

Legal & Regulatory Incentives for Waste Heat-to-Power Development

What's available, and what's needed?

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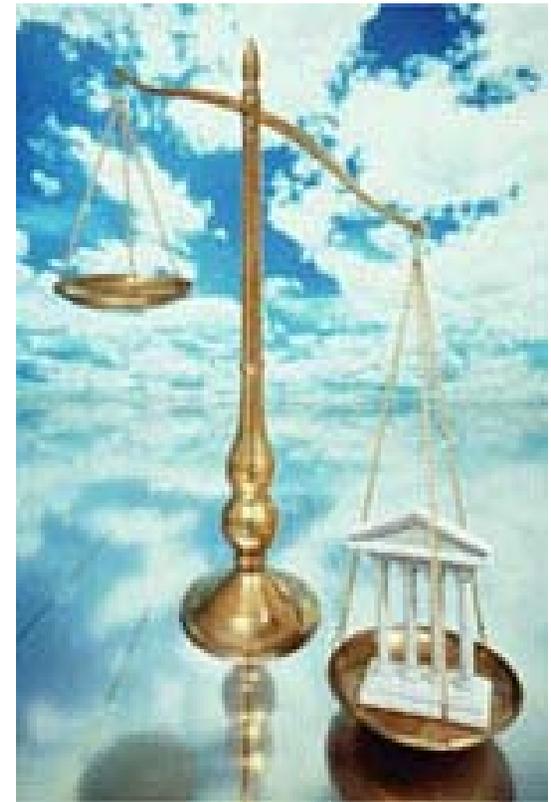
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Topics

- ◆ **What's law got to do with it?**
- ◆ **What *is* waste heat-to-power?**
- ◆ **Selling the power**
- ◆ **Using the power**
- ◆ **Conclusions**
- ◆ **Next steps**

What's law got to do with it?

- ◆ **Energy remains pervasively regulated**
- ◆ **Policy, law & regulation tilt the scales toward resources that are -**
 - clean
 - efficient
 - renewable
 - diverse
- ◆ **Familiar resources have a head start, active constituents, & effective incentives**
 - building efficiency
 - established renewables
(e.g., wind, solar, geothermal, & biomass)
 - typical cogeneration
- ◆ **Waste heat resources remain under most policymakers' radar**



What's law got to do with it?

“Federal, state and local governments have yet to recognize the vast thermal energy potential . . .

“Unfortunately, policy makers and energy developers are mostly unaware of waste heat. Its potential for development is poorly understood . . .

“Examining regulatory and legislative policies, there is little attention being paid to this recurring potential energy resource. *First and foremost, policy must be developed to value recycling this resource.*”

Source: *Thermally Activated Technology Roadmap*, USDOE/EERE, May 2003

What's law got to do with it?

- ◆ **Sensible legal & regulatory policy can –**
 - *expand markets* for electricity from waste heat
 - *raise awareness* & promote consideration & adoption of waste heat options
 - *improve economics* of waste heat through grants, loans, rebates, tax benefits, etc.
 - *reduce regulatory barriers* to waste heat conversion & use
 - *reduce transactional barriers & cost* of waste heat projects
 - *encourage efficient & sustainable resource use*

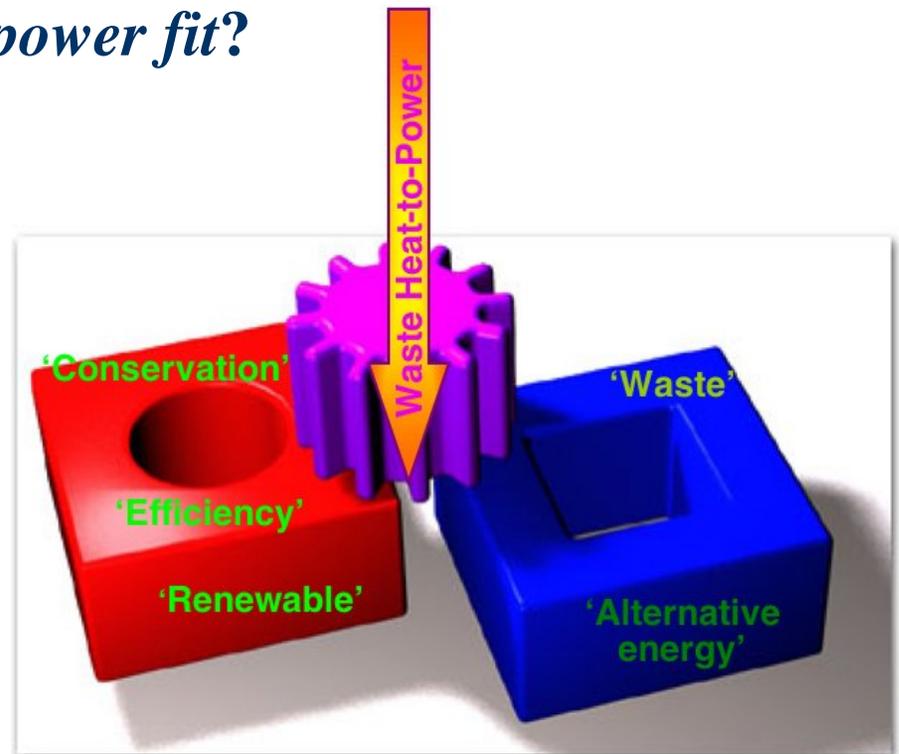
What *is* waste heat-to-power?

- ◆ **The bad news:** unfamiliarity breeds confusion – *where does waste heat-to-power fit?*

- ◆ **The good news:** *everywhere!*

- **‘Conservation’** – CA*, OR, MT
- **‘Efficiency’** – OH, OR
- **‘Renewable’** – CA*, CO, FL, OR, VT, WA
- **‘Waste’** – PURPA, NV, OR, WA
- **‘Alternative energy’** – IL, MT

* California Pollution Control Financing Authority



Selling Power

Generated from Waste Heat

- ◆ **Facilities producing electricity from waste heat may qualify for PURPA benefits, including:**
 - interconnection with serving utility
 - selling wholesale power to serving utility at its ‘avoided cost’
 - transmission through serving utility for purchase by another
 - non-discriminatory backup service from utility
- ◆ **2005 Energy Policy Act & new FERC regs –**
 - significantly change qualifying facility (QF) criteria
 - eliminate utility power purchase & sale obligations in some cases
 - narrow regulatory exemptions previously available to QFs
- ◆ **Will these changes impact waste heat-to-power?**

Selling Power

Generated by Qualifying Cogenerators

◆ ‘Qualifying cogeneration facility’

- Operating & efficiency standards unchanged
 - Topping cycle: 5% useful thermal output; 42.5% (or 45%) efficiency
 - Bottoming cycle: no operating standard; 45% efficiency
(if gas or oil used for supplemental firing; otherwise none)
- Ownership restrictions eliminated: utilities can own
- Stricter requirements for thermal use by new facilities

Selling Power

Generated by Qualifying Cogenerators

- ◆ **‘Qualifying cogeneration facility’ – con’t**
 - Thermal use requirements for new facilities
 - these apply if a new QF plans PURPA sales to a utility
 - thermal must be used in a *‘productive & beneficial manner’*
 - ◆ *presumed so for existing thermal hosts*
 - electrical, thermal, chemical and mechanical output must be *‘fundamentally used for industrial, commercial, or institutional purposes, and not fundamentally for sale to an electric utility’*
 - ◆ *‘safe harbor’ for facilities using 50% of total energy output for these purposes*
 - ◆ *where less than 50% is used, FERC may still find requirement met*
 - ◆ *‘most bottoming cycle facilities will readily satisfy requirement’*
 - ◆ *new cogen facilities 5 MW or less exempt*

Selling Power

Generated by Qualifying Small Power Producers

◆ ‘Qualifying small power production facility’

- Eligible energy sources include solar, wind, geothermal, biomass, some hydro – and ‘*waste*’
 - ‘waste’ includes ‘residual heat’ & ‘heat from exothermic reactions’
 - *so: waste heat can be a ‘small power production’ source*
- Ownership restrictions eliminated: utilities can own
- No operating or efficiency standards
- 80 MW limit at a single site

Selling Power

Generated by Cogen or Small Power QFs

◆ Utilities no longer required to purchase QF power or sell to QFs under some conditions

FERC is now proposing:

- No *purchase* obligation if FERC finds a sufficiently competitive market for QF power, i.e. –
 - QF has ‘non-discriminatory access’ to –
 - ◆ independent, auction-based markets for short-term energy, & wholesale markets for short- & long-term energy & capacity
 - ◆ RTO/ISO interconnection & transmission services with FERC-approved ‘open access’ tariffs, in non-auction-based markets
 - ◆ other wholesale markets of ‘comparable competitive quality’
- No *sales* obligation if FERC finds –
 - others willing & able to sell & deliver electricity to QF
 - State law doesn’t require utility to sell electricity in its territory

Using Power Generated from Waste Heat

- ◆ Selling waste heat-generated power at wholesale under PURPA is still viable, but more complex & uncertain now
- ◆ Selling power under other wholesale regimes, such as renewable portfolio & green pricing programs, can benefit some projects
 - e.g., Nevada RPS ‘qualified energy recovery’ for –
 - exhaust heat from engines or manufacturing or industrial processes, or
 - pressure reduction in pipelines
 - but *not* from electricity generation
- ◆ Selling waste heat-generated power to others at retail still confronts daunting regulatory obstacles
- ◆ So – using the power onsite often makes sense, & may be able to benefit from other available incentives

Using Power

Generated from Waste Heat

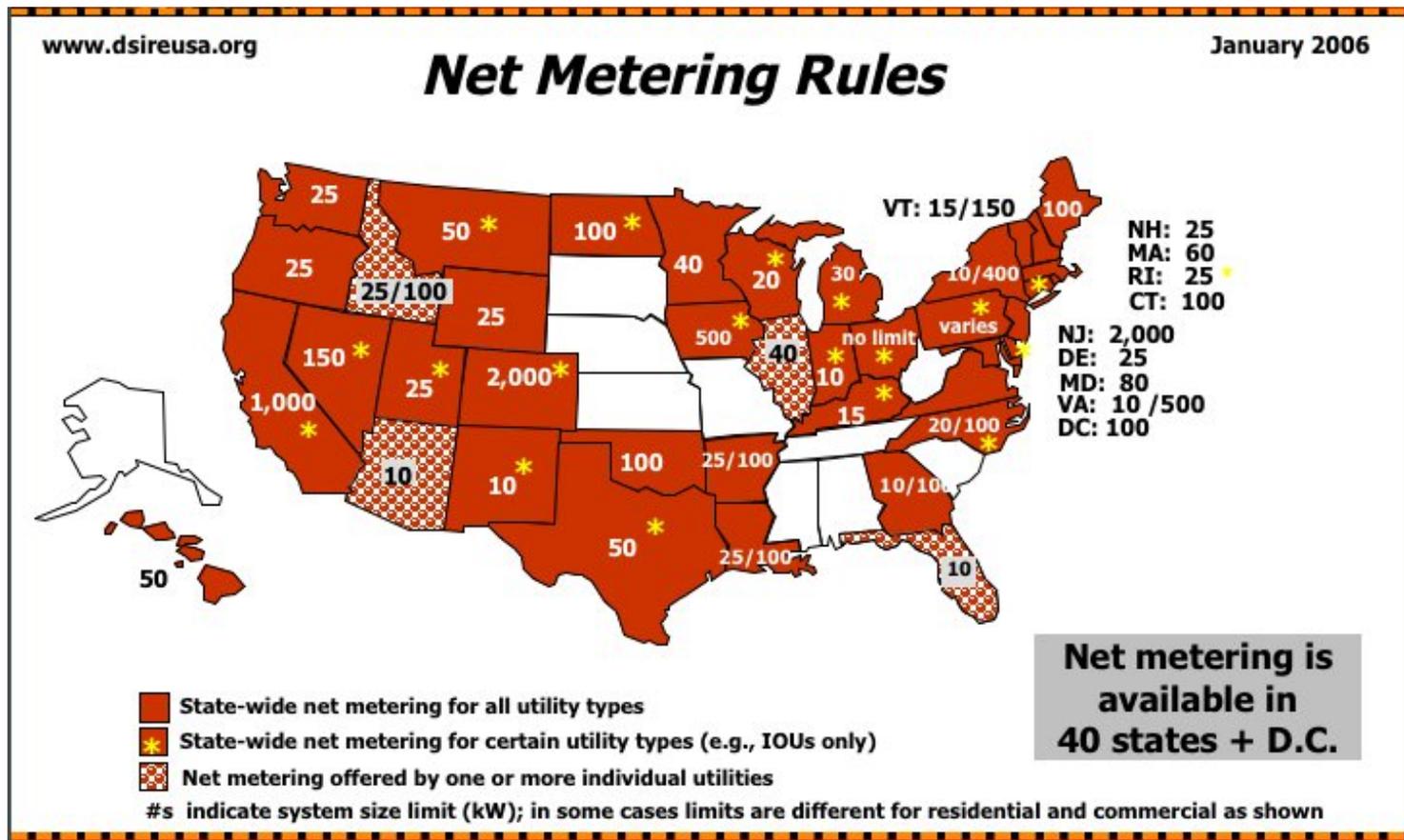
- ◆ Two promising incentives for onsite use are –
 - *Net metering programs*
 - *Demand response programs*
- ◆ Many state laws & PUC rules require these, & many utilities offer them
- ◆ Lots of variation– here’s a quick summary ...

Using Power Generated from Waste Heat

◆ Net metering programs

- Utilities normally buy power at wholesale, & sell to customers at retail
- Net metering allows self-generators to offset their excess production (otherwise valued at *wholesale*) against their *retail* purchases
- Self-executing – minimizes transaction costs for customers & utilities
- States limit eligible system size
 - *range: 10kW – 2 MW*
 - *typical: 25 kW – 100kW*
- States define eligible resource types & customers

Using Power Generated from Waste Heat



Using Power Generated from Waste Heat

◆ State net metering programs - eligible resources

	Solar Thermal	Biomass	Geothermal	Landfill Gas	Digester Gas	MSW	Fuel Cells	Microturbines	Cogeneration
No. of States:	21	24	13	5	2	10	17	5	8

Using Power

Generated from Waste Heat

◆ Demand Response Programs

- Encourage customers to reduce energy use during system peaks in exchange for lower electricity bills
- 2 basic program types
 - *Load response* – for reliability; utility directly controls customer load or notifies customer to curtail or interrupt load; sometimes mandatory
 - *Price response* – customers respond to market signals; typically voluntary. Programs can include, e.g.:
 - ◆ day-ahead bidding
 - ◆ time-of-use rates
 - ◆ real-time pricing

Conclusions

- ◆ **Law & regulation haven't yet focused closely on waste heat-to-power policy or incentives.**
- ◆ **Waste heat-to-power doesn't fit exclusively into a single favored resource category – but actually fits in many.**
- ◆ **Incentives designed for other purposes can benefit waste heat projects, whether they sell the power or use it onsite.**
- ◆ **Developing coherent, consistent & defensible regulatory policy, tailored to waste heat attributes, is essential to level the playing field & encourage development.**

Useful Next Steps

- ◆ **Develop a coherent policy rationale for treatment of waste heat-to-power**
- ◆ **Develop model legislation & regulatory approach to enhance certainty for providers & customers**