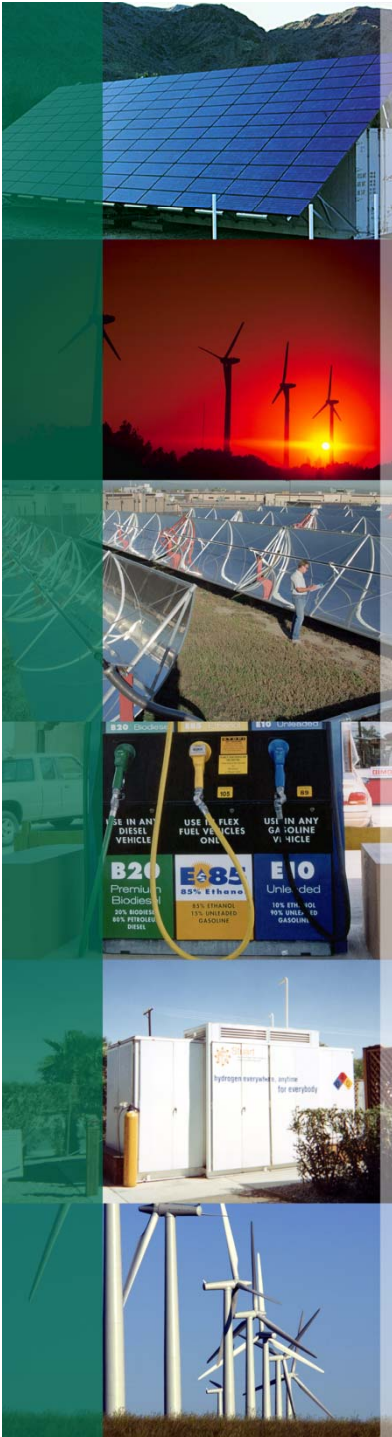


# Tax Incentives For Renewable Energy:

## Why Not Georgia? - Keys To Successfully Financing Sustainable Energy Projects

*By: Lee J. Peterson, Esq.  
Reznick Group, P.C.  
Atlanta, Georgia*

March 29, 2010





*What gets us into trouble is not what we don't know.*

*It's what we know for sure that just ain't so.*

- Mark Twain



# Capital Is Pooling for Utility Scale Renewables

This announcement appears as a matter of record only.



**\$1,024,000,000**

## **Hudson Clean Energy Partners, L.P.**

A global private equity fund formed to invest in a diversified portfolio of renewable power, alternative fuels and energy efficiency companies and assets.

The undersigned acted as the lead, global placement agent and arranged for the private placement of the limited partnership interests.

**C.P. EATON PARTNERS, LLC**

*FUND PLACEMENT SINCE 1983*


Bowayton | La Jolla | London | Shanghai

October 2009




# Ancient History

GEORGIA POWER'S SMALL POWER PRODUCERS FUNDAMENTALS



## What is Green Energy?

Source	Typical Production Costs (¢ per kWh)
Hydropower	4-7
Landfill Methane	4-8
Biomass	5-10
Wind	4-15
Solar	>50



[http://www.psc.state.ga.us/electric/QF\\_Wkshop-Green\\_Energy\\_4-11-07.ppt](http://www.psc.state.ga.us/electric/QF_Wkshop-Green_Energy_4-11-07.ppt)



# Recent Mythology

**Seeking Competitive Renewables in the Southeast**

Ervan Hancock  
Georgia Power  
Renewable and Green Strategy Manager  
RETECH 2009  
February 26, 2009

Solar photovoltaic installations in the Southeast produce less energy than in more favorable areas

**PV Solar Radiation (Flat Plate, Facing South, Latitude Tilt)**

Annual

Source: International Energy Agency, Solar Radiation Data Handbook, 2006. Includes a legend for kWh/m<sup>2</sup>/day with values: 8.0-8.5, 7.5-8.0, 7.0-7.5, 6.5-7.0, 6.0-6.5, 5.5-6.0, 5.0-5.5, 4.5-5.0, 4.0-4.5, 3.5-4.0, 3.0-3.5, 2.5-3.0, 2.0.

City of Phoenix 211 Cloudless Days per Year (Source NOAA)

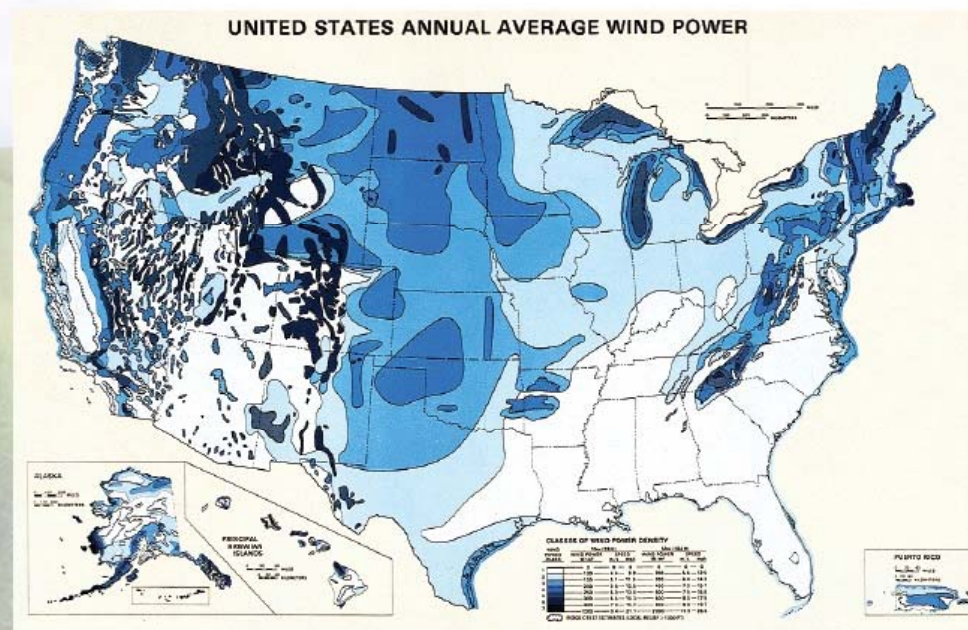
City of Atlanta 110 Cloudless Days per Year (Source NOAA)

PHOTOGRAPH BY ERIC R. B. HODGKINS  
TECHNOLOGICAL SYSTEMS CENTER - MAY 2004



# 2009 Southern Company Presentation

The Southeast has almost no potential for wind energy

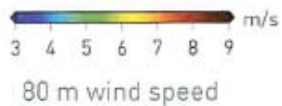
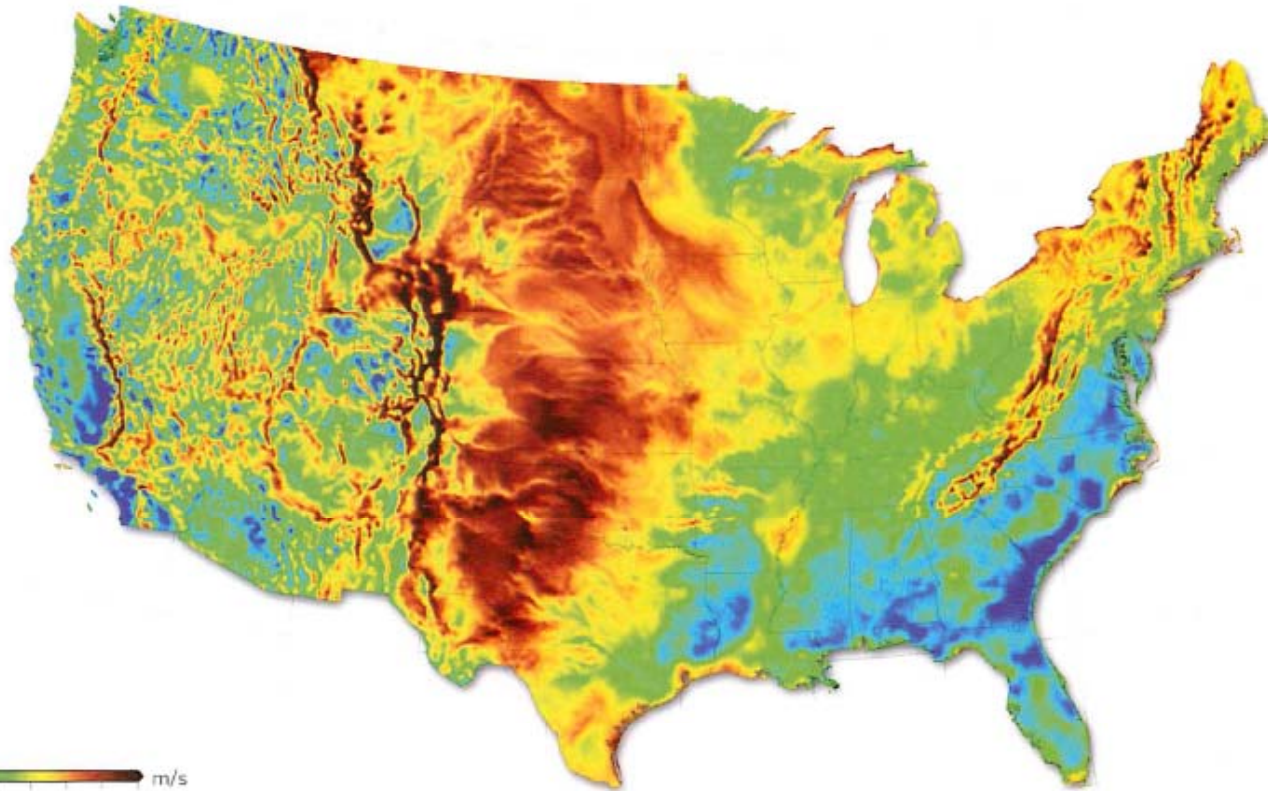


Darker colors represent highest winds.





3TIER NATIONAL WIND MAP  
powered by  firstlook ASSESSMENT

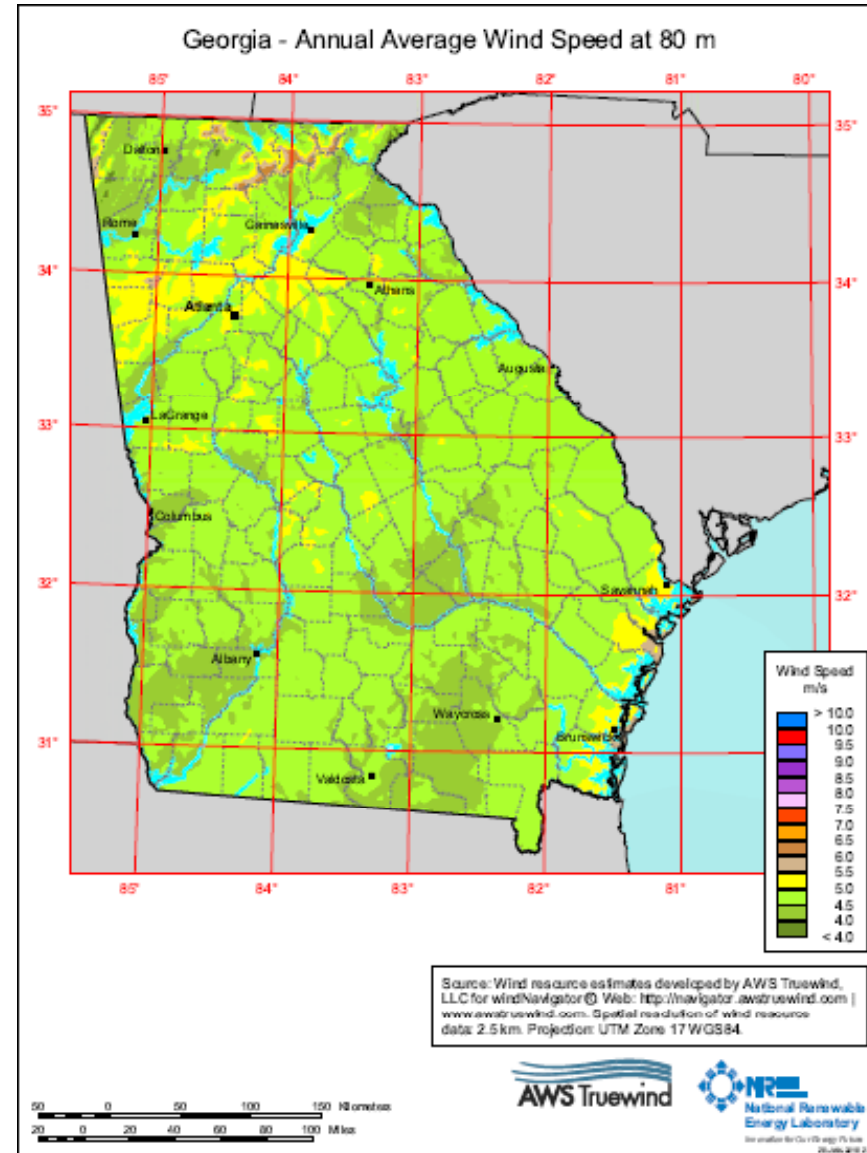




# New NREL Georgia Wind Map

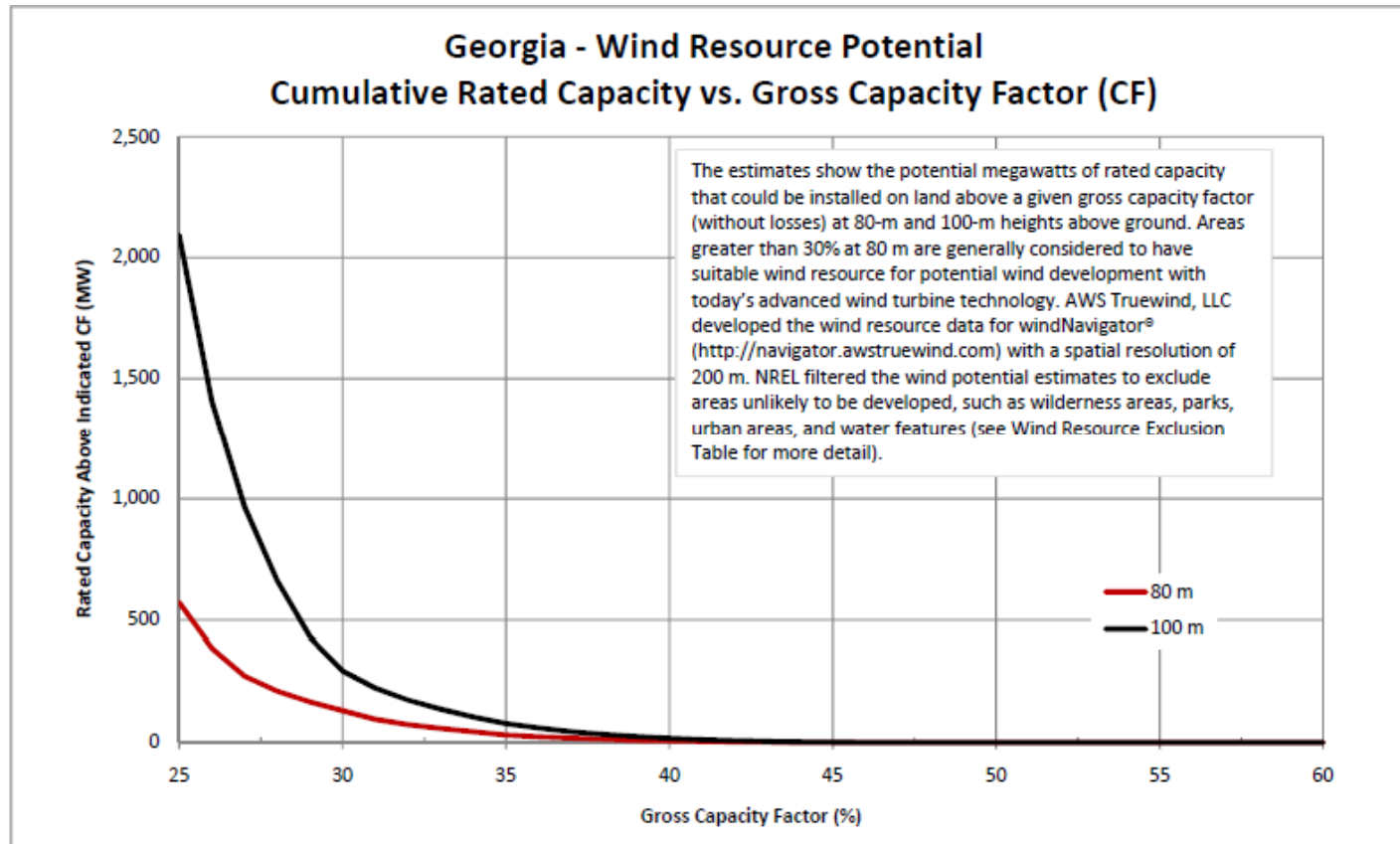
**March 5, 2010**

[http://www.windpoweringamerica.gov/wind\\_resource\\_maps.asp?stateab=ga](http://www.windpoweringamerica.gov/wind_resource_maps.asp?stateab=ga)





# NREL Graph – Georgia Wind Resource Potential



National Renewable Energy Laboratory  
Innovation for Our Energy Future





## NREL ITC/PTC Graph For Wind

Table 2. Net Value of ITC for Wind (7.5% Nominal Discount Rate)

		Total Installed Project Cost (\$/kW)										
		\$1,500	\$1,600	\$1,700	\$1,800	\$1,900	\$2,000	\$2,100	\$2,200	\$2,300	\$2,400	\$2,500
Net Capacity Factor (%)	25%	-1.0%	0.4%	1.7%	2.8%	3.8%	4.7%	5.5%	6.3%	7.0%	7.6%	8.2%
	26%	-1.0%	-0.4%	0.9%	2.0%	3.1%	4.0%	4.9%	5.7%	6.4%	7.0%	7.6%
	27%	-2.8%	-1.3%	0.1%	1.3%	2.4%	3.3%	4.2%	5.0%	5.8%	6.4%	7.1%
	28%	-3.8%	-2.2%	-0.7%	0.5%	1.6%	2.7%	3.6%	4.4%	5.2%	5.9%	6.5%
	29%	-4.7%	-3.0%	-1.5%	-0.2%	0.9%	2.0%	2.9%	3.8%	4.6%	5.3%	6.0%
	30%	-5.6%	-3.9%	-2.4%	-1.0%	0.2%	1.3%	2.3%	3.2%	4.0%	4.7%	5.4%
	31%	-6.5%	-4.7%	-3.2%	-1.8%	-0.5%	0.6%	1.6%	2.5%	3.4%	4.1%	4.9%
	32%	-7.4%	-5.6%	-4.0%	-2.5%	-1.2%	-0.1%	1.0%	1.9%	2.8%	3.6%	4.3%
	33%	-8.3%	-6.4%	-4.8%	-3.3%	-2.0%	-0.8%	0.3%	1.3%	2.2%	3.0%	3.8%
	34%	-9.3%	-7.3%	-5.6%	-4.1%	-2.7%	-1.5%	-0.4%	0.7%	1.6%	2.4%	3.2%
	35%	-10.2%	-8.2%	-6.4%	-4.8%	-3.4%	-2.2%	-1.0%	0.0%	1.0%	1.9%	2.7%
	36%	-11.1%	-9.0%	-7.2%	-5.6%	-4.1%	-2.8%	-1.7%	-0.6%	0.4%	1.3%	2.1%
	37%	-12.0%	-9.9%	-8.0%	-6.4%	-4.9%	-3.5%	-2.3%	-1.2%	-0.2%	0.7%	1.6%
	38%	-12.9%	-10.7%	-8.8%	-7.1%	-5.6%	-4.2%	-3.0%	-1.8%	-0.8%	0.1%	1.0%
	39%	-13.8%	-11.6%	-9.6%	-7.9%	-6.3%	-4.9%	-3.6%	-2.5%	-1.4%	-0.4%	0.5%
	40%	-14.8%	-12.5%	-10.4%	-8.8%	-7.0%	-5.6%	-4.3%	-3.1%	-2.0%	-1.0%	-0.1%
	41%	-15.7%	-13.3%	-11.2%	-9.4%	-7.8%	-6.3%	-4.9%	-3.7%	-2.6%	-1.6%	-0.6%
42%	-16.6%	-14.2%	-12.1%	-10.2%	-8.5%	-7.0%	-5.6%	-4.3%	-3.2%	-2.2%	-1.2%	
43%	-17.5%	-15.0%	-12.9%	-10.9%	-9.2%	-7.7%	-6.2%	-5.0%	-3.8%	-2.7%	-1.7%	
44%	-18.4%	-15.9%	-13.7%	-11.7%	-9.9%	-8.3%	-6.9%	-5.6%	-4.4%	-3.3%	-2.3%	
45%	-19.3%	-16.8%	-14.5%	-12.5%	-10.7%	-9.0%	-7.6%	-6.2%	-5.0%	-3.9%	-2.8%	

Positive (and unshaded) means the ITC (or equivalent cash grant) provides more value  
 Negative (and shaded) means the PTC provides more value



## **North American Wind Power: Volume 7, Number 1 (February 2010)**

Profile: Lost Creek

# **Missouri's Native Son Building State's Largest Wind Project**

*Wind Capital's 150 MW Lost Creek wind farm,  
scheduled to be Missouri's largest, is the first project the company will own  
and operate.*

BY MARK DEL FRANCO

**North American Windpower, February 2010**



## Outdated Thinking

Commissioner Stan Wise:

“...According to Department of Energy data, Georgia does not have abundant solar energy like that in the **Desert** Southwest, the wind turbine generation available in the **Great Plains**, nor abundant **geothermal**. While I support expansion of solar energy at the micro level, Georgia’s humidity and low cloud cover make it a **very unlikely**, not to mention **high cost**, source for substantial production in Georgia, even when considering **federal production tax credits**.”

<http://www.psc.state.ga.us/pscinfo/bios/myviewson/wise/20090421-sw-edi.pdf> (April 21, 2009)

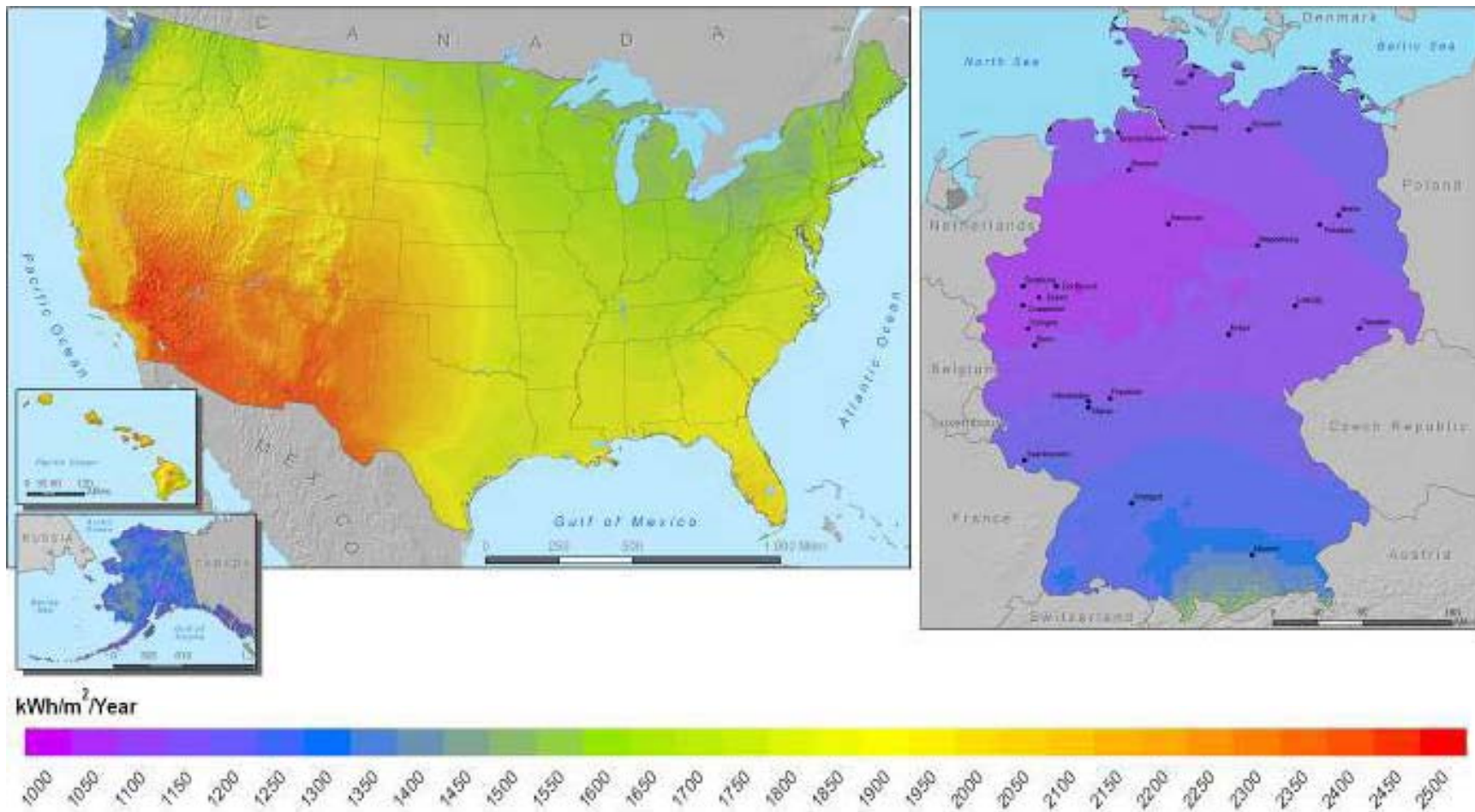


## Times Change: Georgia Today

- PSC Chairman "Bubba" McDonald made the motion to amend the RNR program, saying, "The commission hopes to encourage more participation in the Green Energy program and further advance the development of solar photovoltaic products in Georgia ..."
- On February 18, 2010, the PSC passed 5 to 0 a new motion that boosts -- to 50 percent from 10 percent -- the amount of renewable energy that comes from solar sources.



# Solar Resource Comparison – U.S. v. Germany





## North Carolina – 16 MW Solar Farm



<http://www.pv->

[tech.org/news/a/sunedison-completes-phase-one-of-its-16mw-north-carolina-solar-farm/?utm\\_source=PV+Tech+-Newsletter&utm\\_campaign=551023ddb-e-PV+Tech+Newsletter08\\_02\\_2010&utm\\_medium=email](http://www.pv-tech.org/news/a/sunedison-completes-phase-one-of-its-16mw-north-carolina-solar-farm/?utm_source=PV+Tech+-Newsletter&utm_campaign=551023ddb-e-PV+Tech+Newsletter08_02_2010&utm_medium=email)

SunEdison completes phase one of its 16MW North Carolina solar farm.



## DeSoto County, Florida – 25 MW - DeSoto Next Generation Solar Energy Center



<http://www.fpl.com/environment/solar/desoto.shtml>

Construction commenced in late 2008 and was completed in October 2009.



## FPL Hybrid Gas-Solar Plant



The FPL Group's new 500-acre array of solar panels under construction in Indiantown last month.  
<http://www.nytimes.com/2010/03/05/business/05solar.html>



## Economic Development and Job Creation

- The Jobs and Economic Development Impacts model (JEDI) is a model that analyzes the economic impacts of constructing and operating wind projects.
- The model has application for anyone who wants to better understand how a wind project will affect a community through job creation and local revenue.
- <http://www.nrel.gov/analysis/jedi/>

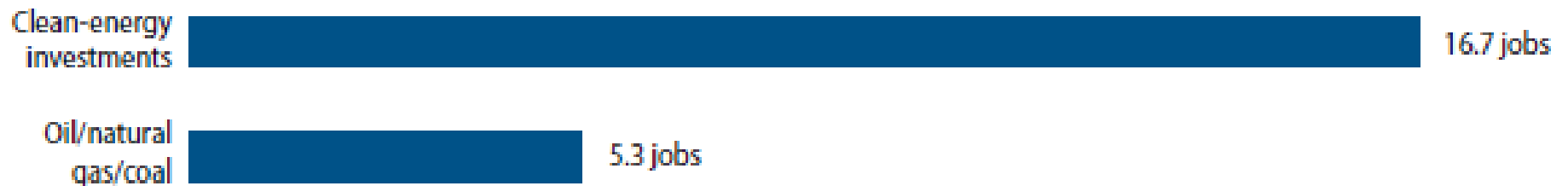


# Job Creation: 5.3 vs 16.7 Jobs Per Investment

FIGURE 1  
Job creation through \$1 million in spending

Green investments vs. fossil fuels

Number of jobs created



The full report is available at [http://www.americanprogress.org/issues/2009/06/pdf/peri\\_report.pdf](http://www.americanprogress.org/issues/2009/06/pdf/peri_report.pdf)



## Increase Ad Valorem / Sales Tax Revenues

- Effective Rate: 1 - 2.5% per annum of fair market value (FMV)
- Assume Total Development Cost attributable to personal property - \$33,300,000 (10 MW solar system)
- 2% = **\$666,000** per year additional ad valorem
- 10 years = **\$6,660,000**
- 20 years = **\$13,320,000**
- 25 years = **\$16,650,000**



# It Can Work in GA Today

- Structured finance and federal incentives
- State and local incentives surely help, but are not required.





# Federal Production Tax Credit - IRC § 45 – Electricity Produced from Certain Renewable Resources



Wind (small/large)  
Closed-loop biomass  
Open-loop biomass  
Geothermal energy  
Landfill gas  
Municipal Solid Waste  
Marine and Hydrokinetic

Small irrigation power  
Hydropower  
Refined coal  
Indian coal  
Trash combustion  
**Solar (expired 2006)**

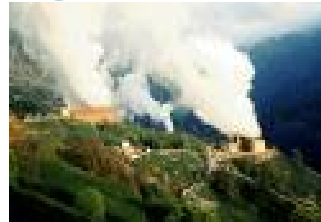


## Election of §48 Federal Investment Tax Credit In Lieu of Production Tax Credit

- For facilities placed in service after Dec. 31, 2008, the Act now allows taxpayers to make an *election* to have qualified property of certain qualified facilities treated as “energy property” eligible for a federal 30% investment credit under § 48.
- Power-production not critical.
- See Federal NREL Study - <http://eetd.lbl.gov/ea/emp/reports/lbni-1642e.pdf>



## **30% Federal Investment Tax Credit (ITC): Energy Credit<sup>1</sup>**



Fuel Cells

Geothermal

Microturbines

Combined Heat & Power

Solar

Small Wind Property

**<sup>1</sup> Some technologies qualify for a 10% credit, or are limited based on a credit cap**



## 30% Federal CASH Renewable Energy Grants<sup>1</sup>

- Federal DOE grant amount is 30% of cost...or...
- 10% grant for qualified microturbine, combined heat and power, and geothermal ground sourced heating or cooling systems.
- Benefits are based on amount of investment, **not** production.

<sup>1</sup> **Some technologies qualify for a 10% credit, or are limited based on a credit cap**



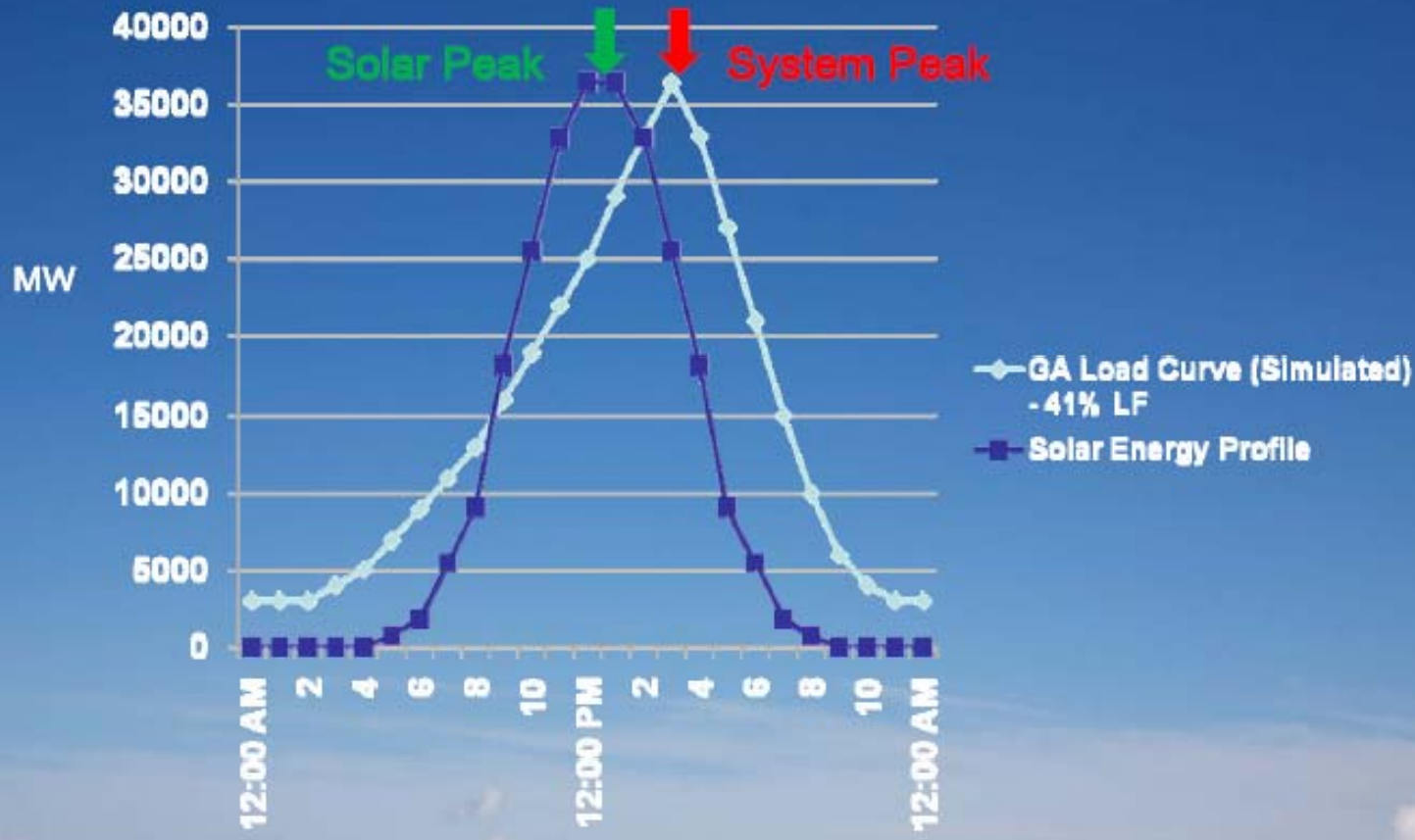
## Solar Cost In General

- PV energy output is higher when the sun is direct.
- Hotter days with high demand have peak PV output.
- Energy prices are typically higher during hotter days.
- PV should not be benchmarked against off-peak prices; instead, they should be benchmarked against the utility's highest cost peaking facilities.





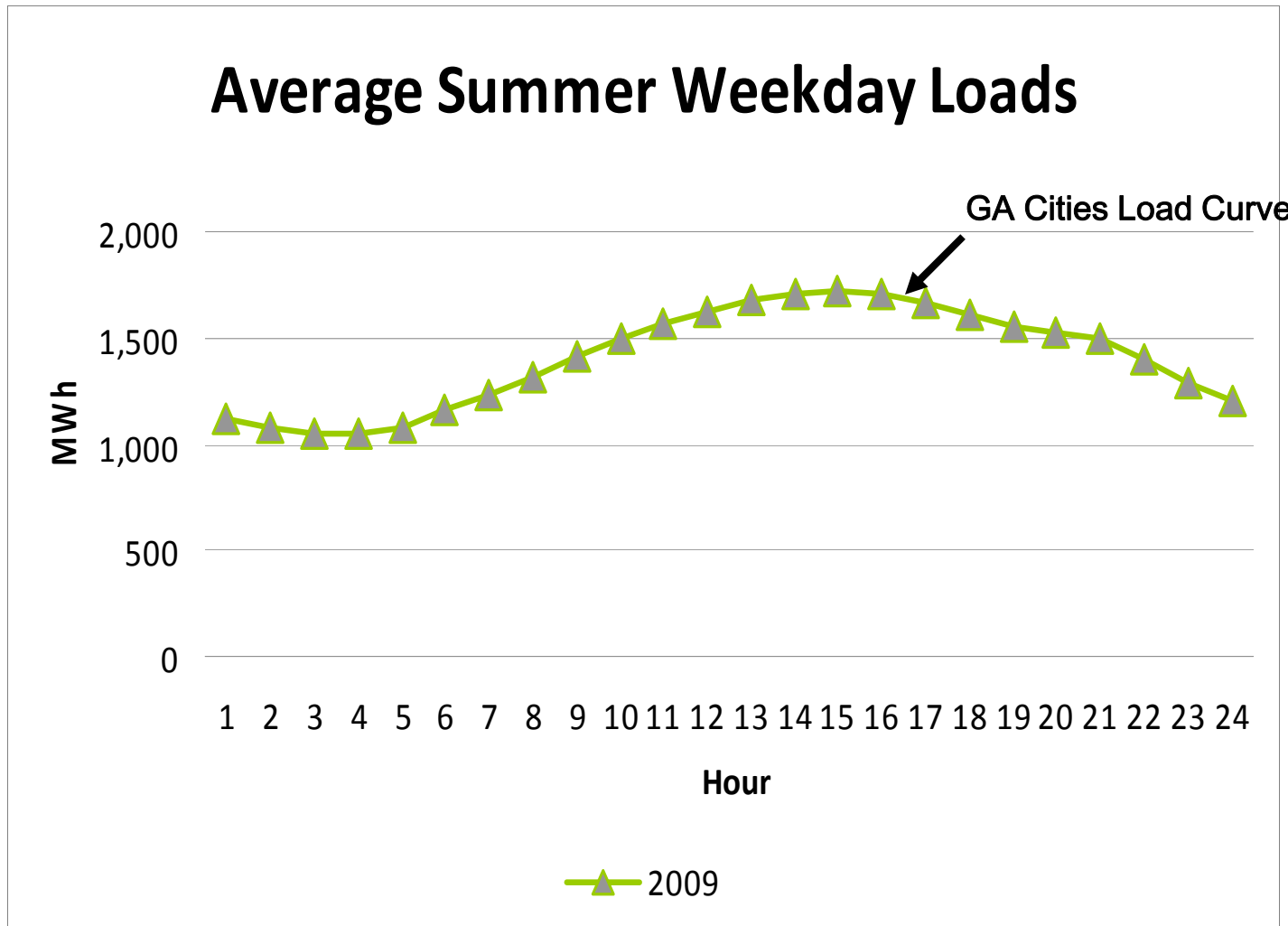
# Solar PV Improves Georgia's Load Factor and Lowers Rates



**Alden Hathaway, SVP Business Development, Sterling Planet**

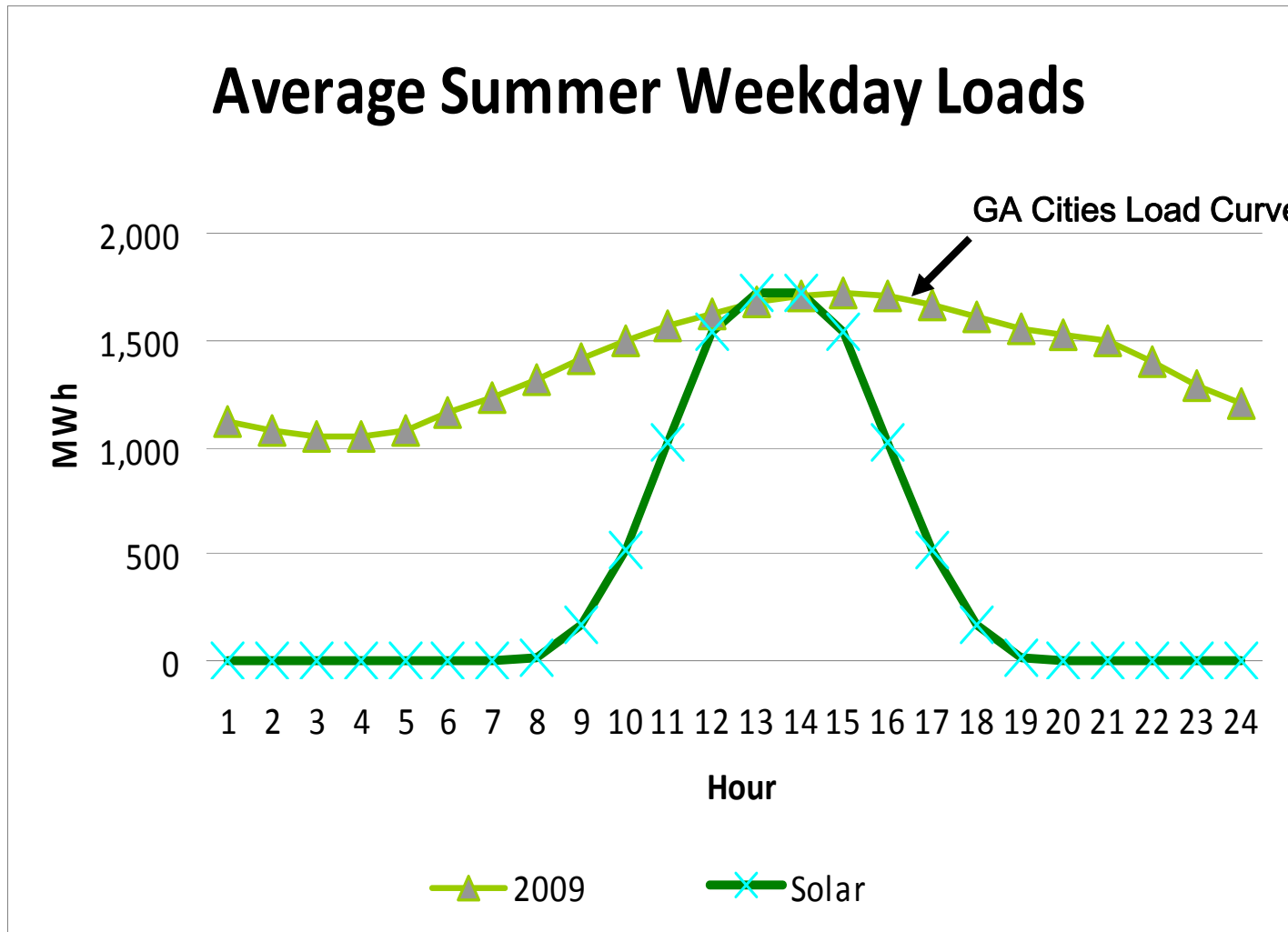


# Solar PV Improves Georgia's Load Factor and Lowers Rates



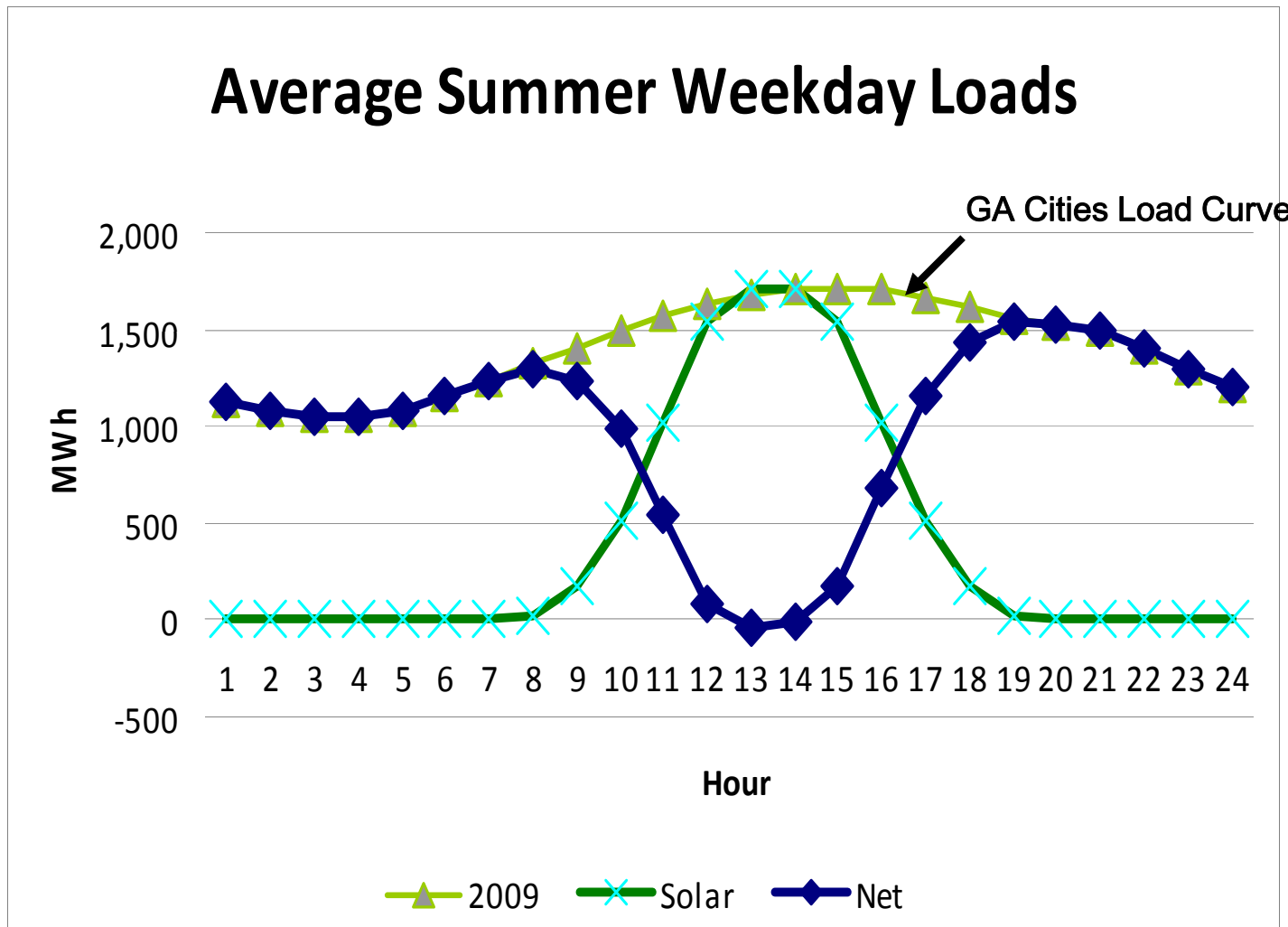


# Solar PV Improves Georgia's Load Factor and Lowers Rates



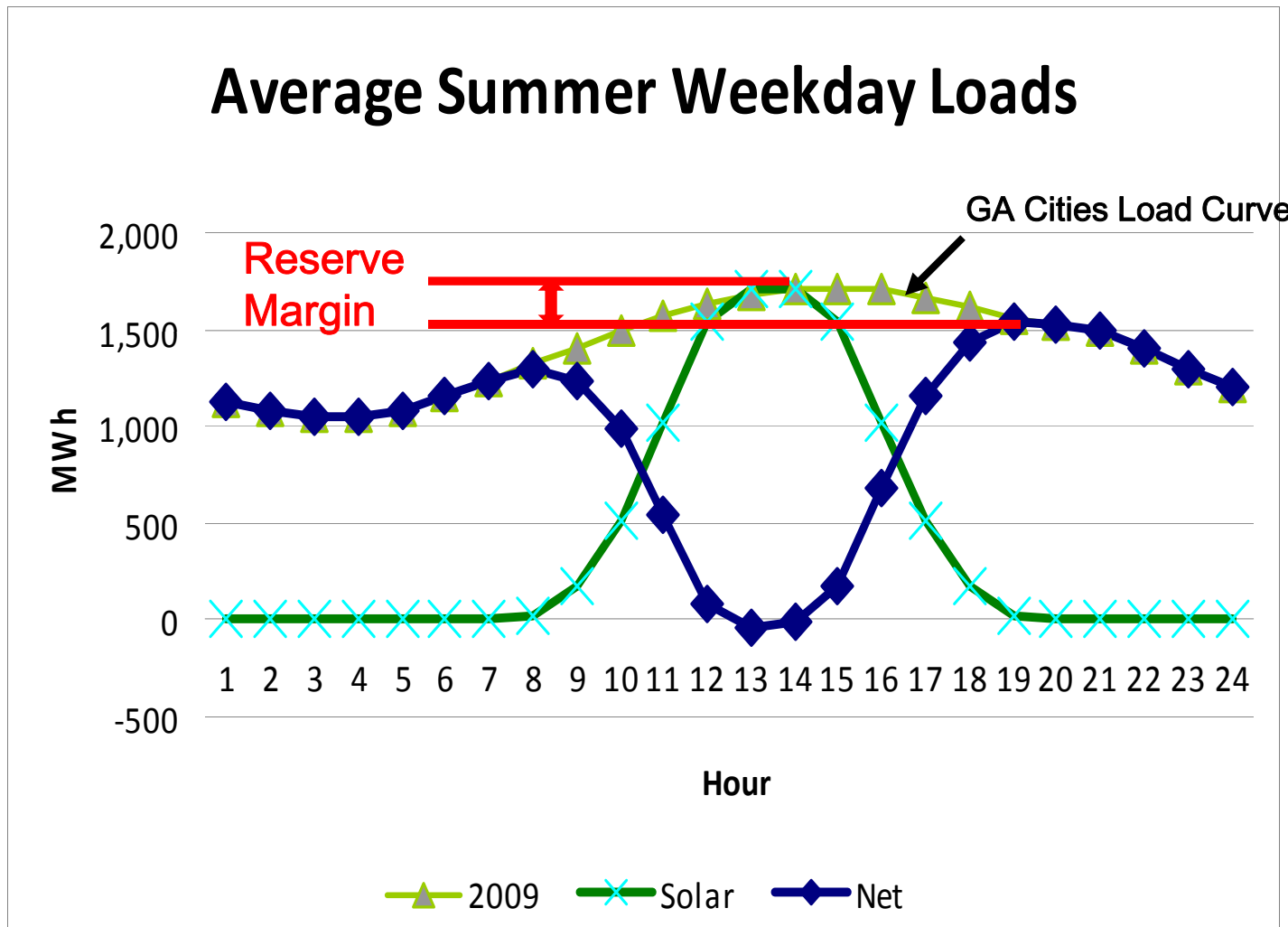


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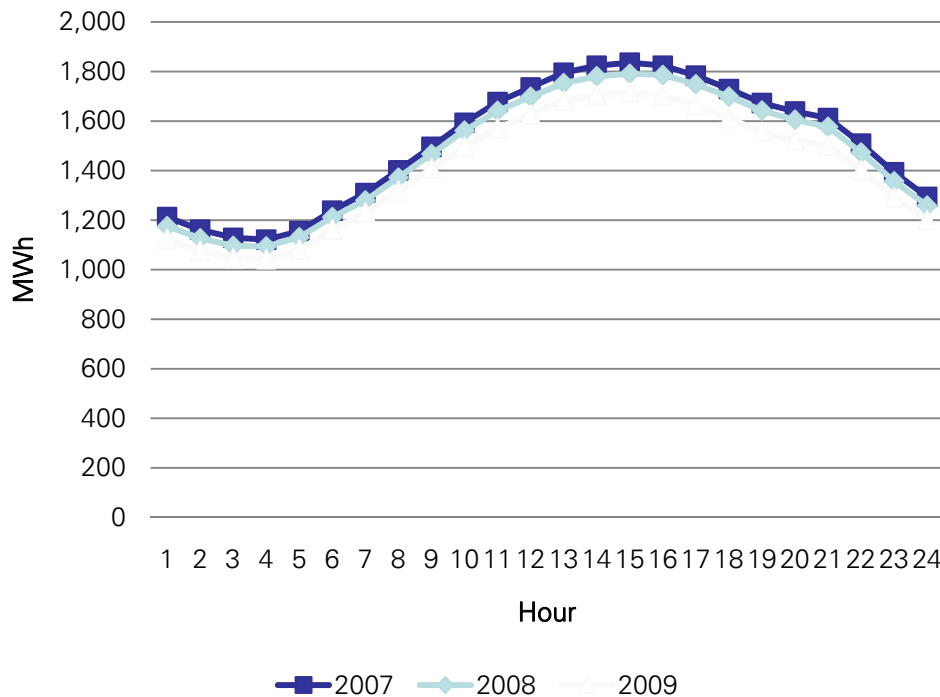


# Solar PV Improves Georgia's Load Factor and Lowers Rates

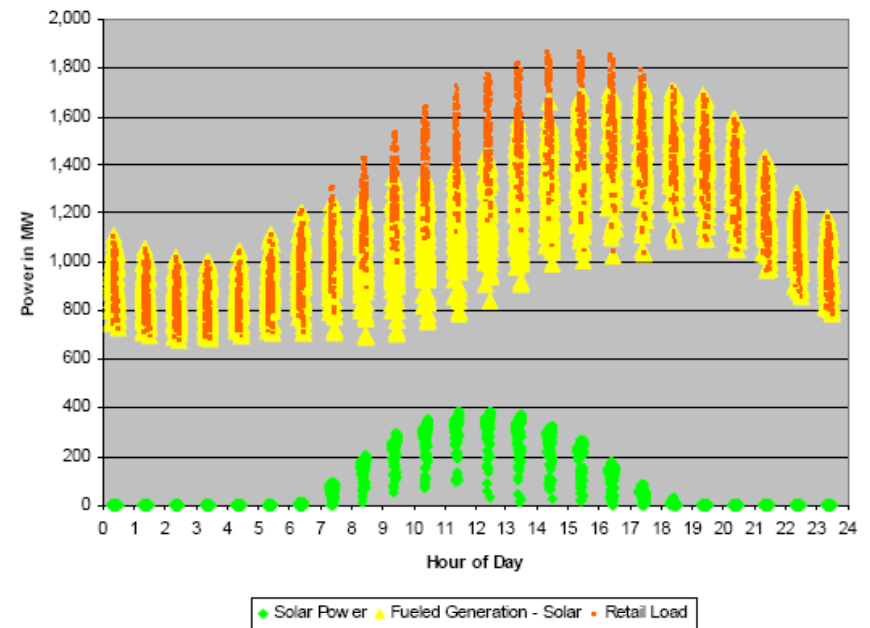




### Average Summer Weekday Loads



### Load Curve<sup>1</sup>



<sup>1</sup>The Load Curve graph is a graph of the TEP 2002 hourly native retail load, the hourly energy produced by 495 MW of hypothetical solar generation located at TEP's Tucson located Operating Headquarters and the effect on fueled generation demand reduction – 127 MW – from the application of 495 MW of Tucson located solar capacity. The 495 MW of solar capacity was chosen as the level needed to produce nearly 10% of the TEP annual retail energy sold from new renewable generation sources in 2002, the proposed national renewable portfolio standard. The distance the red points are spaced above the yellow points represents the amount of load the renewable resource supports. Capacity support is only provided in hours ending 08:00 through 17:00. At the typical time of peak system loads at hour ending 16:00, the solar generation resource is providing 127 MW of capacity support. <http://www.greenwatts.com/docs/HansenPGDec2003.pdf>



## “Unburdened” Sempra Generation Example

▪ Size	10 MW
▪ System Cost	\$ 3,700 kW
▪ Total Development Cost	\$ 37,000,000
▪ Less ITC/Grant and Depreciation	(39%)
▪ Net Capital/Debt	\$ 22,570,000
▪ 20-Year Term at 7% - Constant Rate	
▪ Debt Service/O&M	\$ 2,370,608
▪ Output due to 26% capacity factor	22,995,000 kWh/yr
▪ Cost per kWh - Breakeven	10.31¢ per kWh



## Additional Points

- \$14.4 M tax equity = 61% loan to cost. LTV = 100% but assumes net capital is 80/20 split between lender and sponsor each making 7% return on capital to attain 100% loan to value with a 60% loan to cost.
- Revenue from carbon offsets NOT considered.
- No state tax benefits or other assistance was assumed.



## Typical Capacity Factor Scenario

▪ Size	10 MW
▪ System Cost	\$ 3,700 kW
▪ Total Development Cost	\$ 37,000,000
▪ Less ITC/Grant and Depreciation	(39%)
▪ Net Capital/Debt	\$ 22,570,000
▪ 20-Year Term at 7% - Constant Rate	
▪ Debt Service/O&M	\$ 2,370,608
▪ <b>Output due to 18% capacity factor</b>	<b>15,768,000 kWh/yr</b>
▪ Annual Capacity Credit	\$134,000
▪ <b>Cost per kWh – Pre-REC Breakeven</b>	<b>13.77¢ per kWh</b>
▪ RECs	( <u>1.50¢ per kWh</u> )
▪ <b>Cost per kWh - Breakeven</b>	<b>12.27¢ per kWh</b>



## Additional Points

- \$14.4 M tax equity = 61 % loan to cost. LTV = 100% but assumes net capital is 80/20 split between lender and sponsor each making 7% return on capital to attain 100% loan to value with a 60% loan to cost.
  
- Revenue from carbon offsets considered.
  - Current North Carolina carbon offset prices are 6¢ per kWh
- 13.77 ¢ Cost to Produce Power
- 6.00 ¢ REC Price
- 7.77 ¢ per kWh** Net Cost to Produce Solar Power – Utility Scale
  
- No state tax benefits or other assistance was assumed beyond the capacity credit.



## Reducing Debt Cost With Federal New Markets Tax Credit (NMTC) and Use 30% ITC

- Size 10 MW
- System Cost \$ 3,700 kW
- Total Development Cost \$ 37,000,000
- Less ITC/Grant and Depreciation (39%)
- NMTC "B Loan" (1% interest due to NMTC) \$ 7,488,000
- Net Capital = "A Loan" \$ 15,082,000  
20-Year Term at 7% - Constant Rate
- A & B Loan Debt Service/O&M \$ 1,738,621
- **Output due to 18% capacity factor 15,768,000 kWh/yr**
- Annual Capacity Credit \$134,000
- **Cost per kWh – Pre-REC Breakeven 9.90¢ per kWh**
- RECs (1.50¢ per kWh)
- **Cost per kWh - Breakeven 8.40¢ per kWh**



## Additional Points

- Uses A-B debt structure. NMTC sourced loan \$30mm allocation at \$0.64/credit, 1% interest rate, 84-month term with buyout.
- Revenue from carbon offsets considered.
  - Current North Carolina carbon offset prices are 6¢ per kWh
    - 9.90 ¢ Cost to Produce Power
    - 6.00 ¢ REC Price
    - 3.90 ¢ per kWh** Net Cost to Produce Solar Power – Utility Scale
- No state tax benefits or other assistance was assumed beyond the capacity credit.



## Typical Capacity Factor Scenario – NMTC and DOE Loan Guarantee/Green Bank Financing?

▪ Size	10 MW
▪ System Cost	\$ 3,700 kW
▪ Total Development Cost	\$ 37,000,000
▪ Less ITC/Grant and Depreciation	(39%)
▪ NMTC “B Loan” (1% interest due to NMTC)	\$ 7,488,000
▪ Net Capital = “A Loan”	\$ 15,082,000
20-Year Term at 4.5% - Constant Rate	
▪ A & B Loan Debt Service/O&M	\$ 1,451,078
▪ Output due to 18% capacity factor	15,768,000 kWh/yr
▪ Annual Capacity Credit	\$134,000
▪ Cost per kWh - Breakeven	8.35¢ per kWh
▪ RECs	<u>(1.50¢ per kWh)</u>
▪ Cost per kWh - Breakeven	6.85¢ per kWh



## Additional Points

- Uses A-B debt structure. NMTC sourced loan \$30mm allocation at \$0.64/credit, 1% interest rate, 84-month term with buyout.
- Revenue from carbon offsets considered.
  - Current North Carolina carbon offset prices are 6¢ per kWh
    - 8.35 ¢ Cost to Produce Power
    - 6.00 ¢ REC Price
    - 2.35 ¢ per kWh** Net Cost to Produce Solar Power – Utility Scale
- No state tax benefits or other assistance was assumed beyond the capacity credit.



## Making It Work in GA: Basic Assumptions

### Municipal Direct Ownership

- Utility cooperates (git 'r done)
- Advanced tax ownership structure
- **Honest cost comparisons**

### Municipal Off-Taker

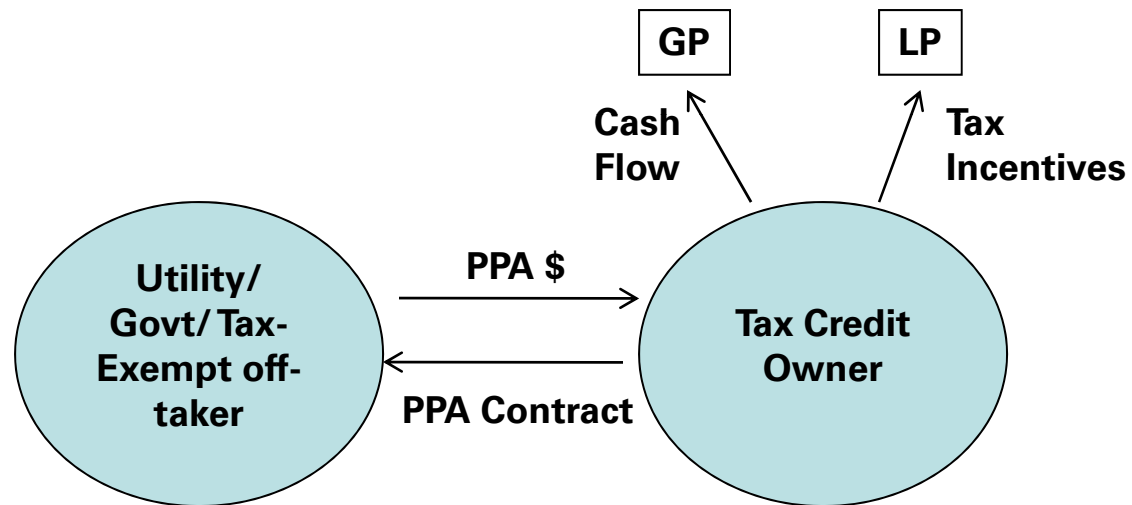
- Willing to sign PPA, or
- Willing to carry for export, or
- Willing to trade power
- **Honest cost comparisons**

### Would be nice if...

- Willing to acquire at end of tax benefit period (5-7 years)



## PPA – Legal Structure Is The Key



**\* Utility may acquire asset after 5-10 years from tax credit owner.**



# Desire To Clarify - Territorial Electric Services Act / Georgia Cogeneration and Distributed Generation Act

- The Territorial Act states:

## § 46-3-3. Definitions

“As used in this part, the term:

- (3) "Electric supplier" means any electric light and power company subject to regulation by the commission, any electric membership corporation furnishing retail service in this state, and any municipality which furnishes such service within this state.



## Current Georgia Territorial Act Law

- Attorney General Opinion 69-27: Holding an unregulated private person may sell electric energy to unregulated private users of electricity and that the sale is **NOT** a retail public sale.
- Territorial **Act does not currently prevent** limited PPA sales of power.
- Opinion 69-27 cites both resale PPA cases and sales of independently generated power.



## Additional Legal Support

- Attorney General Opinion 71-81: Holding an unregulated private **lessor** may sell electric energy to unregulated private **lessee** and the sale is **not a retail public sale** and Georgia Public Services Commission has **no jurisdiction** over the sale.
- Citing Ops. Att’y Gen. 69-27 “This opinion states generally that the sale of energy to one’s tenants is not the kind of service to the public which requires compliance with the State’s laws on public utilities.”



## More Legal Support

- Attorney General Opinion 72-84: Holding an unregulated private **corporation** may sell electricity to limited number of other **industrial corporations**.
- The sale does **not** serve a **substantial segment of the public**.
- Sale is “**not within the jurisdiction** of the [Georgia] Public Service Commission.”



## Territorial / Cogen. Act Clarity Benefits Everyone

- Clarification does not mean change in existing law.
- Existing law allows private PPAs and leasing of generating assets.
- 41 years of Georgia legal precedent supports this.



## Makes Sense To Support Clarification

### Immediate Benefits To Georgia:

- Renewables are a long-term hedge against fuel price increases.
- Solar reduces peak fuel costs and offsets peak loads (60%).
- Renewable energy development is about [economic development](#) in your territory \$\$\$.
- Renewable energy development is about [working-class jobs](#).
- Renewable energy is about your [customer satisfaction](#).



## Clarification Is Good

- Renewable energy facilities originally owned and financed by tax credit investor/owners bring substantial property tax revenue for cities.
- In 5-10 years, the tax credit investor/owners may or may not want to sell the renewable facilities to you.



## Clarification Is Right

- The Acts were passed without contemplation of renewable, distributed generation.
- It was never the intent of the GA Legislature to quash renewable energy in any way, shape or form.



## Clarification Is Our Duty As Citizens

- The Cogeneration Act determined and declared that it is in the interest of the public to:
  - Encourage private investment in renewable energy resources,
  - Stimulate the economic growth of Georgia, and
  - Enhance the continued diversification of the energy resources used in Georgia.
  
- Current Georgia law may make federal climate related compliance difficult and ultimately more costly for every electrical customer.



## Market Reality is Driving Clarification

- Solar prices continue to come down - “Easy” parity in 3-5 years.
- Customers demand green energy.
- Wind now being developed in “low” wind regimes.
- Movement by public authorities for improved waste management and waste to energy.



## Opposing Clarification Hurts ...

- There is a growing abundance of Tax Equity for utility scale renewable projects.
- Federal 30% grant for utility scale project until 2016.
- Project Finance debt available for large projects with tax equity or with grants and even without.
- Georgia Universities seeking utility scale installs using tax incentives to reduce their capital outlay.



## Be Smart – Know Your Finance Options

- Federal New Markets Tax Credits making low cost debt available.
- Expanded bond issuing authority enabling bond finance for utility scale renewables.
- DOE Loan Guarantee or Proposed Federal Green-Bank likely to make available low cost project debt.



## **It Actually Makes Sense Today ...**

- Even with distributed generation, the percentage of renewables will, overall be small.
- Even with lower retail sale volume, your fees, charges, tariffs and certain taxes should still be collectible by you or the taxing authority in your territory.
- Investing in renewables will position you to meet your long-term planning which must inevitably include renewables.





## Backup Information

- Backup information is available on flash drives available for your later review.

# Thank You



## Contact

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