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

#### What's available, and what's needed?

Presented by John Nimmons, J.D.

Waste Heat-to-Power Workshop University of California, Irvine February 16, 2006 John Nimmons & Associates Mill Valley, California 415.381.7310 jna@speakeasy.org



# 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

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## 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.*"



# 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<sup>\*</sup>, OR, MT
- **'Efficiency'** OH, OR
- **'Renewable'** CA<sup>\*</sup>,CO, FL, OR, VT, WA
- **'Waste'** PURPA, NV, OR, WA
- 'Alternative energy' IL, MT





- 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 (<u>if gas or oil used for supplemental firing</u>; 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 <u>existing</u> 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 <u>or</u> Small Power QFs

- Utilities <u>no longer required</u> 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 –

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- others willing & able to sell & deliver electricity to QF
- State law doesn't require utility to sell electricity in its territory

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### Selling Power Generated by Cogen <u>or</u> Small Power QFs

FERC proposes to end mandatory purchase & sale for utilities in much of the East & Midwest

Case-by-case determinations for utilities elsewhere

(including California)











#### 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* **100***kW*
- States define eligible resource types & customers









#### 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

#### State demand response programs



#### Legend

Demand response/load management as well as public purpose &/or utility energy efficiency programs

Demand response/load management programs

Public purpose &/or energy efficiency

Distributed energy resource options



#### California demand response programs (partial)

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## 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.





