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January 17, 2023

Members of the Vermont General Assembly 115 State Street Montpelier, VT 05633-5301

Re: Fiscal Year 2022 Annual Report of the Clean Energy Development Fund ("CEDF")

Dear Senators and Representatives:

I am pleased to submit the Fiscal Year 2022 Annual Report of the Clean Energy Development Fund ("CEDF"), which includes information on the Fund's activities and finances from July 1, 2021 through June 30, 2022.

Members of the Clean Energy Development Board, as well as CEDF and other Public Service Department staff, have all worked diligently throughout the year to fulfill the promise and purpose of the CEDF as created by the legislature.

If you have any questions or concerns upon reading the report, please do not hesitate to contact me.

I look forward to working with you this year in continuing the work of the Clean Energy Development Fund.

Sincerely,

DocuSigned by:

June E. Tierney

June E. Tierney

Commissioner





ANNUAL REPORT TO THE LEGISLATURE FISCAL YEAR 2021

[July 1, 2021 – June 30, 2022] Published: January 2023

Submitted to the following Committees of the Vermont General Assembly: Senate Committee on Natural Resources and Energy, Senate Committee on Finance, House Committee on Energy and Technology, and House Committee on Commerce and Economic Development

Summary of Fiscal Year 2022

During the FY22 fiscal year (July 1, 2021, to June 30, 2022) the Clean Energy Development Fund (CEDF or Fund) set up new federally funded programs while continuing its existing state funded programs.

With federal funds from the American Rescue Plan Act (ARPA) the CEDF designed five new programs and implemented three of them. The two smallest programs were canceled, and the funding moved into the program in support of high-poverty schools as it had the most need and potential to meet both ARPA and CEDF goals.

FY22 saw pandemic restrictions loosen and installations of CEDF incentivized pellet heating systems returned to pre-pandemic levels. In the first quarter of FY23 there was a dramatic increase, likely the result of pent-up demand and an increase in fossil fuel prices.

The CEDF's work during the year was focused on deploying the \$5 million in ARPA funds as no new funds were appropriated to the CEDF in FY23. As the CEDF funds are expended the Public Service Department (PSD) continued its preparations to close-out the operations of the Fund.

During FY22 the CEDF expended a total of \$954,492 in funds – the lowest amount since fiscal year 2006 (the year the Fund started). This total includes \$569,6112 of American Recovery and Reinvestment Act (ARRA) funds from ARRA funded loans being repaid to the CEDF. Of the total expenditures \$142,689 was for PSD staff and administrative costs to manage the Fund.

At the end of FY22 the Fund had a balance of \$895,610 in State funds and \$941,311 of ARRA funds. These balances were obligated in grants, incentive programs, and administration costs in the FY23 Budget and Annual Plan. The FY23 Plan can be found on-line here:

www.publicservice.vermont.gov/renewables/clean-energy-development-fund-cedf/reports-documents

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Purpose and Scope of This Report

The purpose of this annual report is to provide information to the Vermont Legislature, clean energy stakeholders, and other citizens of Vermont by detailing the Clean Energy Development Fund (CEDF) activities, revenues, expenditures, and progress made toward its goals and mission during fiscal year 2022 (FY22).

Strategic Planning for the Clean Energy Economy

The mission of the CEDF is to serve the citizens of Vermont by increasing the local supply and utilization of distributed, small-scale, community-supported electrical and thermal renewable energy, while targeting related economic development advantages.¹

In support of CEDF's mission the CEDF has been guided by four goals:

- 1. Create economic development via the clean energy economy
- 2. <u>Increase the cost effectiveness</u> of clean energy
- 3. Support vulnerable Vermonters
- 4. Reduce negative impacts of Vermont's energy use and generation on the environment.

Figure 1 visually shows the interaction between CEDF's Vision and its four supporting goals.

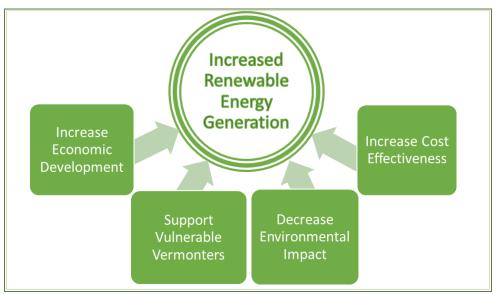


Figure 1. CEDF Goal and Objectives

Strategies

In pursuit of the primary goal and four objectives the CEDF has implemented the following seven strategies:

- 1) Concentrate on unregulated energy markets
- 2) Focus on transforming a select emerging market/technology
- 3) Coordinate and collaborate across State government and local businesses

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¹ CEDF 2018 Multi-year Strategic Plan

- 4) Leverage other projects, programs, and private capital
- 5) Focus on projects that have community support
- 6) Provide access to renewable energy and its direct benefits to low-income Vermonters
- 7) Learn and adapt from past activities

CEDF's 2018 strategic plan and the subsequent annual plans call for a strategic focusing on developing Vermont's advanced wood heating sector. The CEDF has worked to build consumer demand for advanced wood heating together with strengthening businesses in the local supply chain capable of delivering affordable, dependable wood fuel and installing cost-effective advanced wood heating systems. The strategic plan can be found on-line here:

www.publicservice.vermont.gov/renewables/clean-energy-development-fund-cedf/reports-documents

The CEDF defines "advanced wood heating" as wood heating that: 1) utilizes highly efficient combustion technology; 2) produces low levels of emissions; 3) supports healthy forest ecosystems; and 4) consumes local wood. What is considered "highly efficient," and a "low level of emissions," will evolve with technology improvements and "local wood" could fluctuate with changes in the local wood markets. Accordingly, the CEDF's program requirements will be adaptive to ensure its programs are always leading the wood energy market to be supportive of CEDF and State goals.

Authority, Funding & Resources

The Vermont General Assembly established the CEDF in 2005 through Act 74 (30 V.S.A. § 8015). The CEDF is administered by the Department of Public Service (PSD), which employs a CEDF Manager and dedicates additional PSD staff to CEDF tasks as needed (See Appendix I for more details on CEDF governance.)

Figure 2 below shows the revenue, expenses, and end-of-year balance of the Fund for the last five fiscal years. Figure 2 does not include any of the \$22 million in American Recovery and Reconstruction Act (ARRA) funds that were managed by the CEDF, or the \$5M of ARPA funds appropriated to the PSD and managed by the CEDF.

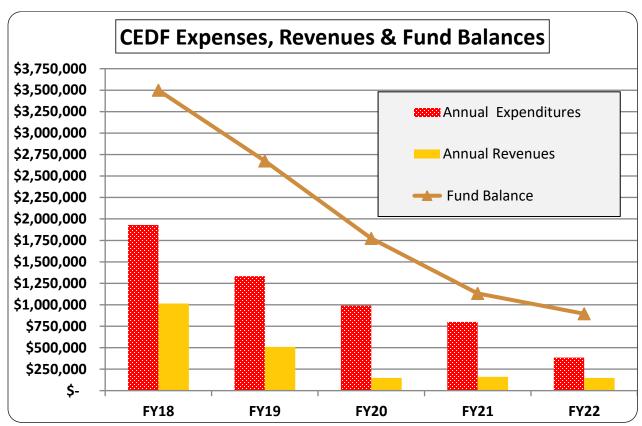


Figure 2. CEDF Annual Revenue, Expenses, and Fiscal Year-end Fund Balance FY18-22 (not including federal funds)

At the end of FY22 the Fund had a balance of \$895,610 in State funds and \$941,311 of ARRA funds. These balances were obligated in grants, incentive programs, and administration costs at the end of FY22 in the FY23 Budget and Annual Plan.

The only revenue into the Fund for FY22 was from the repayment of loans and a small amount of interest on the cash balances. In FY22 the Fund had two loans pay-off their balances early resulting in payments to the CEDF of \$386,881. In addition, \$615,655 in ARRA funds that capitalized an ARRA revolving loan fund at VEDA back in 2010 and 2014 were returned to the CEDF by VEDA. These payments totaled just over \$1 million in funds to the CEDF available for new grants and programs in FY23.

At the end of FY22 only two loans remained active. One is CEDF funded with an outstanding balance of \$270,883. The other is an ARRA loan with a combined outstanding balance of \$750,000 with an interest-only term of 1 percent. The 1 percent interest payment goes to VEDA to service the loan. Therefore, CEDF doesn't receive any interest or principal payments from this loan.

See Appendix II for a financial report of FY22 revenue and expenses.

Administration & Program Delivery

For administrative simplicity and to allow more of CEDF funds to be used for renewable energy incentives and grant awards, the PSD has not used any CEDF funds to cover the costs incurred by PSD's Administrative Services Division staff in providing services to the CEDF (such as processing invoices, financial reports and accounting, State budgeting, etc.), nor has the PSD used any CEDF funds to cover overhead expenses (i.e., rent, office equipment, internet, etc.).

PSD uses CEDF funds to pay the CEDF Fund Manager and any other PSD staff for hours worked on CEDF tasks. CEDF funds are also used for any per-diem to Clean Energy Development Board members (\$0 was requested for per-diems in 2022), and any expenses related to travel, conferences, membership dues related to CEDF programs. During FY22 the PSD spent \$142,689 \,^2\$ of CEDF funds on these staff and administration expenses.

These personnel and administrative expenses were 46 percent of total FY22 revenues and just over 18% as a percentage of total FY22 expenditures. With most staffing costs running constant but revenue decreasing the CEDF has been operating the last couple of fiscal years with a higher total program management and administrative expenses as a percentage of its revenue and expenditure than historically.

These percentages are above the statutory limit of 5 percent (based on annual appropriations to the CEDF) allowed to the PSD for the administration of the CEDF. The statutory limit doesn't specify what is to be included in administration costs, the timeframe over which they should be measured (e.g., annually or for the life of the program), nor does it include provisions for the current situation of no new appropriations being made to the CEDF. CEDF's recent annual allocations come from carry-overs from funds appropriated in prior fiscal years and not new funds.

CLEAN ENERGY DEVELOPMENT BOARD

While the Fund is administered by the PSD, a seven-person Clean Energy Development Board (Board) oversees CEDF programs, planning, and spending. The Board members are appointed by the Chairs of the legislature's two energy committees (two appointees each) and the Commissioner of the PSD (three appointees).

For FY22 the Board consisted of the following members (with the year their term ends and their appointing authority):

- Kate Desrochers, House Energy Committee Chair, 2023
- Jared Duval, Co-Chair, PSD Commissioner, 2023
- David Farnsworth, PSD Commissioner, 2025
- Ken Jones, Senate Energy Committee Chair, 2025
- Johanna Miller, House Energy Committee Chair, 2025
- Sam Swanson, Co-Chair, PSD Commissioner, 2023

² \$8,587 of which were federal ARRA funds.

• Paul Zabriskie, Senate Energy Committee Chair, 2023

At the end of FY22 Co-chair Jared Duval resigned his position on the Board. The commissioner appointed Cara Robechek in the beginning of FY23 to fill the vacancy.

The Board met nine times during FY22, almost twice as often as in FY21 as they worked to approve the \$5M of ARPA funded programs and provide guidance on the community solar for low-income program. Overall, the Board provided review and guidance (and ultimate approval) on the CEDF Annual Plan, Annual Budget, and other programs developed by the PSD to carry out the CEDF mission. For more details on the Board members, see Appendix I.

■ New FY22 Awards & Activities

No new grant awards were issued by the CEDF in FY22. One new contract for under \$10,000 was awarded for the annual Clean Energy Industry Report. The CEDF was on a path to cease operations by the end of FY23 and was not planning on continuing existing programs with the funds available through FY23 or until the funds were fully expended.

The addition of ARPA funds to the PSD that required the involvement of the CED Board in the allocation of the funds led the CEDF to design 5 new ARPA programs in FY22.

For the \$5 million of ARPA funds to be allocated by the Clean Energy Development Board, the CEDF designed five new programs and received approval from the Agency of Administration to use ARPA funds for:

- 1. Home heating incentives for advanced wood heating and bio-heat via the Small-scale Renewable Energy Incentive Program for low- and moderate-income households (\$1M)
- 2. A program providing comprehensive whole-home clean energy assistance for low- and moderate-income households (\$1M)
- 3. A pilot program that will support the financing of clean heating systems for low- and moderate-income households (\$250K)
- 4. A grant program that will provide grants to the impacted hospitality industry for clean HVAC system replacement and repairs (\$250K)
- 5. Clean heating grants to high-poverty school districts, for repair of existing wood heating systems and replacement of broken/unrepairable heating systems (\$2.5M)

The SSREIP incentives with ARPA programs were developed in conjunction with the contracted SSREIP administrator. The addition of the ARPA requirements, and changes in those requirements as the ARPA rule was finalized, required two contract amendments. The new incentives did not go into effect during the 2022 Fiscal Year.

After receiving a strong response from schools to a request for proposals in the high-poverty schools HVAC grant program – which was titled the School Heating Assistance with Renewables and Efficiency (SHARE) program – and realizing the whole-home program would be competing with other ARPA funded programs targeting low-income households, the \$1M in the Whole-Home program was moved to the SHARE program.

Similarly, the \$250,000 allocated to a financing program for low-income households was moved to the SHARE program after it was clear the financing program was going to have difficulties conforming to the ARPA rules.

NEW CLEAN ENERGY SPECIALIST HIRED. For the first time since 2011 the PSD hired a new position connected to the work of the CEDF. The part-time limited-service Clean Energy Specialist position was included in the FY22 State Budget and funded with ARPA dollars by the VT General Assembly and approved by the Governor. The staff person assists in the development and administration of the new \$15 million in ARPA-funded programs connected to the CEDF.

SMALL SCALE RENEWABLE ENERGY INCENTIVE PROGRAM (SREIP). The CEDF issued an RFP to administer the program for the next two years, including administering the influx of ARPA dollars into the program. Two proposals were received and the current administrator - VEIC of Winooski - was the low-bidder. VEIC was selected to continue to administer the program for the CEDF. A new contract was completed by the end of the 2021 calendar year. The program continued to offer incentives for new pellet central heating systems, including an additional incentive if the pellet system is replacing a coal system.

VERMONT CLEAN ENERGY INDUSTRY REPORT (VCEIR)

The CEDF completed its ninth annual clean energy employment survey, which revealed a slight increase in clean energy employment in Vermont of 482 jobs for a total of 17,984 workers. While the state's clean energy economy showed recovery from the pandemic induced job losses, clean energy employment remained about 1,000 jobs below pre-pandemic levels. However, Vermont continues to lead the nation in the number of clean energy jobs per capita and has seen increases in the percent of time each person spends on clean energy work as part of their job.

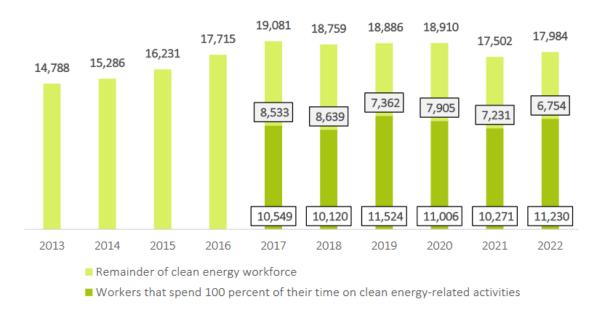


Figure 3. Number of VT Clean Energy Workers from the 2022 VT Clean Energy Industry Report.

According to the VCEIR, though the clean energy industry contracted less than the state's total labor market at the onset of the pandemic, this doesn't mean that clean energy employment is recovering faster than total employment; in 2022, clean energy employment and total employment in the state both increased by 2.8 percent. This places clean energy employment 21.6 percent above and total employment 2.7 percent below their respective 2013 employment levels, as shown below in Figure 4.

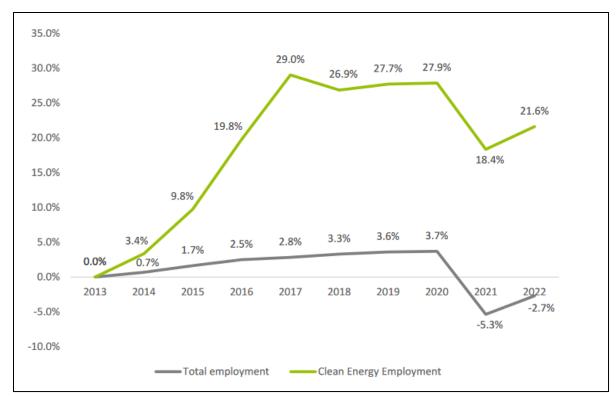


Figure 4. Cumulative percent change, total jobs & clean energy jobs in Vermont3

See the report for a complete description of the findings and other details about the state's clean energy workforce. The full report can be found on the PSD's web site at: https://publicservice.vermont.gov/renewable_energy/cedf/reports

Continuing Awards & Programs from Prior Fiscal Years

AMERICAN RESCUE PLAN ACT FUNDS

During the FY21 legislative session new American Rescue Plan Act (ARPA) funds were allocated to the Public Service Department with \$5 million of those funds to be allocated by the Clean Energy Development Board and \$10M for an Affordable Community Renewable Energy Program for low-income Vermonters that was to be developed "consistent with the parameters of the Clean Energy Development Fund."

The Fund continues to observe how its focus on the local advanced wood heating markets yields substantive economic benefits to Vermont and to program participants. The increase in fossil fuel heating prices during the year (a barrel of oil increased from ~\$74 at the beginning of the FY22 to ~\$120 in June of 2022) brings substantial heating cost savings and price stability to those that have switch to AWH in the past and is starting to drive more consumer interest in AWH.

³ U.S. Bureau of Labor Statistics. Quarterly Census of Employment and Wages. Series Id: ENU5000010010.

SMALL-SCALE RENEWABLE ENERGY INCENTIVE PROGRAM (SSREIP)

The SSREIP is a market-based, first-come, first-served incentive program. Initiated in 2007, the SSREIP has been CEDF's longest running program. It has proven to be the most effective program in getting renewable energy systems installed and building the local clean energy market. In FY22 the program provided incentives for pellet boilers and bulk pellet bins. In addition, for those changing out coal-fired heating systems there was an additional incentive to switch to a pellet system. The program provided \$313,373 in incentives for the installation of 71 advanced wood heating systems (boilers and furnaces) and four bulk pellet bins for homes, business, and institutions across Vermont.

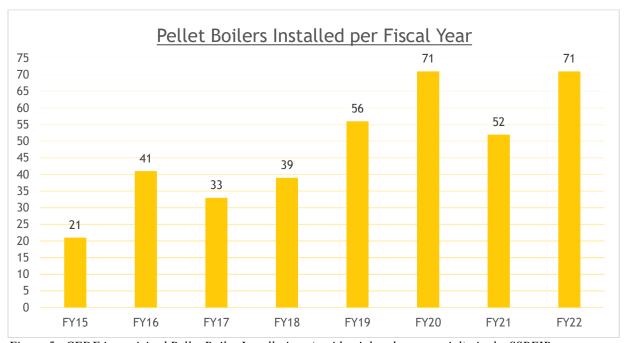


Figure 5. CEDF incentivized Pellet Boiler Installations (residential and commercial) via the SSREIP

Of the seventy-one pellet heating systems installed four were non-residential and 11 replaced old coal systems, all but one of which were residential systems. Below are before and after photos of a coal system change-out in Barton, Vermont.





Figure 6. Photo of old coal boiler (above) and new pellet boiler and pellet storage bag (below)

The total installed cost of the stoves and boilers supported through the SSREIP was over \$ \$2.15 million, resulting in the program leveraging over \$1.8 million of private investment in pellet heating systems in Vermont – not including the cost of the pellet fuel.

The pellet system installations in the SSREI Program are estimated to reduce the burning of seventy-one tons of coal and over forty-eight thousand gallons of heating oil and propane annually.

GRANTS

> RUTLAND WEST NEIGHBORHOOD HOUSING SERVICES INC. DBA NEIGHBORWORKS OF SOUTHWESTERN VERMONT

NeighborWorks of Western Vermont continued its existing CEDF grant helping low- and moderate-income families lower their heating costs. The program has been operating off-and-on since 2018 in Rutland, Bennington, and the three Northeast Kingdom counties. The program ended in FY22 when the last of the funding available was expended. The program provided incentives to install cord wood/pellet stoves (and/or change-out old ones) coordinated with thermal energy efficiency audits and retrofits to reduce energy consumption and save money.

In its final year, the program installed forty new stoves. Twenty-six of the new stoves were high efficiency cord wood stoves and fourteen were high efficiency pellet stoves. Twenty-four of the new stoves replaced old non-EPA certified stoves, five replaced broken pellet stoves, and 11 did not replace a stove but were for reducing oil heat. Figures 7 and 8 show before and after photos of two of the stove change-outs completed in FY22.





Figure 7. Photos of an old cord wood stove (left) removed, and a new pellet stove installed (right)



Figure 8. Photos of an old cord wood stove (left) removed, and a new cord wood stove installed (right)

As with CEDF's other wood heating grants, new heating systems must be EPA certified with particulate emissions of not more than 2.0 grams per hour and at least a 70 percent efficiency rating. When coupled with health and safety upgrades to accommodate new stoves in the homes, the investment in new wood stoves provides substantial opportunity for improvement to human health and the local environment, while also stimulating the local advanced wood heating market.

WINDHAM COUNTY DEDICATED FUNDS

The funds allocated for use in Windham County continue to help area business, schools, municipalities, and institutions achieve energy savings and environmental improvements. Since FY17 the Windham Regional Commission (WRC) has administer this special grant that was part of a directive from the General Assembly to spend \$2.6 million of a payment from Entergy Vermont Yankee (EVY) in and for the benefit of Windham County.

The WRC has committed all the available grant funds and is winding-down their Windham Wood Heat program as the final projects get installed and grant payments are made, and a final report is issued.

In FY22 the program supported the installation of a new wood heating systems in Dummerston.

The Dummerston School in Dummerston removed an old oil system and installed a new wood pellet heating system with the assistance of a \$53,405 grant. The new pellet boilers installed are

pictured in Figure 9.



Figure 9. New Froling pellet boilers at the Dummerston School

Fiscal Year 2023 - First Half Preview

CEDF presented a budget and program plan for FY23 to the Clean Energy Development Board at the end of FY22. The Board approved the plan and budget in July of 2022. During the first half of FY23, the CEDF continued to administer existing programs. Activities in the first half of FY23 included:

• **Vermont Clean Energy Industry Report 2023** – The CEDF commenced planning for the tenth clean energy industry survey and report. The survey data will be collected by BW Research in 2023 in 2022 and the report will be issued in the summer 2023. The report will describe an update on the state of the advanced wood heating industry in Vermont will provide useful insights that Vermont can use to support growth in its clean energy industries.

ARPA Funding – the \$250,000 ARPA funds that was going to fund a newly created grant
program for grants to the impacted hospitality industry for clean HVAC system replacement
and repairs was moved to the School Heating Assistance with Renewables and Efficiency
program after only two responses were received in response to an RFP issued to hospitality
sector businesses

Conclusion

The CEDF continues to focus its efforts on improving the lives of Vermonters though its programs. CEDF funded 111 renewable energy installations which is estimated to avoid the consumption of over 94,000 gallons of fossil fuel and the emission of an estimated 1,000 metric tons of CO2e annually.

The CEDF incentivized and increased the local renewable energy activities that supported vital economic development in Vermont's renewable energy business sector, with its specific focus on the advanced wood heating sector.

With the influx of \$5 million in ARPA funds the CEDF has ramped-up activities and the PSD has brought on an additional staff person to create and administer new renewable energy programs including the \$10 million Affordable Community Scale Renewable Energy (ACRE) program for low-income Vermonters.

Appendix I_Statutory Authority & Clean Energy Development Board

In 2005, the Vermont General Assembly established the Vermont Clean Energy Development Fund (CEDF) through Act 74.

PURPOSE (30 V.S.A. § 8015(c))

The purposes of the Fund shall be to promote the development and deployment of cost-effective and environmentally sustainable electric power and thermal energy or geothermal resources for the long-term benefit of Vermont consumers, primarily with respect to renewable energy resources, and the use of combined heat and power technologies.

ADMINISTRATION

The Department of Public Service (PSD) administers the CEDF to facilitate the development and implementation of clean energy resources. The PSD hires a Fund Manager to oversee the day-to-day operations of the fund.

Assisting the PSD is a Clean Energy Development Board with decision-making and approval authority with respect to the plans, budget, and program designs of the CEDF. The Board also serves in an advisory function to the Commissioner of the PSD. The Board consists of seven members appointed in the following manner:

- Three members appointed by the Commissioner of the Public Service Department
- Two members appointed by the chair of the Senate Natural Resources and Energy Committee
- Two members appointed by the chair of the House Energy and Technology Committee

CED Board Members During FY21, Appointing Authority, and Fiscal Year Term Ends:

- Kate Desrochers, House Energy Committee Chair, 2023
- Jared Duval, Co-Chair, PSD Commissioner, 2023
- David Farnsworth, PSD Commissioner, 2025
- Ken Jones, Senate Energy Committee Chair, 2025
- Johanna Miller, House Energy Committee Chair, 2025
- Sam Swanson, Co-Chair, PSD Commissioner, 2023
- Paul Zabriskie, Senate Energy Committee Chair, 2023

Department of Public Service Personnel Involved in CEDF Management & Administration

June E. Tierney – PSD Commissioner

TJ Poor – Director of Planning, Efficiency & Energy Resources

Andrew Perchlik - CEDF Fund Manager

Edward Delhagen – Clean Energy Finance and Program Manager

Christopher Heine – Clean Energy Specialist

Anne Nelson – Financial Manager

Patricia LaRose - Financial Manager

Tod Zeigler – Financial Analyst

Appendix II_CEDF Financial Reports for CEDF & ARRA Funds

Fiscal Year 2022 CEDF-ARRA Revenues and Expenditures

Expenditures							
REVENUES							
Fund Interest	1,891						
Loan Interest	11,502						
Loan Repayments	134,179						
Total Revenues	\$ 147,573						
EXPENDITURES							
Salary & Benefits	129,102						
Misc. Administration	<u>5,000</u>						
Total Administrative Expenses	\$134,102						
VEDA - Loan Admin.	4,589						
VEIC Contract	50,010						
SSREI Program Incentives	106,308						
Grants	<u>89,871</u>						
Total Program Expenses	\$250,778						
Total CEDF Expenditures	\$384,880						

Fiscal Year 2022 CEDF-ARRA Revenues and Expenditures

Fiscal Year 2022 CEDF-ARRA Revenues and Expenditures

REVENUES							
Returned Revolving							
Loan Fund Capital		615,655					
Small Fund Interest		664					
Loan Repayments		226,968					
Loan Interest Income		14,230					
Total Revenues		857,517					
EXPENDITURES							
PSD Salary & Benefits		8,587					
SSREIP		211,374					
Other Grants		339,589					
VEDA		10,062					
Total CEDF-ARRA Expenditures		569,612					

Appendix III - Carbon Reduction Metrics

The renewable energy activities funded during the CEDF FY22 contribute toward the State's greenhouse gas emission reduction requirements.⁴

The CEDF incentive installations are estimated to save over 94,000 gallons of fossil heating fuel (heating oil and propane) annually and combined to yield net carbon dioxide equivalent reductions of approximately 1,003 metric tons per year.

FY22 Annual Greenhouse Gas and Fossil Fuel Metrics

Technology	Number of Grant Program Installs	Number of SSREI Program Installs	Total Net Metric Tons CO2e Savings	Total Net Fossil Fuel Savings (gallons, except for coal)
Coal Heating Removed	0	(8 systems removed)	137.62	71 tons
Wood Stoves	26	0	16.2	741
Pellet Stoves	14	0	8.7	399
Pellet Boilers - Non-residential	0	6	483	51,971
Pellet Boilers - Residential	0	66	384.8	41,395
Totals	42	72	1,030.3	94,506.9

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⁴ Global Warming Solutions Act of 2020 (Act 153, 2020)