

# HOUSE BILL REPORT

## HB 2248

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**As Reported by House Committee On:**  
Environment & Energy  
Appropriations

**Title:** An act relating to expanding equitable access to the benefits of renewable energy through community solar projects.

**Brief Description:** Expanding equitable access to the benefits of renewable energy through community solar projects.

**Sponsors:** Representatives Doglio, DeBolt, Fey, Lekanoff, Fitzgibbon, Shewmake, Leavitt, Ramel, Ryu, Tarleton, Appleton, Ramos, Slatter, Ormsby, Macri, Wylie, Kloba, Goodman, Peterson, Hudgins, Pollet and Tharinger.

**Brief History:**

**Committee Activity:**

Environment & Energy: 1/16/20, 2/4/20 [DPS];  
Appropriations: 2/10/20, 2/11/20 [DPS(ENVI)].

**Brief Summary of Substitute Bill**

- Terminates the application period for the Renewable Energy Production Incentive Program (Production Incentive Program) June 30, 2020, rather than June 30, 2021.
- Authorizes, beginning July 1, 2020, and through June 30, 2026, an administrator of an eligible community solar project to apply to the Washington State University Extension Energy Program for certification of eligibility to receive a one-time energy burden reduction incentive payment from a participating electric utility on behalf of, and for the purpose of providing direct benefits to, the project's qualifying subscribers (the Community Solar Expansion Program).
- Creates a new Public Utility Tax credit in an amount equal to the energy burden reduction incentive payments paid by an electric utility under the Community Solar Expansion Program.
- Establishes new community solar project eligibility requirements under the Community Solar Expansion Program.

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*This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not a part of the legislation nor does it constitute a statement of legislative intent.*

- Amends the incentive rates for renewable energy systems certified under the Production Incentive Program.
- Caps total incentive payments allowed for community solar projects certified under the Community Solar Expansion Program at \$20 million.

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## HOUSE COMMITTEE ON ENVIRONMENT & ENERGY

**Majority Report:** The substitute bill be substituted therefor and the substitute bill do pass. Signed by 8 members: Representatives Fitzgibbon, Chair; Lekanoff, Vice Chair; DeBolt, Ranking Minority Member; Doglio, Fey, Mead, Robinson and Shewmake.

**Minority Report:** Do not pass. Signed by 3 members: Representatives Dye, Assistant Ranking Minority Member; Boehnke and Goehner.

**Staff:** Nikkole Hughes (786-7156).

### **Background:**

#### Renewable Energy Production Incentive Program.

In 2005 the Renewable Energy Cost Recovery Incentive Payment Program (Legacy Program) was created to allow an individual, business, or local government that owns an eligible renewable energy system to apply to its electric utility for an investment cost recovery incentive payment for each kilowatt-hour (kWh) of electricity produced by the system. In 2009 the Legacy Program was expanded to include community solar projects. In 2017 Engrossed Substitute Senate Bill 5939 (Chapter 36, Laws of 2017) directed the Washington State University Extension Energy Program (WSU Energy Program) to launch and administer a new program known as the Renewable Energy Production Incentive Program (Production Incentive Program).

The Legacy Program closed to new customer participants after September 30, 2017. A customer who entered the program by this date was required to apply to the WSU Energy Program by April 30, 2018, in order to continue to receive their incentive payment allowed under the Legacy Program for electricity generated by a renewable energy system through June 30, 2020.

Beginning July 1, 2017, under the Production Incentive Program, a person who owns a renewable energy system, an administrator of a community solar project, a utility, or a business under contract with a utility that administers a shared commercial project, may apply to the WSU Energy Program for certification establishing the applicant's eligibility to receive an annual production incentive payment for each kWh of alternating current electricity generated by the system.

Under the Production Incentive Program, the WSU Energy Program is directed to cease issuing new certifications for any renewable energy system if certification is likely to result in total incentive payments made under the Production Incentive Program in excess of \$110 million. Although the application period under the Production Incentive Program extends to

June 30, 2021, because of the \$110 million statewide incentive payment cap, the WSU Energy Program does not intend to review any applications for certification received after June 14, 2019.

#### Community Solar Projects.

Under the Production Incentive Program, a "community solar project" is a solar energy system that has a direct current nameplate generating capacity no greater than 1,000 kilowatts. A community solar project that has a generating capacity greater than 500 kilowatts must be subject to a standard interconnection agreement with the utility serving the site of the project. A community solar project must be administered by a utility, nonprofit organization, or local housing authority and must have at least 10 participants, or one participant for every 10 kilowatts of direct current nameplate capacity, whichever is greater. Except for community solar projects administered in cooperation with a joint operating agency, each participant must be a customer of the utility providing service at the site of the community solar project.

The administrator of a community solar project must provide each project participant with a disclosure form containing all material terms and conditions of participation in the project.

The Utilities and Transportation Commission (UTC) must publish, without disclosing proprietary information, a list of:

- entities other than utilities that organize and administer community solar projects; and
- community solar projects and related programs and services offered by investor-owned utilities.

If a consumer-owned utility opts to provide a community solar program or contracts with a nonutility administrator to offer a community solar program, the governing body of the consumer-owned utility must publish, without disclosing proprietary information, a list of the nonutility administrators contracted by the utility as part of its community solar program.

Violation of the reporting and disclosure requirements for administrators of community solar projects is a violation of the Consumer Protection Act.

#### Production Incentive Certification and Payments.

Certification of eligibility under the Production Incentive Program is valid for the program term.

"Program term" for a community solar project, shared commercial solar project, or any other renewable energy system, means eight years, or until cumulative incentive payments for electricity produced by the project reach 50 percent of the total system price (including applicable sales tax), whichever occurs first.

The applicant or, in the case of a community solar project or shared commercial solar project, the participant, is entitled to receive incentive payments for electricity generated for the program term from the date the renewable energy system commences operation.

The incentive rate available depends on the fiscal year of certification, the system type, and whether the system is eligible for a made-in-Washington bonus rate. A renewable energy

system or community solar project is eligible for a made-in-Washington bonus rate if its solar modules, wind turbine, or tower is made in Washington. The incentive rates available under the Production Incentive Program are as follows:

<b>Fiscal year of system certification</b>	<b>Base rate - residential-scale</b>	<b>Base rate - commercial-scale</b>	<b>Base rate - community solar</b>	<b>Base rate - shared commercial solar</b>	<b>Made-in-Washington bonus rate</b>
2018	\$0.16	\$0.06	\$0.16	\$0.06	\$0.05
2019	\$0.14	\$0.04	\$0.14	\$0.04	\$0.04
2020	\$0.12	\$0.02	\$0.12	\$0.02	\$0.03
2021	\$0.10	\$0.02	\$0.10	\$0.02	\$0.02

No person, business, or household is eligible to receive production incentive payments of more than:

- \$5,000 per year for residential-scale systems or community solar projects;
- \$25,000 per year for commercial-scale systems; or
- \$35,000 per year for shared commercial solar projects.

Public Utility Tax Credits.

An electric utility may claim a credit against its public utility tax obligations for incentive payments made by the utility to a customer under the Legacy Program or the Production Incentive Program.

An electric utility may claim an annual credit of up to 1.5 percent of its taxable power sales generated in calendar year 2014 or \$250,000, whichever is greater. The credit cannot exceed the amount of tax owed by the utility and cannot be refunded.

No credits may be claimed by an electric utility under the Legacy Program after June 30, 2021. No credits may be claimed by an electric utility under the Production Incentive Program after June 30, 2030.

World Trade Organization Panel Report.

On September 9, 2016, India requested consultations with the United States regarding domestic content requirements and incentives for renewable energy systems instituted by state governments, including Washington. The Request for Consultations specifically named Washington's Renewable Energy Cost Recovery Incentive Payment Program under chapter 82.16 RCW (the Legacy Program) as it existed in 2016.

On June 27, 2019, a World Trade Organization (WTO) panel issued a report finding that the made-in-Washington incentives under the Legacy Program are inconsistent with Article III, section 4 of the General Agreement on Tariffs and Trade (GATT) 1994 because they provide an advantage for the use of domestic products, which amounts to less favorable treatment for similar imported products. The panel recommended that the WTO's Dispute Settlement Body request the United States to bring the incentives provided under the Legacy Program into conformity with its obligations under the GATT 1994.

The panel report also found that the made-in-Washington bonus rate provided under the Production Incentive Program established in 2017 does not represent an amendment to the bonus rate under the Legacy Program but is instead a distinct measure that falls outside the terms of the panel's reference, and thus was not included in the panel's review or recommendations.

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### **Summary of Substitute Bill:**

#### Renewable Energy Production Incentive Program.

The application period for the Renewable Energy Production Incentive Program (Production Incentive Program) terminates June 30, 2020, rather than June 30, 2021.

If a community solar project application is in precertification status under the Production Incentive Program as of June 30, 2020, the project applicant must continue in that status until it is certified by the Washington State University Extension Energy Program (WSU Energy Program) or its precertification expires.

Community solar projects that are in precertification status under the Production Incentive Program as of June 30, 2020, may not apply for precertification for that same project under the Community Solar Expansion Program that begins July 1, 2020.

#### Community Solar Expansion Program.

Beginning July 1, 2020, through June 30, 2026, an administrator of an eligible community solar project may submit an application to the WSU Energy Program to receive a precertification for the project. Projects with precertification applications approved by the WSU Energy Program have two years to complete their projects and apply for full certification. By certifying qualified projects, the WSU Energy Program authorizes the utility serving the site of a community solar project in the state to remit a one-time energy burden reduction incentive payment to the community solar project administrator, who accepts the payment on behalf of, and for the purpose of providing direct benefits to, the project's qualifying subscribers.

"Qualifying subscriber" means a low-income subscriber, low-income service provider subscriber, tribal agency subscriber, or public agency subscriber.

An energy burden reduction incentive payment equals the sum of:

- an amount, not to exceed \$20,000, equal to the community solar project's administrative costs related to administering the project for qualifying subscribers; and
- an amount equal to 100 percent of the proportional cost of the share of the community solar project that provides direct benefits to qualifying subscribers.

A utility's participation in the Community Solar Expansion Program is voluntary.

The WSU Energy Program may issue certifications authorizing energy burden reduction incentive payments in a total statewide amount not to exceed \$20 million and subject to the following dollar limits:

- for fiscal year 2021, \$300,000; and
- for each biennium beginning on or after July 1, 2021, \$5 million.

Prior to obtaining certification, the administrator of an eligible community solar project must apply for precertification against the funds available for incentive payments under the Community Solar Expansion Program in order to be guaranteed an energy burden reduction incentive payment. The application for precertification must include, at a minimum:

- a project prospectus that demonstrates how the administrator intends to provide direct benefits to qualifying subscribers for the duration of their subscription to the community solar project; and
- any other information the WSU Energy Program deems necessary in determining eligibility for precertification.

The WSU Energy Program must collect a one-time fee for precertification applications of \$500 per applicant. The WSU Energy Program must deposit all revenue from this fee into the State General Fund.

Within 60 days of receipt of a notification of project certification from the WSU Energy Program, the utility serving the site of the certified community solar project must remit the applicable energy burden reduction incentive payment to the project administrator.

No certification may be issued by the WSU Energy Program under the Community Solar Expansion Program after June 30, 2026.

#### Community Solar Project Eligibility Requirements.

In order to receive certification for an energy burden reduction incentive payment beginning July 1, 2020, a community solar project must meet certain requirements, including:

- the administrator of the community solar project must be a utility, nonprofit, or other local housing authority;
- the community solar project must have an alternating current nameplate capacity that is greater than 12 kilowatts but no greater than 199 kilowatts, and must have at least two subscribers or one low-income service provider subscriber; and
- verification that an individual household subscriber meets the definition of low-income must be provided to the administrator by an entity with authority to maintain the confidentiality of the income status of the low-income subscriber.

#### Public Utility Tax Credits.

Beginning July 1, 2020, an electric utility is allowed a credit against its public utility tax (PUT) obligations in an amount equal to energy burden reduction incentive payments made under the Community Solar Expansion Program.

The PUT credit for the fiscal year may not exceed 1.5 percent of the business's taxable power sales generated in calendar year 2014 or \$250,000, whichever is greater. The credit may not exceed the tax that would otherwise be due. Refunds may not be granted in the place of credits.

The right to earn PUT credits for energy burden reduction incentive payments expires June 30, 2034. Credits may not be claimed after June 30, 2035.

### **Substitute Bill Compared to Original Bill:**

The substitute bill:

- removes the provisions establishing community solar meter aggregation;
- restructures the Community Solar Expansion Program as an entirely new program separate from the Renewable Energy Production Incentive Program (Production Incentive Program);
- authorizes, beginning July 1, 2020, and through June 30, 2026, an administrator of an eligible community solar project to apply to the Washington State University Extension Energy Program for certification of eligibility to receive a one-time energy burden reduction incentive payment from a participating electric utility, on behalf of and for the purpose of providing direct benefits to the project's qualifying subscribers;
- adds a definition for "qualifying subscriber" to mean a low-income subscriber, low-income service provider subscriber, tribal agency subscriber, or public agency subscriber;
- specifies that a one-time energy burden reduction incentive payment remitted to a community solar project administrator for a certified project equals the sum of the following: (a) an amount, not to exceed \$20,000, equal to the community solar project's administrative costs related to administering the project for qualifying subscribers; and (b) an amount equal to 100 percent of the proportional cost of the share of the community solar project that provides direct benefits to qualifying subscribers.
- establishes biennial statewide caps of \$5 million per biennium beginning July 1, 2021;
- amends the community solar project eligibility requirements and the definition of "community solar project" under the Community Solar Expansion Program; and
- adds expiration dates for sections of current law pertaining to the Renewable Energy Cost Recovery Incentive Payment Program and the Production Incentive Program.

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**Appropriation:** None.

**Fiscal Note:** Available.

**Effective Date of Substitute Bill:** The bill contains an emergency clause and takes effect immediately.

### **Staff Summary of Public Testimony:**

(In support) Community solar is not new to this body or to this state. There have been a number of very successful community solar projects across Washington. Community solar allows people who do not have access to rooftop solar to participate in the clean energy transition by subscribing to a large, off-site project. This bill makes an effort to include low-

to-moderate-income customers and allow them to reduce their electricity bills. The intent of this bill is to hold utilities harmless in allowing community solar meter aggregation by making project administrators responsible for the cost of utility billing upgrades, rather than the utilities themselves.

(Opposed) This bill makes changes to the net metering statute, which the Legislature just amended in 2019. This bill would essentially enable virtual net metering. This bill would allow any community solar administrator to participate in meter aggregation, rather than just those community solar administrators that qualify from the Community Solar Expansion Program. This bill would allow the insertion of a third party in the relationship between rural electric cooperatives and their customer-owners.

(Other) There are concerns about how the income levels and nonprofit organizations are defined in this bill. The definition of "low-to-moderate income" used in the bill is not used elsewhere in statute. The definition of low-to-moderate income service provider is too limited. A technical assistance position should be created to help community groups navigate community solar programs. This bill would not be the most cost-effective approach for the state to achieve its greenhouse gas reduction goals. This bill is inefficient and ineffective from an environmental standpoint. This bill would dilute the focus of the Washington Clean Energy Transformation Act on low-income customers.

**Persons Testifying:** (In support) Representative Doglio, prime sponsor; Dave Warren and Mason Rolph, Olympia Community Solar; Brad Boswell, Solar Installers of Washington; Sheila Riggs and Todd Currier, Washington State University Extension Energy Program; and Phyllis Farrell, League of Women Voters.

(Opposed) Kent Lopez, Washington Rural Electric Cooperative Association; Laura Wilkeson, Puget Sound Energy; John Rothlin, Avista; Kathleen Collins, PacifiCorp; Nicolas Garcia, Washington Public Utility Districts Association; and Marian Dacca, Tacoma Public Utilities and Tacoma Power.

(Other) Clark McIsaac, Snohomish Public Utility District; David Mendoza, Front and Centered; Todd Myers, Washington Policy Center; and Sarah Vorpahl, Department of Commerce.

**Persons Signed In To Testify But Not Testifying:** None.

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## HOUSE COMMITTEE ON APPROPRIATIONS

**Majority Report:** The substitute bill by Committee on Environment & Energy be substituted therefor and the substitute bill do pass. Signed by 22 members: Representatives Ormsby, Chair; Robinson, 1st Vice Chair; Bergquist, 2nd Vice Chair; Rude, Assistant Ranking Minority Member; Chopp, Cody, Dolan, Fitzgibbon, Hansen, Hudgins, Kilduff, Macri, Mosbrucker, Pettigrew, Pollet, Ryu, Senn, Springer, Steele, Sullivan, Tarleton and Tharinger.



**Minority Report:** Do not pass. Signed by 10 members: Representatives Stokesbary, Ranking Minority Member; Caldier, Chandler, Corry, Dye, Hoff, Kraft, Schmick, Sutherland and Ybarra.

**Staff:** Kate Henry (786-7349).

**Summary of Recommendation of Committee On Appropriations Compared to Recommendation of Committee On Environment & Energy:**

No new changes were recommended.

**Appropriation:** None.

**Fiscal Note:** Available. New fiscal note requested on February 7, 2020.

**Effective Date of Substitute Bill:** The bill contains an emergency clause and takes effect immediately.

**Staff Summary of Public Testimony:**

(In support) The bill provides access to solar projects for low-income households who have previously been excluded from the programs. Prior concerns have been addressed regarding not having additional obligations placed on the current system due to these changes. Attention should be paid to making the incentives serve the largest number of low-income customers as possible. Solar energy can help mitigate climate change, and this bill can begin to implement those changes for more people.

(Opposed) None.

(Other) The policy is going in the right direction, but some details need to be addressed. Twenty million dollars in incentives specifically focused on low-income residents will decrease the barrier to entry. The focus on deploying money at the beginning of projects will assist in developers capitalizing on the incentive. Since there is a limit on the amount of funds to be allocated, additional attention should be paid to make sure projects are reasonably priced to maximize access.

**Persons Testifying:** (In support) Dave Warren, Olympia Community Solar and Silfab Solar; John Rothlin, Avista Corporation; and Stella Gitchos, Liberty Bell High School Climate Action Group.

(Other) Laura Wilkeson, Puget Sound Energy; and Kathleen Collins, PacifiCorp.

**Persons Signed In To Testify But Not Testifying:** None.