heating, Refrigerating, and Air Conditioning Engineers guidelines. EWMP reports must contain detailed information documenting historical and baseline consumption, energy and water conservation measures (WCM), renewable energy measures, re/retro-commissioning (RCx) measures, utility meter evaluation and inventory, and executed energy and water conservation projects. Per Reference (k), Section 432, a comprehensive site survey (i.e., evaluation) and EWMP report must be completed for each DHP-funded facility included in the activity's EWMP once every four years. EWMP reports must be forwarded to the DHA-FE EPM for inclusion in the DHA World Class Toolkit. DHA-FE and facilities management staff will ensure all necessary staff are available for EWMP site audits and report reviews.

(1) All DHA Activities will be responsible for the prioritization, programming, and execution of resulting EWMP activities within the DHA Activities' level of authority.

(2) For EWMP requirements above the DHA Activities' funding level authority, Requirements Packages (RPs) will be submitted for consideration via the Defense Medical Logistics Standard Support Requirements Module in accordance with Reference (i). DHA-FE will be responsible for the prioritization, programming, and execution of those related RPs. It will be left to DHA-FE to determine whether the RP is considered as part of the DHA-FE Facilities Sustainment Board, Work Induction Board (WIB), or funded through an energy program support contract.

d. Active Energy Management Building Automation Systems (BAS). BAS have been integral to maintaining proper building temperature and humidity required for patient care. However, based on system capabilities of older BAS, these systems were limited to basic environmental control. As obsolete BAS are updated and replaced and as new BAS is installed as part of new building construction, it is an objective of DHA-FE to upgrade these existing BAS to support the following upgraded capabilities:

(1) Upgraded Equipment Communication and Control. In most cases, the equipment requiring further monitoring (i.e., chillers, boilers, generators, automatic power transfer panels, main distribution power breakers, variable frequency drives, utility sub-meters, lighting control systems, etc.) is already part of the building equipment and requires only minimal upgrades to connect to the BAS control network via Building Automation and Control Network communication protocol. Then, through the application of control programming, the BAS will respond to increases in energy demand that exceed programmed thresholds by reducing consumption peak shaving/load shedding actions such as reducing lighting levels, adjusting space temperatures, adjusting heating and chilled water temperatures. These expanded control functions will optimize physical plant performance that has the potential to reduce energy demand and consumption, especially during periods of reduced operational demands.

(2) Upgraded Metering and Sub-metering Capabilities. In addition to optimizing physical plant performance, the upgraded equipment communication capabilities allow for the trending and reporting of energy demand and use without human intervention by internal electronic metering to capture data from a multitude of reporting sensors (i.e., temperature, humidity, power demand and consumption, pipe flows, etc.). This also allows for various system configurations to report energy demand and consumption on a single building basis or various "submeters" that can trend data on any basis (i.e., by department, by floor).

(3) Training and Support. The sophisticated features of the newer BAS systems, along with the complex engineered sequence of operations, make these systems critical to both patient care as well as energy and water management. With that in mind, it is essential that these systems are maintained in accordance with original manufacturer requirements. It is also essential that each DHP-funded facility provides for the recurring validation of system operations and the adherence to the engineered sequence of operations. Because of these requirements, it is critical that personnel operating and maintaining the BAS are properly trained and certified by the BAS manufacturer. In order to support these O&M requirements, DHA-FE, in conjunction with the associated FM, will consider and support any or all of the following:

(a) System validation by the installer within the first year of operation. This is in addition to normal warranty requirements.

(b) Recurring Original Equipment Manufacturer (OEM) training and certification programs for in-house staff.

(c) For site O&M contracts, clearly defined BAS operator requirements as well as OEM system-based training and certification requirements.

(d) Recurring O&M (local) contracts that are utilized to not only provide day-to-day O&M support, but also include options to provide recurring system inspection and validation.

(e) DHA-FE sponsored technical staff that are OEM trained and certified that can be used for command inspection support, O&M contract quality assurance, technical investigation, and consultation "reach back" support.

(f) DHA-FE-sponsored OEM consultation contracts that can support command inspections and O&M contract quality assurance and provide technical investigation and consultation "reach back" support.

e. RCx and Ongoing Commissioning (OCx). RCx examines, analyzes, and optimizes energy consuming system performance, equipment operation, and occupant comfort to identify and resolve O&M issues. RCx utilizes a four-phase process that includes analysis, implementation, enhanced implementation, as well as measurement and verification, training, and follow-up. OCx utilizes technology and culture change to optimize energy consuming systems. Through OCx, implemented RCx measures are investigated on a regular basis, and staff is trained on RCx measures to increase the awareness and consideration of energy-saving initiatives. OCx is best

implemented using enhanced monitoring, robust data analytics, and strict standard operating procedures.

(1) DHA-FE will be responsible for identifying RCx and OCx opportunities from across the entire DHA FE based on activity energy and water usage data. DHA-FE will be responsible for the prioritization, programming, and execution of those opportunities. DHA-FE will determine whether an initiative will be funded as part of the WIB process or funded through an energy program support contract.

(2) DHP-Funded RCx and OCx opportunities will be coordinated with the activity FM, AEWM, energy and water suppliers, and applicable O&M service providers. Activities will ensure O&M service providers, especially controls staff, will be available for RC and OCx implementation, enhanced implementation, measurement and verification, and report review.

f. Utility Meters. DHA-FE recognizes that host installations may be providing utility reporting for the various DHP-funded facilities. An example of this is the Navy's energy reporting tool, Navy Shore Geospatial Energy Module, which compiles and reports utility consumption documented from invoices per building per installation. Accordingly, DHA-FE will be responsible for developing a metering program utilizing either host installation or DHP-funded facility systems. Where DHP-funded metering systems are installed, the objective would be to install systems that are capable of metering all utilities, regardless of utility source (i.e., installation public works activities, public utility, or privatized energy source). These metering systems will be electronic data collection capable as well as allow independent physical readings by activity Facilities Management or service provider personnel. Facilities included in an activity's EWMP will include: facilities greater than 10,000 GSF. All major energy and water consumption equipment will be sub-metered. Make-up water to cooling towers, renewable energy, energy conservation, and water conservation systems will be sub-metered. If a DHA Activity has tenants, all tenant utilities will be sub-metered. DHA Activities will maintain a log of all utility meters to include type, make, model, serial number, units, and multiplier broken down by facility in the EWMP report. Utility meters beyond private utility meters or installation-owned meters are not applicable to leased facilities or relocatable facilities.

(1) DHA-FE's metering goal is to have an enterprise-wide system that utilizes advanced metering infrastructure-compliant smart electric meters on all main electrical feeds and utilizes meters with pulse generators for all other utilities. Additionally, it is the goal of DHA-FE to utilize advanced metering infrastructure-compliant smart electric meter(s) that also have pulse inputs to accept pulse generators from all other utility meters (water, natural gas, steam, etc.). Finally, all metering data will report to the facility BAS.

(2) DHA-FE is responsible for developing the requirements for an enterprise-wide metering system that will further the accomplishment of DHA-FE metering goals as noted above. DHA-FE will be responsible for developing an overall implementation plan, associated project documentation, and project estimates. DHA-FE will also be responsible for the prioritization, programming, and execution of associated projects.

g. Energy Consumption Reporting. Each DHA Activity must document all utility consumption and associated costs on a monthly basis. On at least a quarterly basis, each site must forward a summary report to DHA-FE. Each site must maintain all supporting data to include consumption reports, all utility bills, invoices, any utility meter consumption logs, and any other necessary supporting documentation broken down by facility and utility. Supporting energy data will be made available for review during any associated DHA site visits and during any DHA-sponsored EWMPs. Each site must report quarterly the implementation status, cost, construction progress, and utility savings for each of the measures specified in the activity's EWMP. Each site must report updated Installation Support Agreement utility rates yearly. The Summary Energy Consumption Data Fields for Quarterly Reports must include the following data fields for each reportable utility:

Table 1. Required Energy Consumption Report Data Fields

Region	Consumption Quantity
Site Name	Consumption Units
Building Number	Demand
Building Name	Demand Units
Fund Center	Price Per Unit
RPUID	Total Cost
Meter # Provided By	Report Start Date
Meter #	Report End Date
Utility	Notes
Unit Type	

h. Analytics. Based on information collected from the sites and DHA-FE system databases, DHA-FE will build and maintain analytics and dashboards. Dashboards will provide instantaneous snapshots of DHA-FE's Facility Energy Score (equivalent to the Environmental Protection Agency's Energy Star Score), show energy and water cost and consumption data, track utility bill and energy consumption submission, and compare utility bills to utility spending as reported to DHA-FE. The dashboards will also be capable of report generation to assist with the DHA-FE or support contractor review and audit.

i. Compliance. Progress toward all federal and DoD metering, energy and water conservation, resilience, and security goals must be tracked and monitored in accordance with References (j) through (m).

j. Facility Maintenance, Repair, Renovation, and New Construction. Facility maintenance, repair, and renovation actions, regardless of the execution vehicle, must not reduce the energy or water efficiency of a facility. Measures identified in the EWMP reports must be incorporated into maintenance and repair projects, where it is life cycle cost effective. Per Reference (o), all new facility construction and major renovation projects must perform 30 percent better than the baseline performance rating set forth in Reference (p). All new construction must implement energy and WCMs where life cycle cost effective. New construction must also include green-building certification of those buildings through any of the systems approved for federal use in

accordance with References (m) and (p). All facility maintenance, repair, and renovation action must also be coordinated with the respective host installation to ensure facility actions align with the respective Installation Energy and Water Plan, where applicable.

k. Facility-Related Control Systems. In support of DoD initiatives related to cybersecurity, all projects for facility maintenance, repair, renovation, and new construction (especially BAS installation and upgrades) will be reviewed by DHA-FE, in conjunction with the site FMs, for compliance with DoD and DHA cybersecurity requirements. Refer to References (q) and (s) and DHA policy and procedures for more detailed guidance concerning cybersecurity requirements. All facility maintenance, repair, and renovation action must also be coordinated with the respective host installation to ensure facility actions align with the respective Installation cybersecurity requirements, where applicable.

l. Incentives. FMs will be responsible for coordinating with host installations to ensure DHP-funded activities receive applicable financial (i.e., rebates or rate discounts) or other incentives (i.e., load shedding or renewable credits) from utility providers or other programs. Incentives resulting from facility or system modifications or upgrades must be identified by the site during the WIB process.

m. Alternate Funding Sources. Other known funding opportunities include the Energy Resiliency Conservation Investment Program (ERCIP) and Energy Savings Performance Contracts (ESPC). Contracts or agreements must be approved in writing by DHA-FE prior to execution and will only be considered on low-risk facilities, and must not be entered into without written approval by DHA-FE. It is important to note these projects do not compete for resources with Military Construction or O&M funding, and coordination is required to prevent double funding of requirements. Assistance in identifying and submitting potential projects is available from the DHA-FE. FMs are strongly encouraged to submit for funding for energy and WCMs. Additional information related to these alternate funding sources is as follows:

(1) ERCIP. ERCIP is a DoD military construction funded program which targets energy and water conservation and resiliency projects with a specific savings-to-investment ratio (as defined by the DoD ERCIP. The goal of the program is to improve the energy efficiency and resilience of existing DoD facilities. The Office of the Secretary of Defense conducts an annual call for ERCIP project submissions in the spring of each year. ERCIP project submissions must be submitted in accordance with Reference (m). Annual guidance can also be found at the Office of the Assistant Secretary of Defense (Sustainment) Energy Resilience and Conservation Investment Program website at https://www.acq.osd.mil/eie/IE/FEP_ECIP.html. ERCIP project submissions should be staffed through the DHA-FE.

(2) ESPC. Reference (j) reauthorized private sector funding to accomplish energy saving retrofits in federal facilities. An ESPC is a contracting methodology in which a private contractor, called an energy services company, performs services such as facility energy audits, installation, operation, and maintenance of equipment, technical services, and similar work in "partnership" with DHA-FE. ESPCs generally function as Indefinite Delivery/Indefinite Quantity contracts in which the contractor identifies energy improvements, performs the work at a fixed price, and secures financing to pay for the improvements. DHA-FE then repays this loan

from the realized energy savings (i.e., utility bill savings). In addition to prior approval, good billing practices, installation agreements, robust historical data, and utility meters are required prior to entering into an ESPC. An ESPC may be used for any work that results in a simple payback of 10 years or less. The actual loan term can extend up to 25 years. All ESPCs must be approved in writing by DHA-FE prior to execution and will only be considered on low-risk facilities.

(3) The Federal Energy Management Program and Department of Energy Funding. The Federal Energy Management Program and Department of Energy sometimes send notices of available funding and support. Any such notices must be provided to DHA-FE. DHA-FE could fund, for example, the United States Army Office of Energy Initiatives to conduct assessments in support of DHA-FE projects related to energy resilience and security project initiatives exceeding 10 Megawatts.

n. DHA Technical and Organization Inspection. In addition to the technical and consulting support cited above, DHA-FE will be responsible for developing a recurring Technical and Organization Inspection Program to ensure compliance with the DHA-FE EWMP. These inspections will also be utilized to confirm observed consumption data trends, assist sites in identification of potential EWMP initiatives, and to relay technical information related to EWMP initiatives at other sites throughout the DHA enterprise. It will be left to DHA-FE to determine what inspection resources (i.e., DHA-FE staff, subject matter experts, contractor support) are required.

GLOSSARY

PART I. ABBREVIATIONS AND ACRONYMS

AEWM	Activity Energy and Water Manager
BAS	building automation system
DHA-PI	Defense Health Agency-Procedural Instruction
DHP	Defense Health Program
DRO	Direct Reporting Organizations
EPM	Energy Program Manager
ESPC	Energy Savings Performance Contract
ERCIP	Energy Resiliency Conservation Investment Program
EWMP	Energy and Water Management Program
FE	Facilities Enterprise
FM	Facilities Manager
GSF	gross square feet
MILDEP	Military Department
OCx	ongoing commissioning
OEM	Original Equipment Manufacturer
O&M	operations and maintenance
RCx	re/retro-commissioning
RP	Requirements Package
WCM	Water Conservation Measure
WIB	Work Induction Board

PART II. DEFINITIONS

DHA Activity. Those activities that are managed by the DHA, to include those activities directly assigned to the DHA and other medical-related facilities that are managed by DHA but are funded by a Military Department (i.e., readiness facilities, medical research facilities), with funds being transferred in accordance with a Memorandum of Agreement.

DHP-Funded Activity. Activities funded with DHPs funds, regardless of whether they are assigned to DHA or to a specific Service.

DRO. Direct Reporting Markets, Small Market and Stand-Alone Medical Treatment Facility Organization, and Defense Health Agency Regions reporting to the DHA.