The New Hampshire Municipal Energy Assistance Program

Decision Grade Audit Report

Sullivan Public library
436 Centre Street Sullivan, NH 03445

Prepared for:

Town of Sullivan, NH

Prepared by:

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Jeffrey H. Taylor & Associates, Inc.

Clean Air Cool Planet

Sustainable Energy Resource Group
Efficiency Makes Sense

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Carbon Solutions New England™

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1/10/2010

The following report was generated as part of the Municipal Energy Assistance Program (MEAP). MEAP is made possible through the New Hampshire Public Utilities Commission and the Greenhouse Gas Emissions Reductions Fund. The program is a collaborative effort to carry out a sequence of greenhouse gas emissions inventories and energy audits for between 24 and 48 geographically diverse communities in New Hampshire, setting the stage for these communities to perform renovations to selected buildings that would reduce energy consumption and greenhouse gas emissions. This report has been generated as a result of the Town of Sullivan being selected to participate in this program.

To follow MEAP updates and activities please visit www.nhenergy.org.

Additionally, this report would not be possible without the assistance and input provided by municipal employees and volunteers. We are grateful for the time provided to us by many of the Town of Sullivan staff members and volunteers, without which this report would not be as thorough as it is.

For questions regarding this report, please contact:

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Introduction:

MEAP partners are pleased to provide this Decision-Grade Audit Report for the Town of Sullivan and the Town Library (hereinafter "the building"). This report discusses the findings and subsequent recommendations for energy efficiency improvements at the building. Included within this report are details regarding the walk-through and exploration conducted in the facility and examples that illustrate recommended building alterations and improvements that can reduce energy costs and the building's natural resource footprint. In this report we will provide a set of options that can help achieve real energy savings and carbon dioxide reductions. These recommendations should be viewed as initial avenues to participating in several State level funding opportunities for municipal energy projects. These funds distributed under the aegis of the ARRA (American Recovery and Reinvestment Act) are targeted specifically to towns and cities.

Prior to the audit process beginning, each selected municipality must carry out the MEAP energy inventory process. The inventory process is required in order to receive an energy audit. This report relied on those initial findings to help determine the most appropriate building to conduct an energy audit for, with the intent of maximizing the potential energy savings.

The Audit

The first stage of any audit process is understanding the nature of the system and the objectives of the audit. The use of the building and the Town's goals and objectives are the foundation of a solid audit. In most cases, these objectives combine environmental and economic goals. In the case of public buildings and facilities, comfort and safety are also primary concerns that help guide our analysis and recommendations.

A decision grade audit involves an inventory of heating systems, quantification of energy usage (electrical and heating fuel), and the process of coordinating this information with the goals and objectives of the Town into a decision tool. Under MEAP we look to provide recommendations that will, if carried out, help the Town achieve at least a 30% reduction in energy consumption. The level of detail provided herein is meant to create the basis upon which investment grade audits and decisions can be made. The decision grade audit is meant to filter options and expectations so that the Town can understand the fundamental building system, how changes to the system can result in economic and environmental benefits and how those changes can interact with other policy and philosophical objectives.

The following information will describe the characteristics witnessed during the walk-through and those areas of the building complex where improvements may be made. The objective of these recommendations is to create a series of options the Town can further explore.
On December 7th 2009, Tobias Marquette of SDES Group toured the four municipal buildings in the Town of Sullivan to determine which of the four buildings would receive a Decision Grade Audit under the Municipal Energy Assistance Program. After much consideration, we were able to narrow it down to the Fire Station and the Library. Our final decision to audit the Library was based according to data retrieved from Municipal Greenhouse Gas and Energy Use Comparative

Report for Sullivan for 2005 and 2008, and the identification of energy efficiency project opportunities at the Library.

Energy Data Collection:

The inventory process provided an opportunity to collect valuable energy data information for the building and is included to show the witnessed use/consumption over a given timeframe. While this information assisted the audit team in identifying which building to conduct the audit for, the audit team also carried out an initial walk-through at additional buildings to view the building characteristics and make the appropriate selection thereof. The remainder of this report will further explain those building characteristics found at the Sullivan Library.

Electrical:
Two years of electrical data were collected for the years 2005 and 2008. Based on this information, after totaling the electrical consumption and cost for the two years, the average year's total cost price per kwh of electricity is as follows:

2005 – N/A **2008** - $0.18/kwh

Electricity			
Building: Sullivan Library			
Fuel Type: Electricity, Grid Purchase (kWh **Space(s):** Entire Facility			
Start Date	**End Date**	**Energy Use**	**Cost - US Dollars**
12/1/2008	12/31/2008	401	$76.33
11/1/2008	11/30/2008	488	$90.68
10/1/2008	10/31/2008	484	$90.05
9/1/2008	9/30/2008	362	$69.77
8/1/2008	8/31/2008	337	$65.65
7/1/2008	7/31/2008	319	$62.69
6/1/2008	6/30/2008	370	$67.87
5/1/2008	5/31/2008	389	$70.85
4/1/2008	4/30/2008	505	$88.74
3/1/2008	3/31/2008	517	$90.10
2/1/2008	2/29/2008	555	$94.42
1/1/2008	1/31/2008	560	$94.98
12/1/2005	12/31/2005	505	$0.00
11/1/2005	11/30/2005	426	$0.00
10/1/2005	10/31/2005	354	$0.00
9/1/2005	9/30/2005	369	$0.00
8/1/2005	8/31/2005	297	$0.00
7/1/2005	7/31/2005	256	$0.00
6/1/2005	6/30/2005	338	$0.00
5/1/2005	5/31/2005	435	$0.00
4/1/2005	4/30/2005	444	$0.00
3/1/2005	3/31/2005	575	$0.00
2/1/2005	2/28/2005	493	$0.00
1/1/2005	1/31/2005	471	$0.00

Thermal:

Unfortunately, we only have one complete year of price data for the propane entered, making it a challenge to evaluate the price change between 2005 and 2008.

Propane			
Building: Sullivan Library			
Fuel Type: Propane, No fuel generation method **Space(s):** Entire Facility			
Start Date	**End Date**	**Energy Use**	**Cost - US Dollars**
12/1/2008	12/31/2008	251.2	$671.91
5/1/2008	11/30/2008	157.8	$463.01
4/1/2008	4/30/2008	300.2	$892.26
2/1/2008	3/31/2008	317.3	$930.17
1/1/2008	1/31/2008	268.7	$780.24
12/1/2005	12/31/2005	269	$0.00
5/1/2005	11/30/2005	243	$0.00
3/1/2005	4/30/2005	298	$0.00
2/1/2005	2/28/2005	273	$0.00
1/1/2005	1/31/2005	249	$0.00

*Note: The presented data was extrapolated from energy information entered into the EPA's Portfolio Manager.

Name of Building	Energy Use (MMBtu)	Energy %	CO2 emissions (tons)[1]	CO2 %	Energy Cost (US$)	Energy Cost %
Library	141	14	9	18	4183	28

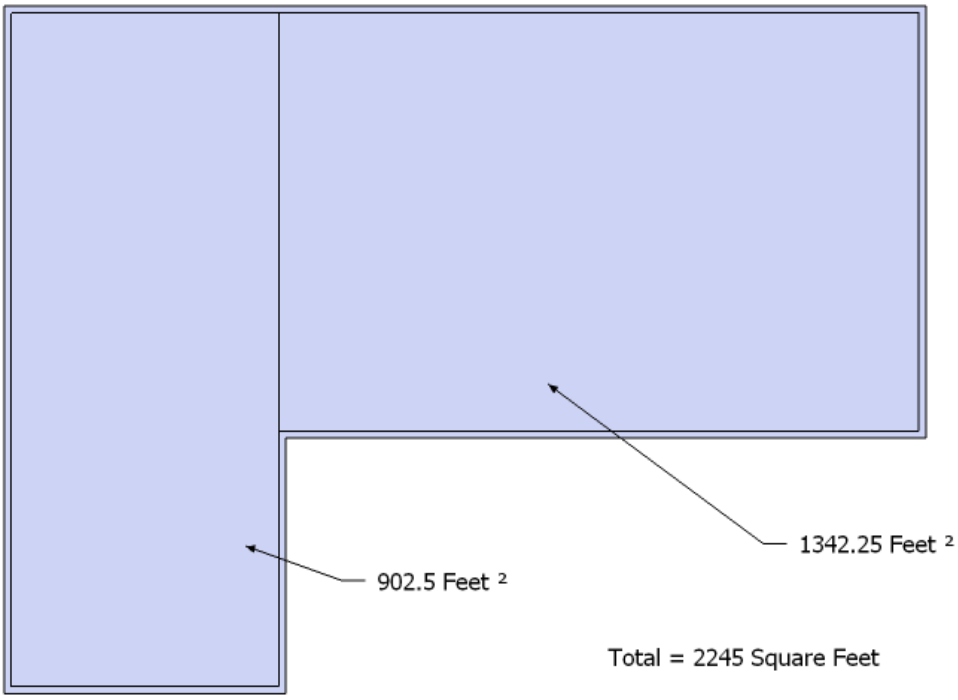
Name of Building	Type(s) heating fuel used	Area (Sq. Ft.)	Site energy intensity (kBtu/sq ft)[2]	Site intensity in local small town	Average Site kBtu/sq ft for building type	Source energy intensity (kBtu/sq ft)[3]	Source intensity in local small town	Average source kBtu/sq. ft for building type
Library	Propane	2859	48	67	104	62	93	246

* The above charts were extrapolated from the Sullivan Municipal Greenhouse Gas and Energy Use Baseline Report, originally generated under the Cool Monadnock Project. Energy intensity data generated by EPA Portfolio Manager Program.

[1] Carbon emissions on the EPA Portfolio Manager software are measured as carbon dioxide emissions only and do not include equivalents for other types of greenhouse gas emissions.
[2] Site energy intensity = amount of energy expended per square foot *on site* to heat, cool, and electrify the area. This measure relates to how much is being used on site and fluctuates directly with how much lighting is being used, how thermostats are kept, etc.
[3] Source energy intensity = amount of energy expended per square foot based on the source of energy (hydropower, nuclear, coal, fuel oil, etc) and the efficiency of that fuel type.

Building Description:

The library is a single story, slab on grade building. The original building is about 1342 ft² and was constructed in the mid 1800's. Some renovations have taken place over the years, including an approximately 900 ft² addition which was built in 1997.



Floors:

All the floors of this building are concrete. The addition was built on a slab, and the floor in the original section was removed some time ago and filled with concrete.

It appears as though this slab is not insulated, and is responsible for much of the buildings heat-loss, which is visible in Figures 1 and 2.

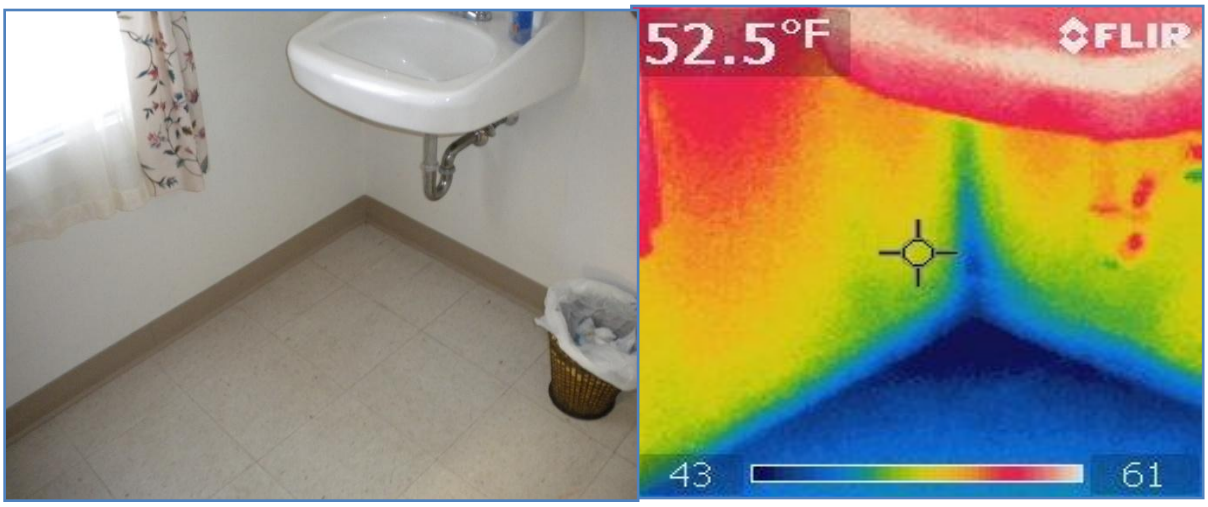


Figure 1

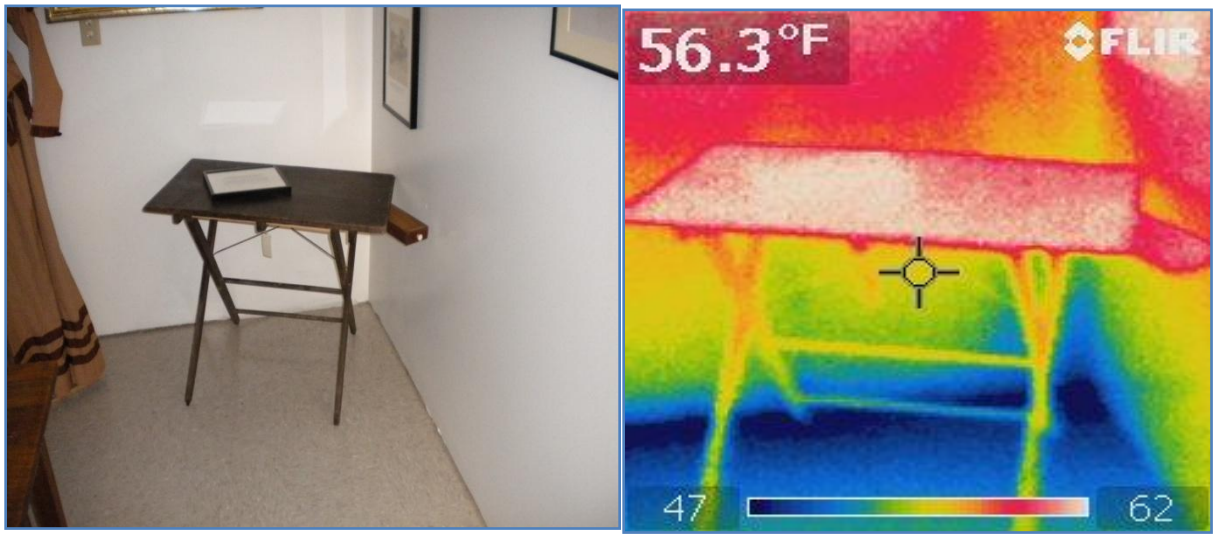


Figure 2

Recommendation:

Unfortunately, it would take a great deal of effort slow the heat-loss from the floor. The most effective way would be to put down rigid foam board on the concrete, and install a new floor system on top of this. Though this would produce long term savings, it would be expensive, and would be cost effective only if many other inefficient aspects of the building were a dealt with first.

Exterior Walls:

The original building was constructed with posts and beams, and was later insulated with fiberglass batts. As visible in Figure 3, this is likely R-11 insulation, and is not serving as a strong thermal boundary by any means. These exterior walls extend vertically about 2 feet beyond the suspended ceiling.

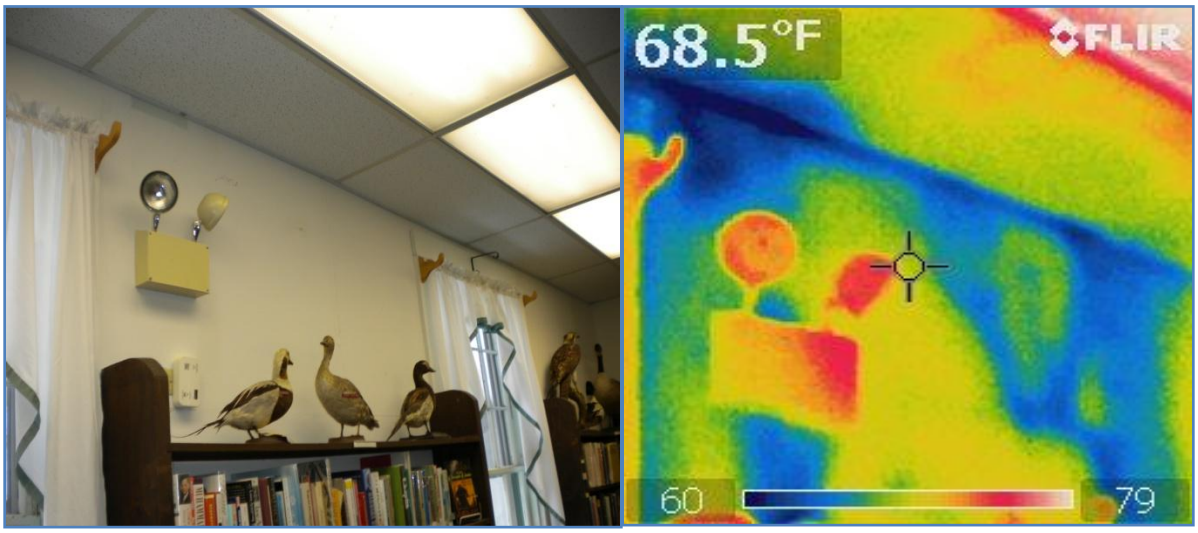


Figure 3

Figures 4 and 5, below, exemplify the quality of workmanship when the walls were insulated. What is visible in Figure 4 is a section of the wall above the suspended ceiling in the main room of the Building. Figure 5 show a length of the same wall that has no insulation at all. Both of these are very important examples when considering the aspects of the next section of this report on ceilings.

Recommendation:

Correcting the issues seen in figures 4 and 5 (below) would not be difficult compared to the challenge of the floors, and the problems exemplified in figure 3. Our first recommendation is to super-insulate the walls. This option would require removing the current wall finish, stand an additional 2x4 inch wall against the original, fill all cavities with insulation, put 1 inch of foam board against the new stud wall, seal all seams, and refinish the wall. This change would result in a dramatic improvement.

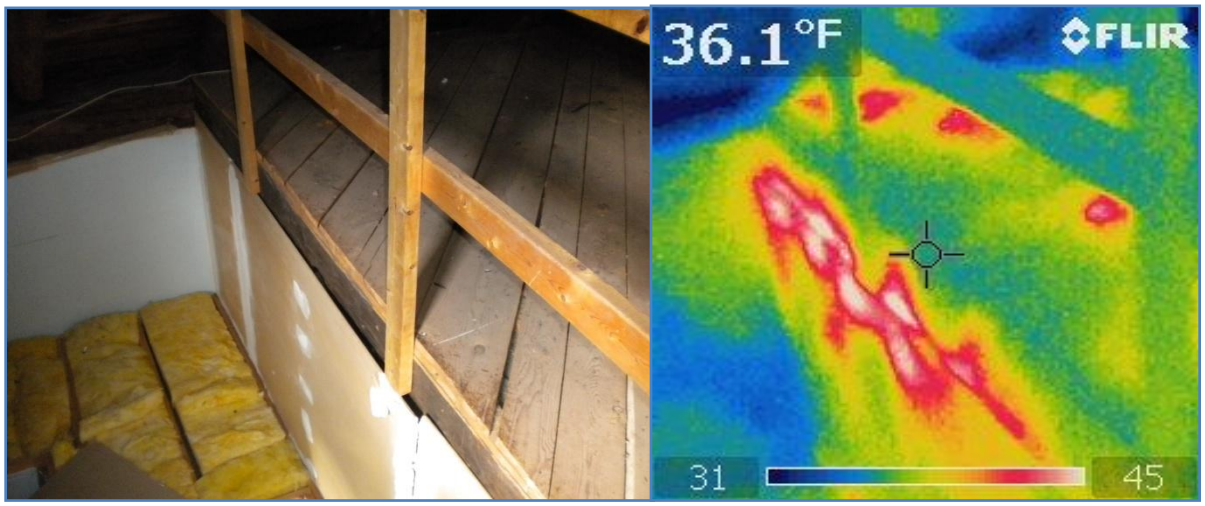


Figure 4

Figure 5

Ceilings:

One of the first things that caught our attention when examining the ceilings was found in the lights. Figure 6 show a panel lens with a large amount of dead insects in it. As insects tend to be attracted to lights, this is not that uncommon. However, every light in the room was like this. Furthermore, the amount of wasps and hornets suggested that there is no boundary that keeps these insects from passing between the exterior and the interior of the building. This demonstrates not only a pest issue, but makes it very clear just how easy it is for heat to exit the conditioned space.

Figure 6

Figure 7 shows a hole found in the attic during the audit which leads to the space above the suspended ceiling. Figure 8 is a view from this hole. It shows fiberglass batts missing in areas, and demonstrates how easily heat can leave the space below, and how easily insects can enter.

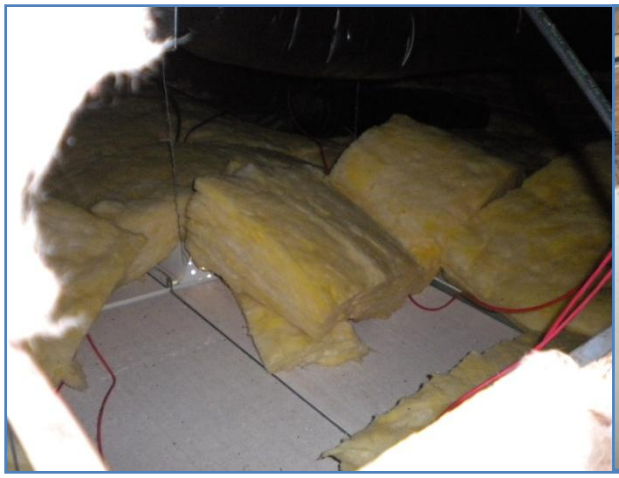


Figure 8

Figure 7

Figure 9 depicts a couple of issues. This 2-foot space has fiberglass batt sitting on top of the suspended ceiling. On the original ceiling above is some strapping, an old poly barrier with fiberglass batts above that are situated between the ceiling joists.

In this image, the air barrier is visibly falling down, many of the seams were not overlapped or taped, and many penetrations have been made over the years rendering it ineffective. We see duct work that has not been sealed or insulated, and is leaking hot air and radiating heat into this space. The infrared image shows how cold the exterior walls are relative to the duct work, suggesting their inefficiency, and the overall loss of heat into this space.

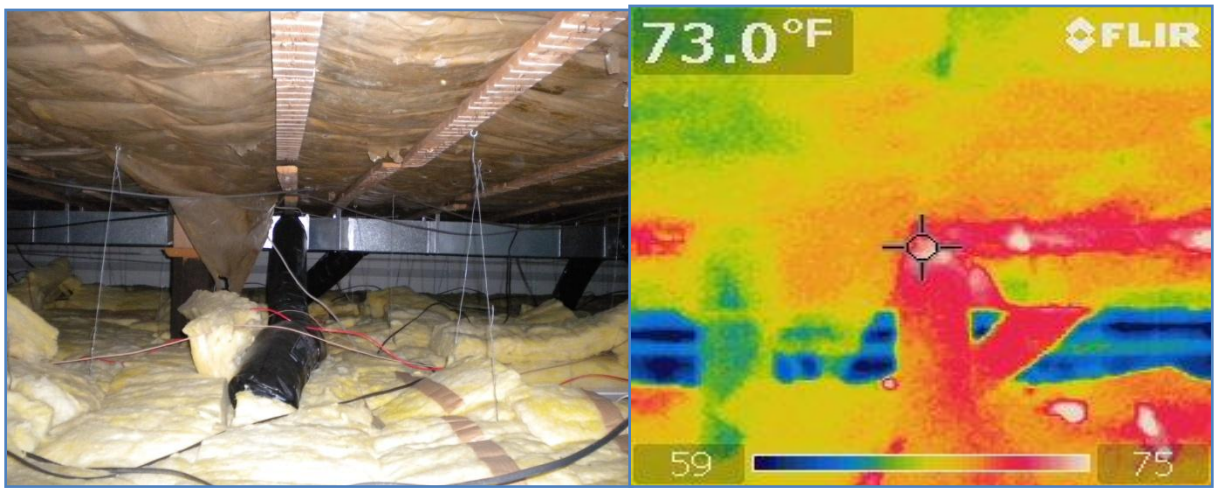


Figure 9

Figures 10 and 11 show how easily heat leaves through the old, ineffective poly barrier and insulation found between the ceiling joists.

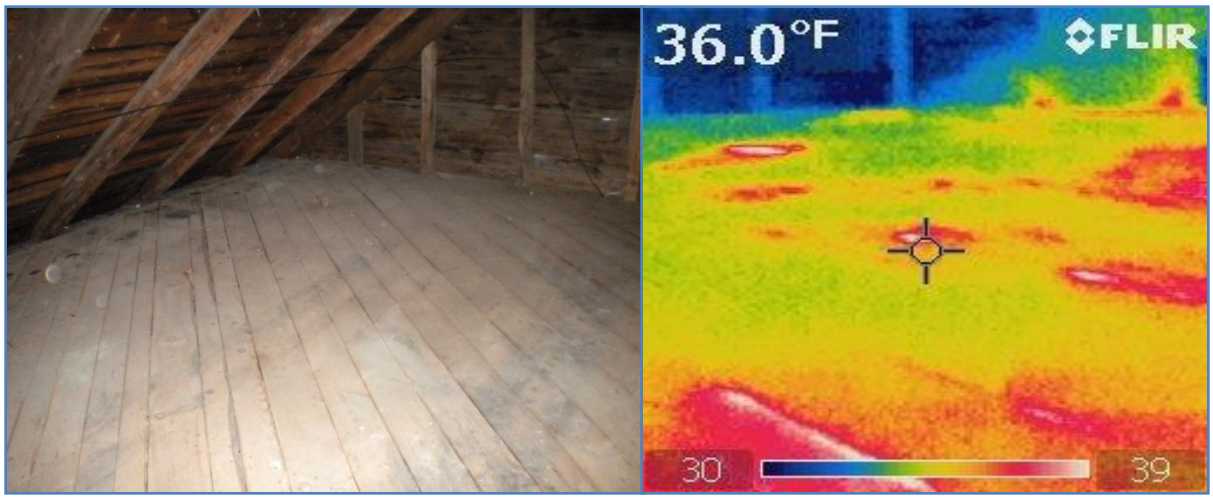


Figure 10

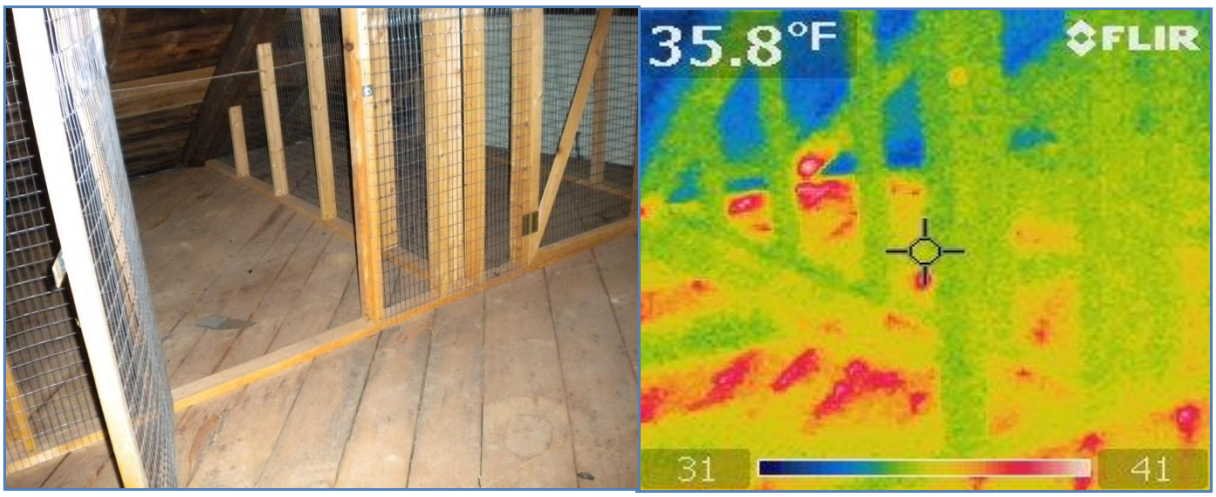


Figure 11

Recommendation:

Remove the old poly air barrier and insulation from the ceiling joists. Spray foam insulation across this entire ceiling, not just between the joists, but covering all wooded members. The insulation between the joists should be applied at such a thickness as to achieve between R-30 and R-60. The insulation should run down the top of the walls to meet the suspended ceiling. The foam would rise between the cracks of the floor boards above, and could be scraped off after. To avoid this, some type of barrier would have to be put in place between the joists before spraying.

Doors and Window:

The windows on the addition are relatively new, and though more efficient products exist, we would not recommend replacing them at this time. The windows on the original building are solid wood, single pane, and operable. There are also aluminum storm windows; however, they are old and leaky.

Recommendation:

There are replacement windows available that would look very similar to these originals, but we understand that maintaining certain historic characteristics may be important to the community. If replacing the windows is not currently in line with the community's goals, we would highly recommend maintaining these windows to perform to the best of their capability. This includes making sure that the individual panes of glass are sealed, the windows have a fresh coat of paint every 3 years or so as needed, and that they are properly sealed every heating season. Sealing the windows could be done with rope caulking that would be removable in the warmer months. Plastic sheets, though not very attractive, are also very effective.

In addition, we suggest that the Town consider replacing the storm windows. At the time of installation, the current storm windows may have been the best option but there are much more efficient storm windows available on the market today.

Both of the exterior doors are newer models, and we would not recommend replacing them at this time. There is a wooden door which leads from the entry way into the main room of the building. This entry way is very valuable, especially considering that the building is currently heated with hot air. If the walls of this entry were better insulated, and this interior door was sealed better, the entry way as a whole would function more efficiently.

Mechanical:

The furnace is rated at 92.5% efficient. Though there are more efficient models available on today's market, we would not strongly recommend replacing this unit at this time. When it does need replacing, be sure to install a quality, high-efficiency furnace. The money spent on the initial investment will be higher, but the savings over the life of the equipment will be well worth it.

Figure 12

Recommendation:

Our current recommendation for the heating system is to make improvements to the duct work. All ducts should be sealed with mastic, and insulated with a minimum of R-8 fiberglass duct insulation. Any of the R- 4.2 flex duct, should be replaced with R-8 flex duct.

Where any duct work is situated outside of the thermal boundary, extra steps should be taken to achieve R-30 or better. Figures 5, 9, and 13 illustrate the amount of heat loss from these sections of duct. As in Figure 13, additional loose fill insulation could be blown on top of the duct work.

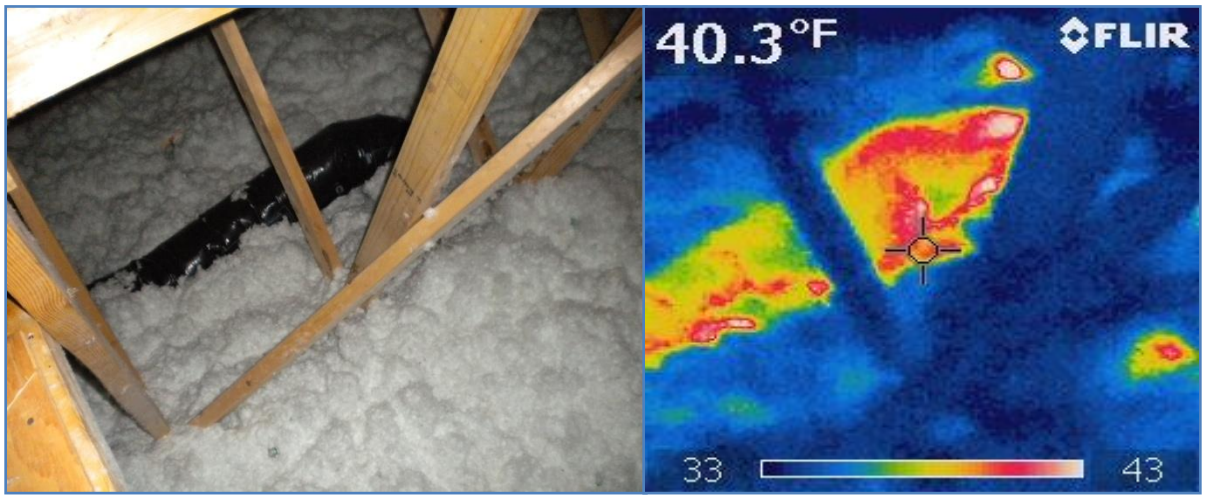


Figure 13

If the recommended air-seal and insulation work is completed, it may be necessary to provide fresh air to the building. A blower would determine how tight the building is as a result of the efficiency upgrades, if there is a need for fresh air, and how much air to introduce per hour. The most efficient way to provide fresh air in this case would be with an energy recovery ventilator (ERV). An ERV functions by removing a percentage of the stale air from the return plenum, and then introducing charged, fresh air to the return plenum right before the air-handler. In the winter, warm/stale air being removed from the building will charge the incoming fresh air with a heat exchanger located inside the ERV. Conversely, in the summer months the exhausted cool/stale air from the interior will cool down the hot/humid air from the exterior before entering the air-handler. An ERV has a desiccant wheel as well. This allows for the transfer of moisture. In the winter months, moisture in the exhaust air will be transferred to the incoming dry air to help maintain occupancy comfort. In the summer, dry/conditioned air from the interior will remove, at least a portion of, the moisture from the humid incoming air - see Figure 14.

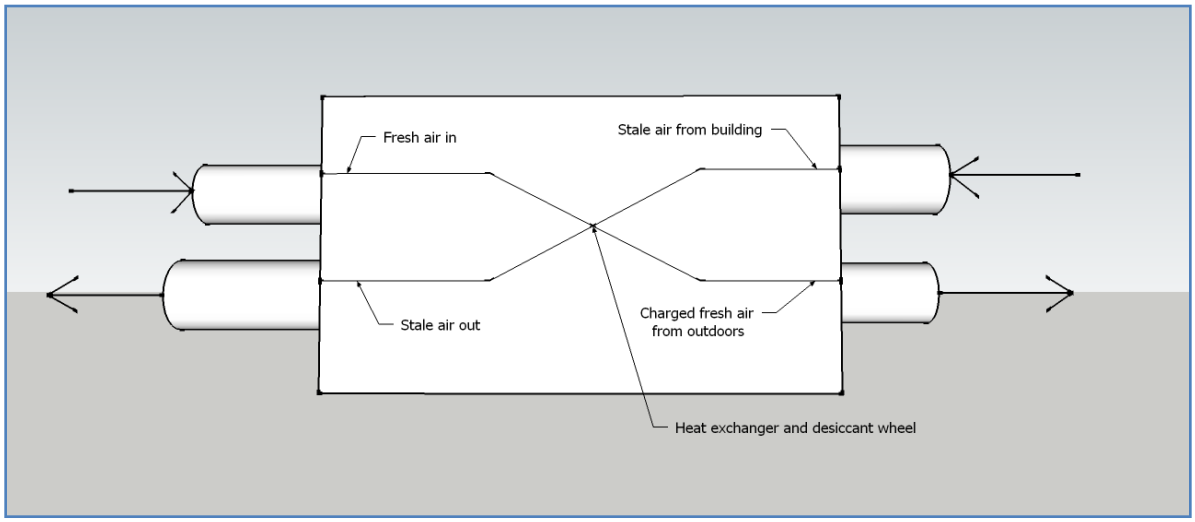


Figure 14

Blower Door Test Results:

- 5,500 CFM50
- ACH50 Pa = 16.2
- CFM50/ft² = 2.5
- MLR = .85

Electrical Usage:

The electric demand from this building is not very high, but there is always room for improvement. We would recommend contacting your utility to inquire about receive any current incentives and/or financial aid for implementing a lighting upgrade.

A couple pieces of electronics, like computer monitors, could be replaced with new/efficient units.

We would like to note that the Librarian seems to be very conscious of electrical usage, and is taking very thoughtful steps to reduce usage in the building.

Summary of Recommendations:

1. Improve the insulation in the ceiling above the original building. This includes the sections of ceiling above the entry, office, and storage closet. This may be the largest aspect of inefficiency in the building, and would not be that difficult to fix.
2. Air-seal and insulate all duct work. This is relatively easy to fix, and the savings would add up quickly.
3. Take measures to improve the efficiency of the windows in the original building. Consider replacing them, or installing high-efficiency storm windows.
4. Upgrade to more efficient lighting, looking to the most efficient florescent or an LED options.
5. Improve the performance of the wall systems. If a renovation is to take place at any point, super-insulate all the walls of the building. Super-insulation standards call for R-30 walls, R-60 ceilings, and a substantial thermal break. More about this can be discussed upon presentation of this report.
6. Insulate the slab of the building. This would be a costly undertaking, but would help usher this building into the next generation of energy prices and environmental challenges.
7. Continually revisit the idea of incorporating alternative/renewable energy systems into the operation of this building, and other Town buildings. Such systems may include, but are not limited to, combined heat and power systems, photovoltaic solar panels, and biomass boilers.

Envelope Efficiency:

The single largest area for improvement in building efficiency involves the building envelope. The best ways to increase an envelope's performance is to complete air-sealing and insulation

work. Although it would be a major undertaking to air-seal and insulate the building, the resulting benefit would be equally significant.

From a building efficiency standpoint, air-sealing and insulating can be thought of as a different species of project and investment when compared to items like heat systems, appliances, and alternative energy systems. In the case of the latter, these types of energy investments have a shelf life. A boiler may only last 20 years, or 40 years before possibly needing to replace a PV array, but building envelope efficiency has a lasting positive impact long after equipment need to be replaced. This is an important consideration when factoring in the true life cycle cost of the implemented solution.

Insulation and other building envelope projects are investments that are permanent, require little or no active maintenance, and will stand with the building during its lifetime. These investments secure baseline improvements that in turn provide a foundation for other investments. Lowering the amount of heat needed for a building is the best way to insure that a new and efficient heating plant provides the most savings.

Financial Considerations and Options:

A common occurrence across many communities within New Hampshire is the challenge of obtaining the necessary capital funds to carry out the recommended retrofits found within the audit. The following information is an attempt to provide some assistance with understanding some concepts and pathways to acquiring public or private funds to carry out an energy efficiency or generation project. Also, portions of the following information have been taken from the New Hampshire Handbook on Energy Efficiency and Climate Change – Volume II.

Life Cycle Costing –

The National Institute of Standards and Technology (NIST) Handbook 135, 1995 edition, defines Life Cycle Cost as "the total discounted dollar cost of owning, operating, maintaining, and disposing of a building or a building system" over a period of time. Life Cycle Cost Analysis is an economic evaluation technique that determines the total cost of owning and operating a facility over period of time.

Since municipal buildings are funded in their initial year through bonds and/or capital outlays, they generally fall victim to an inordinate focus on the bottom line cost of construction instead of the lifetime cost to operate the building. This is a critical misstep in particular with energy concerns for municipal buildings because they are placed in service for a significant period and are subject to extended energy pricing. A more efficient building could save the costs of initial investments several times over during its lifespan.

Energy Price Stability –

The second most important concern about energy costs is the volatility. Municipalities budget on a yearly cycle and must predict energy costs over the year – sometimes over pricing the cost in the case of high lock in prices or subjecting the municipality to risk where a cost (+ some

percentage) contract is used for the year. When prices go up budgets go up, when the go down, budgets tend to go down. Changes result is wide variation in predictability and thus lead to fund shortages or balances, and general frustration on all sides of the discussion.

The concept of stability in the context of energy prices is achieved through on-site distributed generation with effective predictive modeling and most importantly, efficiency. The cheapest energy available is the energy you don't need. The less you buy the less amount of appropriations are subject to the price swings.

"Green" Building Cost Myths –

A perception that all energy-efficient construction costs more than conventional construction persists. We have been unable to find valid research that supports this conclusion - especially where choices made about efficiency are evaluated in a realistic context considering the life cycle cost to operate the facility. To the contrary, we have found several sources, from government facility agencies, that show not only that in most cases costs are in fact lower but that any increased cost is almost immediately realized through lower operating expenses.

State Grant Program Under American Recovery and Reinvestment Act (ARRA)

A significant opportunity that the town should consider looking into that is coming up very shortly is opportunities to acquire funding through the New Hampshire Office of Energy and Planning (OEP) The following information can be found on the OEP's website at the following link - http://www.nh.gov/oep/recovery/news/122309.htm#sa1. The site discusses the announcement of available funding to municipalities under the Energy Efficiency and Conservation Block Grant program.

> The New Hampshire Office of Energy and Planning (OEP) announces the availability of $6.6 million through the Energy Efficiency and Conservation Block Grant (EECBG) program. This grant program will fund projects that reduce energy use and fossil fuel emissions, and improve energy efficiency. OEP is currently targeting the following timetable:
>
> - **Grant Application Released: January 8, 2010**
> - **Intent to Bid Letter Due: January 15, 2010**
> - **Applications Due: February 15, 2010**
> - **Grants Awarded: March 10, 2010**
>
> In conjunction with the January 8, 2010 release of the EECBG Subgrant Application, OEP will also release a program guidance document and guidelines for the format of the "Intent to Bid" submission. EECBG will entail a competitive application process and funds will be awarded based on the value of the project and the benefit to the public. Selection criteria include, but are not limited to, projected energy savings, greenhouse gas emission reductions, and the ability to implement projects expeditiously. Eligible applicants are local governments and local government partnerships.

> Eligible uses of this funding include projects such as: energy efficiency retrofits; energy audits; transportation efficiency measures; solid waste/wastewater treatment; energy distribution technologies; financial incentive programs; and renewable energy technologies for local government buildings. Each community will be eligible to receive funding up to 100% of the project cost with a limit of $400,000 per applicant.
>
> For more information please contact Dari Sassan, (603) 271-1765, or visit the EECBG Web site.

Additionally, a terrific resource to understand what type of incentives are available for both energy efficiency and generation is the "Database of State Incentives for Renewables & Efficiency", or DSIRE. This site, funded by the US Department of Energy, provides a list of the potential financial incentives found within New Hampshire and the Federal Government. To see what is available within New Hampshire go to www.dsireusa.org and click on New Hampshire.

Utility Programs:

Many utilities provide rebates for various types of efficiency measures that can be carried out at a municipal facility. PSNH offers the Municipal Smart Start Program. This program offers the opportunity for municipalities to go forward with the installation of approved measures at no up front cost to the municipality. A town simply pays for the energy improvements with the savings from reduced energy usage until the project is paid off.

For more information please contact Sue Blothenburg, (603) 357-7309 ext. 5115, or visit http://www.psnh.com/Business/Efficiency/Paysave.asp

Third-Party Financing Options

The most important part to understanding the potential in third-party is the ability to address up front capital costs and access tax benefits. Additional benefits are potential operations and maintenance savings where the implementation is owned by a third-party. In the three-party model, new businesses create an income stream and take over the insurance, performance assurance, and maintenance of the renewable energy system. New jobs and local investment follow. The business secures stable and long-term funding enabling expansion to other facilities for similar projects.

There are several benefits that appear for the municipality that is considering a third-party financing strategy.

Ability to Monetize Federal Tax Incentives. Federal tax incentives for some projects can equal 30% of the installed capital cost. Under the current law, this 30% is payable in the form of a grant from the Department of Treasury. In addition, businesses can accelerate the depreciation of the cost of some systems and installations using a five-year schedule. Together, these two incentives can have a tremendous impact on both the cost of and the financial returns on a project. Local governments, however, cannot directly benefit from these incentives. The third-

party ownership model introduces a taxable entity into the structure that can benefit from the federal tax incentives, lowering the overall cost to the non-taxable entity.

*Low/No Up-front Cost*s. Even with programs to provide support to municipalities, such as rebates and grants, the need to reduce this amount, the up-front cost is significant. Given the current economy and budget constraints, a large initial investment is difficult to achieve regardless of the return on the investment. A third-party structure places the responsibility of the increased initial cost on to the investor/developer of the project.

Predetermined Energy Pricing. In a project that involves efficiency or distributed generation, the portion of conservation or generation that is met by the project can be considered "fixed" at a particular price in the terms of the contract. This can be in the form of a fixed-priced power purchase agreement (with a predetermined escalation rate).
This predictability offers stable pricing for the portion of the entity's load served by the project. In most cases, the price of electricity in power purchase agreement is usually set at or below the customer's current retail rate for the first year, and then escalates annually for term of the contract (in a solar PPA, these terms are usually 20 – 25 years). For solar projects, an annual price escalator of 3-3.5% is common.

Operations and Maintenance. Another attractive feature of the third-party ownership structure is the fact that new equipment can result in lower operation and maintenance expenses and in the case of some systems, the entire cost and responsibility can shift to the project developer.

Eventual Ownership. As a final issue, third-party structures can be pre-crafted to permit and even encourage local government buyout provisions. This allows the municipality to consider advanced purchase options if circumstances change in a way that makes this pathway more beneficial. If for instance a grant program becomes available, such funds can be used to accelerate the ownership path and provide for a more immediate "vesting" of full savings opportunities.

Otherwise, these arrangements usually provide for a number of options at the end of the term, the three likely scenarios for the host would be to: 1) extend the arrangement, 2) purchase the facility, or 3) ask that the improvements be removed.

Conclusion:

As a result of this audit, the Town has several options available to increase the efficiency of the Library. We highly encourage the that the Town pursue these recommendations described in this report and to utilize the further assistance provided under this program to help develop plans for implementation – including possible identification of contractors who will provide the services needed to carry out the recommendations. SDES Group will provide the Town additional hours of Community Energy Advocate service to assist with further efforts under the MEAP program in an effort to bring the recommendations outlined in the report to fruition. A further explanation of these additional services will be provided during the audit presentation.