

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

What's available, and what's needed?

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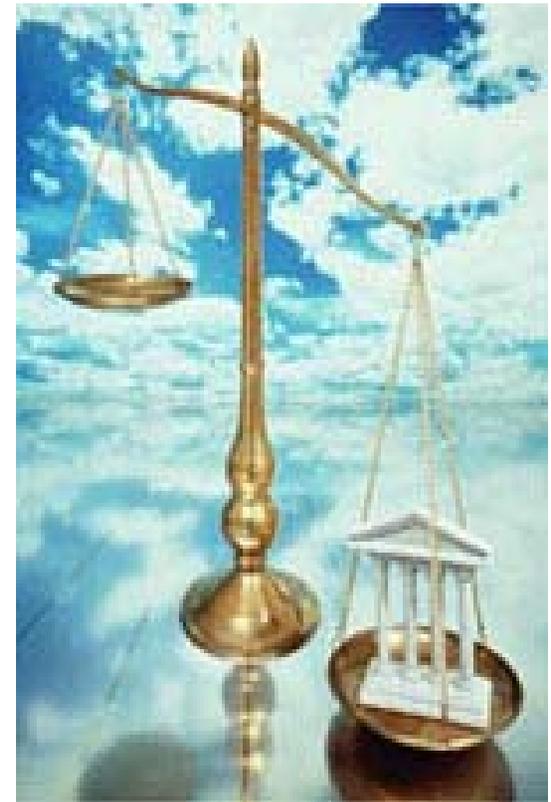
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# Topics

- ◆ **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*

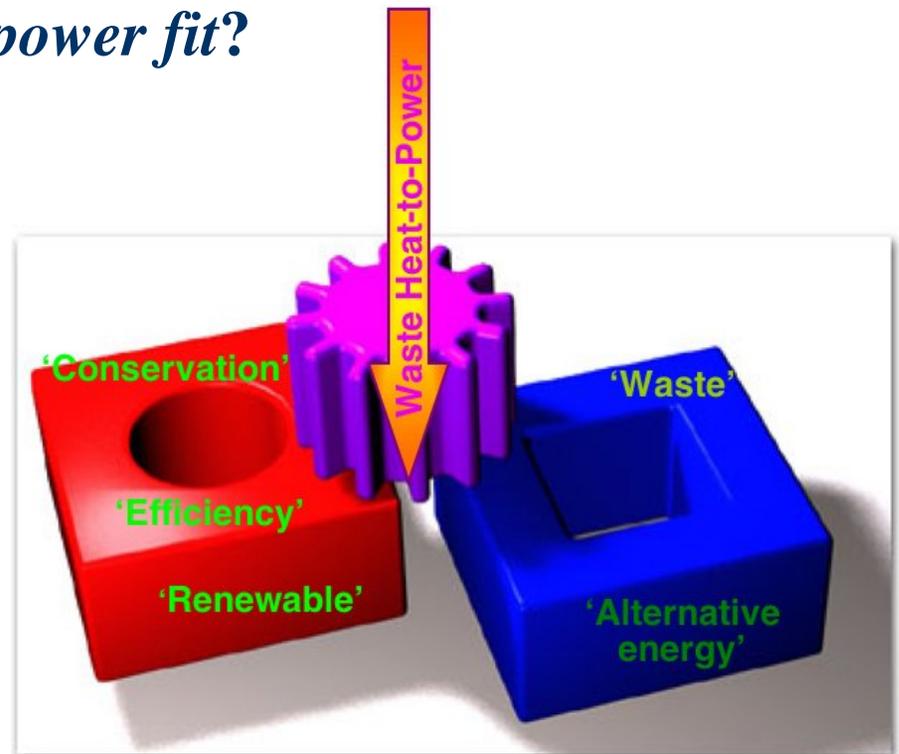
# What *is* waste heat-to-power?

◆ **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

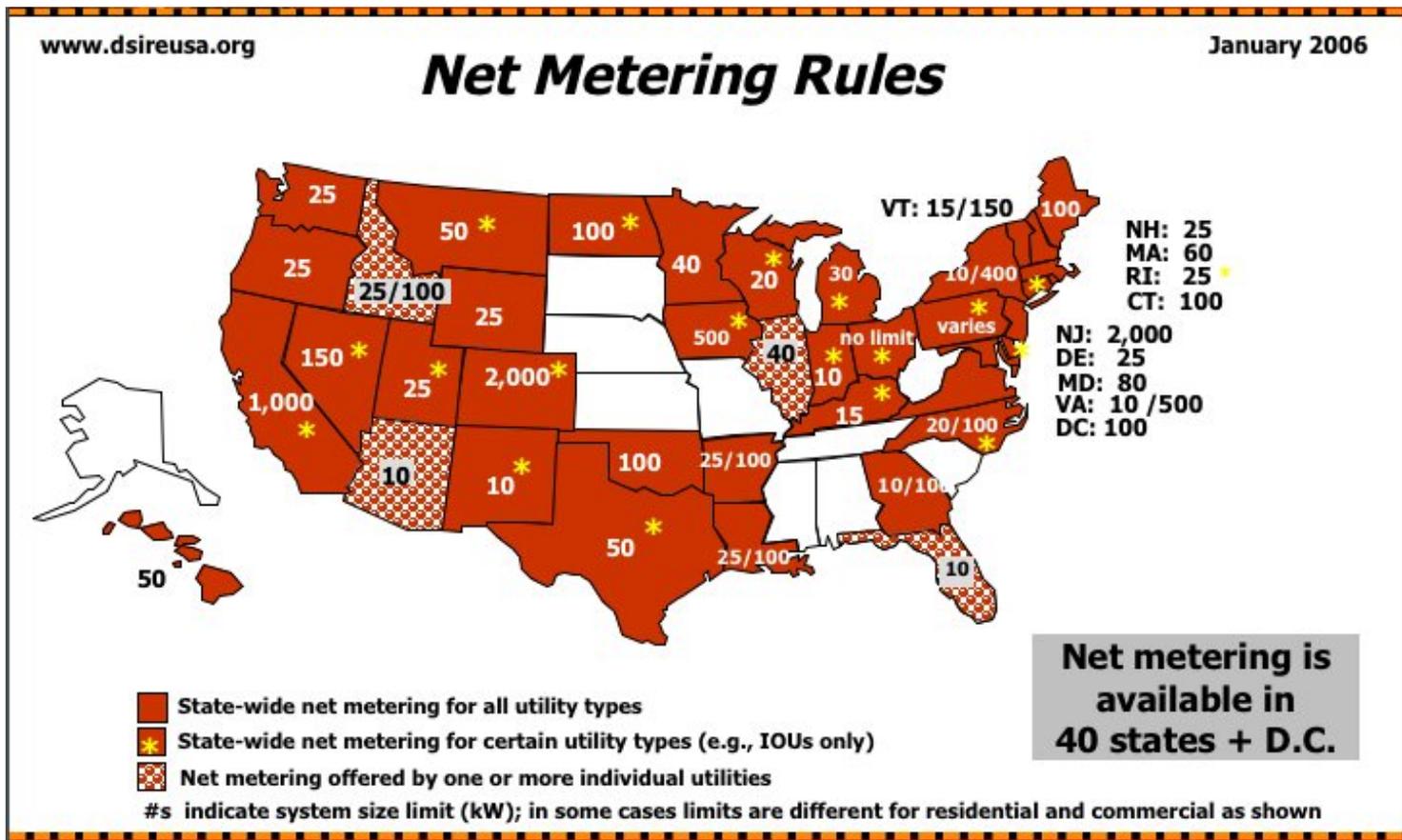
- ◆ Two promising incentives for onsite use are –
  - *Net metering programs*
  - *Demand response programs*
- ◆ Many state laws & PUC rules require these, & many utilities offer them
- ◆ Lots of variation– here’s a quick summary ...

# 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

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

# 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**