

# STATE RENEWABLE PORTFOLIO STANDARDS

*Policy Research Shop*

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## **STATE RENEWABLE PORTFOLIO STANDARDS**

### **BACKGROUND**

Many states have established standards for renewable energy production and sales in the form of a Renewable Portfolio Standard (RPS). An RPS specifies that a minimum percentage of the total energy a utility company sells must come from renewable sources such as solar power, wind power, or biomass. While there is no federal RPS, many states and several municipalities throughout the country (as well as many countries)<sup>1</sup> have enacted voluntary or mandatory standards.

#### *Benefits of Renewable Portfolio Standards*

Instituting an RPS is intended to diversify the state's fuel mix and to increase the amount of green energy within the state.<sup>2</sup> In the face of increasing energy demands in the United States, many consumers are interested in a diverse fuel mix that will decrease reliance on fossil fuels, particularly foreign oil, and stabilize volatile energy prices.<sup>3</sup> Increasing alternative fuels in the U.S. market is one way to diversify our energy sources. Another incentive for pursuing alternative sources of energy is to reduce greenhouse gas emissions. Energy from renewable sources emits significantly fewer greenhouse gases than does energy from fossil fuels.<sup>3</sup>

#### *Drawbacks of Renewable Portfolio Standards*

Instituting an RPS may lead to higher costs for consumers, provide a market advantage to renewable energy companies, and create environmental benefits that accrue outside the state (for which the state receives no compensation).<sup>2</sup> There are costs associated with transitioning to alternative energy sources, and some states have addressed the issue of higher consumer costs by limiting the rate increase that consumers must pay. An RPS may provide a temporary market advantage to renewable energy companies, although proponents of RPS's point out that they apply equally to all companies in the market.

#### *Existing Renewable Portfolio Standards and Eligible Sources*

Eighteen states (AZ, CA, CO, CT, HI, IL, MA, MD, ME, MN, NJ, NM, NV, NY, PA, RI, TX, WI), plus the District of Columbia, Jacksonville, FL and Columbia, MO have some type of RPS<sup>4</sup> (Table 1). In almost all of these areas, the RPS applies to all utility companies. Specific characteristics of an RPS may vary across states (Figure 1), such as which resources are eligible for the "renewable" designation and the target for the percentage of renewable energy. Solar, biomass, and wind are the most common energy sources recognized as renewables under RPS statutes across the nation. Other common eligible renewable sources include methane gas from

State	Mandated by Law	Date Enacted	Goal Percentage	Years to Goal	Schedule/Interim goals	Penalties/ACP <sup>1</sup>	Tradable Credits	Multiple Tiers	Out-of-State Power <sup>2</sup>	Eligible Power Sources								
										solar	biomass	landfill <sup>3</sup>	ocean <sup>4</sup>	wind	hydro	geo-thermal	fuel cells	others <sup>5</sup>
AZ	✓	2001	1.1	6	✓					◆	✓	✓		✓		✓	◇	
CA	✓	2002	20	15	✓					✓	✓	✓	✓	✓	#	✓		✓
CO <sup>6</sup>	✓	2002	10	13	✓				○	◆	◇	✓		✓	#	✓	✓	✓
CT	✓	1998	10	8	✓	\$55	✓	✓	✓	✓	◇	✓		✓	#		✓	
DC	✓	2004	11	18	✓	\$25, \$10 (\$300)	✓	✓	✓	◆	✓	◆	✓	◆	#	✓	◇	✓
FL <sup>7</sup>		1999	7.5	16	✓					✓	✓	✓		✓				✓
HI	✓	2004	20	16	✓					✓	✓	✓	✓	✓	✓	✓	◇	✓
IL		2001	15	19	✓													
MA	✓	2002	4	7	✓	\$53.19				✓	✓	✓	✓	✓	✓		◇	✓
MD	✓	2004	7.5	15	✓		✓	✓	✓	◆	◇	✓	✓	✓	#	✓	◇	✓
ME	✓	1999	30	1		✓	✓			✓	✓	✓	✓	#	#	✓	✓	✓
MN	✓*	2001	10	14	✓		✓			✓	◆			✓	#			✓
MO <sup>8</sup>	✓	2004	15	18	✓				○	✓	✓			✓				
NJ	✓	2001	6.5	7		(\$300)		✓	✓	◆	◇	✓	✓	✓	#	✓	◇	
NM	✓	2002	10	9	✓		✓			◆	◆	◆		✓	✓	◆	◆	
NV	✓	1997	15	16	✓		✓			◆	✓			✓	#	✓		
NY	✓	2004	25	9						✓	✓	✓	✓	✓	✓		✓	
PA	✓	2004	18	16	✓	\$45		✓	✓	◆	✓	✓		✓	#	✓	✓	✓
RI	✓	2004	16	15	✓	✓	✓			✓	✓		✓	✓	#	✓	◇	
TX <sup>9</sup>	✓	1999	3	10			✓		✓	✓	✓	✓	✓	✓	✓	✓		
WI	✓	1999	2.2	12	✓		✓			✓	✓		✓	✓	#	✓	◇	

<sup>1</sup> Per MWh, two values listed if separate ACP for Tier I and Tier II sources (parentheses indicate solar ACP)

<sup>2</sup> Power generated outside the state is explicitly eligible for meeting RPS

<sup>3</sup> Including municipal solid waste

<sup>4</sup> Including thermal and mechanical

<sup>5</sup> Including digester gas, animal waste, wastewater treatment gas, waste-to-energy, hydrogen fuels, cogeneration facilities, liquid biofuel, methane from coal mines, waste coal, distributed generation systems, wood manufacturing byproducts

<sup>6</sup> Fort Collins city standards in addition to Colorado state RPS

<sup>7</sup> no state RPS; Jacksonville city standards only

<sup>8</sup> no state RPS; Columbia city standards only

<sup>9</sup> Austin city standards in addition to Texas state RPS; information listed is for state RPS

\* Minnesota's law mandates a "good faith effort"

# restrictions on size/environmental impact of generation facilities

◇ restrictions on type of fuel

◆ extra credit, incentives, or requirements for this type of power

○ power generated within state is favored

## Table 1. Detailed Summary of Renewable Portfolio Standards by State.

landfills, ocean power (including thermal energy and mechanical energy from tides and waves), hydropower, geothermal energy, and fuel cells. Many states only consider a dam to be a renewable energy source if it is smaller than a specific size (energy output, measured in megawatts) because while hydropower is often considered a renewable resource, dams can have adverse environmental impacts such as restricting fish movement, altering habitats, and displacing communities. Smaller dams tend to have fewer impacts while still providing the benefits of a renewable energy source. Likewise, for fuel cells to be considered a renewable source of energy, many states require that the hydrogen be generated using renewable sources. Other less widespread energy sources that qualify as renewable include municipal solid waste, hydrogen fuel, and methane gas from wastewater treatment systems.

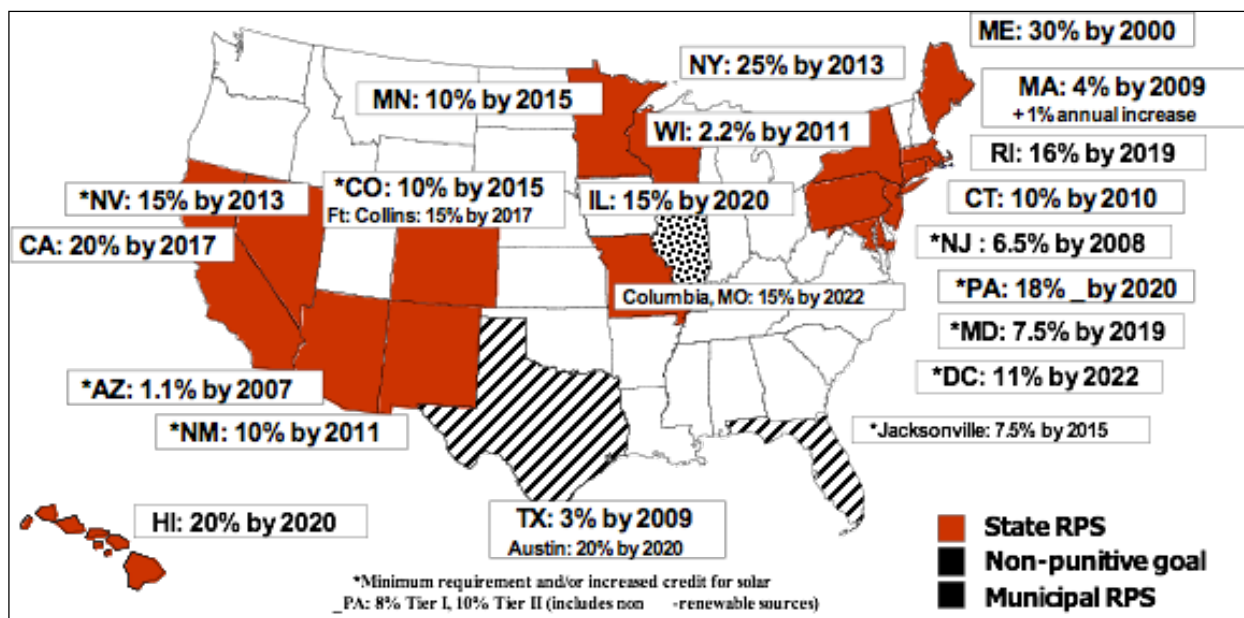


Figure 1. Summary of Renewable Portfolio Standards Across the Country. Sources: North Carolina State University, North Carolina Solar Center, Interstate Renewable Energy Council (IREC), Database of State Incentives for Renewable Energy (DSIRE).

### *Extra Credit or Requirements for Certain Energy Sources*

Many states and municipalities encourage power generation from particular sources by awarding extra credit (e.g., 1 MW of energy produced = 1.5 MW of credit towards meeting the RPS) for power generated from these sources. For example, Maryland awards double credit for power generated from solar energy.<sup>5</sup> New Mexico awards double credit for power generated from biomass, landfill gas, fuel cells, and geothermal sources and triple credit for solar power.<sup>6</sup> Many states also have additional standards for certain types of power, most often for solar power. For example, the Colorado RPS stipulates that by 2015, 10% of energy sold within the state must come from renewable sources and 4% of this must come from solar power (0.004% of total energy).<sup>7</sup> The Minnesota RPS has a goal of 10% of energy from renewable sources by 2015, of which at least 1% must be from biomass (0.001% of total energy).<sup>8</sup>

### *Range of Goal Percentages and Timelines*

The goal of an RPS is to have a minimum percentage of energy in a state originate in renewable sources. This percentage varies widely among states, from 1.1% in Arizona<sup>9</sup> to 25% in New York.<sup>10</sup> Likewise, the timeline for achieving an RPS goal varies from six years from passage of the initial statute (Arizona)<sup>9</sup> to nineteen years (Illinois).<sup>11</sup> In 1999, Maine enacted an RPS with a goal of 30% renewable energy by 2000,<sup>12</sup> the highest percentage in the country. At that time more than 30% of the state power already came from renewable sources<sup>13</sup> (low-impact hydropower and wind).<sup>14</sup> The RPS prevents slippage and allows Maine utility companies to generate revenue by selling renewable energy credits to other states.<sup>12</sup> To ensure progress towards the goal, many states include interim goals as part of their RPS.

### *Tradable Credits and Multi-state Systems*

Many states include tradable credits as part of their RPS. For example, an energy company that produces renewable energy that exceeds the required amount can sell the resulting ‘excess’ in the form of credits to another energy company. In several regions, the credit-trading system crosses state lines, and an energy company in one state may buy renewable energy from a company located in another state. However, under some RPS systems, power produced in-state counts for extra credit or is otherwise given preferential consideration (e.g., Missouri’s statutory language).<sup>32</sup>

### *Penalties for Non-Compliance*

One third of the states with an RPS (DC, MA, ME, NJ, PA, RI) include penalties for companies that do not comply with the RPS. One common penalty is an Alternative Compliance Payment (ACP), a charge per unit of energy that the utility falls short of meeting the RPS. Washington D.C., for example, sets different ACP’s for solar (\$300 per MWh) and other resources (\$10-25 per MWh). In Rhode Island the ACP is paid to the Renewable Energy Development Fund. In 2003, the average national price for electricity was approximately \$70 per MWh.<sup>15</sup>

## **RENEWABLE PORTFOLIO STANDARDS IN SPECIFIC STATES**

(Unless otherwise noted, all percentages are expressed as a percent of total energy in a state.)

### **Arizona<sup>9</sup>**

*Enacted:* 2001

*Goal:* 1.1%

*Deadline:* 2007

*Schedule:* 0.2% by 2001; 0.4% by 2002; 0.6% by 2003; 0.8% by 2004; 1.0% by 2005; 1.05% by 2006; 1.1% by 2007 and continuing through 2012

*Additional requirements:* At least 50% of this required percentage of renewable energy must be from solar power in 2001 and 60% thereafter.

*Eligible sources:* solar, biomass, landfill gas, and wind. The Arizona Public Service Co. received a waiver allowing it use geothermal sources, in addition to the standard eligible sources, to meet some of the requirements.

*Notes:* The RPS is overseen by the Arizona Corporation Commission (ACC) (a body analogous to a public service commission<sup>16</sup>) and is funded by a surcharge for electric ratepayers. This surcharge is capped at \$0.35 per month for residential consumers, \$13 per month for non-residential consumers, and \$39 per month for large non-residential consumers (whose annual load is greater than 3 MW). These surcharges are expected to generate \$15-20 million annually. Arizona’s original RPS included a stipulation that the percentage from renewable

sources would continue to increase past 2004 only if the EPS met a cost-benefit standard established by the ACC. The EPS did meet this standard and the percentage continues to increase toward the goal.

**California<sup>17</sup>**

*Enacted:* 2002                                      *Goal:* 20%                                      *Deadline:* 2017  
*Schedule:* 5% in 2002, increasing 1% per year to meet the goal (15% over 15 years).  
*Eligible sources:* solar, biomass, landfill gas, ocean (wave, thermal, and tidal current), wind, small hydropower (facilities that produce less than 30 MW), geothermal, fuel cells (using renewable fuels), digester gas, and municipal solid waste (using a non-combustion thermal process)

**Colorado**

Colorado has a statewide RPS and the city of Fort Collins has an additional citywide RPS.  
*State RPS<sup>7</sup>*

*Enacted:* 2002                                      *Goal:* 10%                                      *Deadline:* 2010  
*Schedule:* 3% by 2007 through 2010, 6% by 2011-14, and 10% by 2015 and thereafter.<sup>7</sup>  
*Additional requirements:* At least 4% of the renewable energy must be from solar power and half of this 4% must be from solar power systems located on-site.<sup>7</sup> Electricity generated within the state is favored and counted as 1.25 MWh per MWh for the purposes of meeting the RPS.<sup>7</sup>

*Eligible sources:* solar, biomass (only facilities that burn nontoxic plants), landfill gas, wind, small hydropower (facilities that produce 10 MW or less<sup>18</sup>), geothermal, hydrogen fuel cells, and animal waste<sup>7</sup>

*Notes:* The state RPS was the first RPS in the nation to be approved by voter referendum.<sup>19</sup> It applies to all utilities with more than 40,000 customers.

*Fort Collins RPS<sup>20</sup>*

*Enacted:* 2003                                      *Goal:* 15%                                      *Deadline:* 2017  
*Notes:* The Fort Collins RPS is a part of the city’s 2003 Electric Energy Supply Policy and includes measures to increase energy efficiency in the city, with goals of maintaining a reliable energy system, maintaining competitive electricity rates, and reducing the environmental impacts of energy production.<sup>20</sup> It includes an interim goal for 2004 of 2% renewable energy, supplied by wind power from the Plate River Power Authority in Wyoming.<sup>21</sup>

**Connecticut<sup>22</sup>**

*Enacted:* 1998                                      *Goal:* 10%                                      *Deadline:* 2010  
*Schedule:* See Table 2.

Table 2: Schedule for Connecticut’s Renewable Portfolio Standard.

Year	% Energy from Class I	% Energy from Class II
2004	1.0	3.0
2005	1.5	3.0

2006	2.0	3.0
2007	3.5	3.0
2008	5.0	3.0
2009	6.0	3.0
2010	7.0	3.0

Source: Database of State Incentives for Renewable Energy.

*Additional requirements:* separate standard for Class I sources

*Eligible sources:* There are two groups of eligible sources. Class I includes solar, sustainable biomass, landfill gas, ocean (thermal wave or tidal power), wind, run-of-the-river hydropower (less than 5 MW), fuel cells, low-emission advanced renewable-energy conversion technologies. Class II includes trash-to-energy, biomass facilities not included in Class I and certain hydro.

*Notes:* The RPS allows credit-trading with companies in New York, New Jersey, Pennsylvania, Maryland, and Delaware. The penalty for non-compliance is a payment of \$55 per MWh to the Renewable Energy Investment Fund.

**Washington, D.C.**<sup>23</sup>

*Enacted:* 2004

*Goal:* 11%

*Deadline:* 2022

*Schedule:* See Table 3.

Table 3: Schedule for Washington, D.C.'s Renewable Portfolio Standard

Year	% from Tier I (% from solar*)	% from Tier II	Total % from Renewables
2007	1.5 (0.005)	2.5	<b>4</b>
2012	4.0 (0.066)	2.5	<b>6.5</b>
2017	6.5 (0.192)	1.5	<b>8</b>
2022	11 (0.386)	0.0	<b>11</b>

Source: Database of State Incentives for Renewable Energy.

\* % of total energy

*Eligible sources:* There are two tiers of eligible resources. Tier I includes solar, biomass, landfill gas, ocean (both mechanical and thermal), wind, geothermal, wastewater-treatment gas, and fuel cells fueled by Tier I resources. Tier II includes hydropower and municipal solid waste.

*Notes:* The RPS is overseen by the D.C. Public Service Commission and includes tradable credits among utility companies. Through 2010, extra credit is awarded for power from certain sources: 120% for solar or wind; 110% for methane from landfills or wastewater treatment plants. The penalty for non-compliance with the RPS is a mandatory Alternative Compliance Payment (ACP). The ACP is set at \$25 per MWh for Tier I; \$10 per MWh for Tier II; and \$300 per MWh for solar.

**Florida (Jacksonville only)**<sup>24</sup>

*Enacted:* 1999

*Goal:* 7.5%

*Deadline:* 2015

*Schedule:* 4% by 2007

*Eligible sources:* solar, biomass, methane from landfills and sewage treatment plants, and wind





generation (e.g. small-scale solar power that households sell back to the power grid) counts towards the RPS.

### **Maine<sup>30</sup>**

*Enacted:* 1999

*Goal:* 30%

*Deadline:* 2000

*Eligible sources:* solar, biomass, landfill gas, ocean (tidal), wind (facilities that produce less than 100 MW), hydropower (facilities that produce less than 100 MW), geothermal, fuel cells, municipal solid waste (combined with recycling), and certain cogeneration facilities

*Notes:* The RPS is overseen by the Maine Public Utilities Commission. The RPS includes tradable credits and gives energy companies a two-year period in which to meet the standard, provided that the level of renewable energy sold in the first year is at least 20%. For example, sales of 20% renewables in one year and 40% in the following year averages to 30% and meets the RPS. Penalties for non-compliance include revocation of license and payment into a fund for renewable energy research and development.

### **Minnesota<sup>8</sup>**

*Enacted:* 2001

*Goal:* 10%

*Deadline:* 2015

*Schedule:* 1% in 2005, increasing 1% annually to 10% in 2015

*Additional requirements:* 0.5% of total energy from biomass by 2010, 1% by 2015

*Eligible sources:* solar, biomass, wind, hydropower (facilities that produce less than 60 MW), hydrogen (beginning in 2010, must be generated from renewable sources), and municipal solid waste

*Notes:* The Renewable Energy Objectives Law requires utilities to “make a good faith effort” to meet the standard. The RPS is overseen by the Minnesota Public Utilities Commission.

### **Missouri (Columbia only)<sup>31</sup>**

*Enacted:* 2004

*Goal:* 15%

*Deadline:* 2022

*Schedule:* 2% by 2007, 5% by 2012, 10% by 2017, and 15% by 2022

*Eligible sources:* solar, biomass, and wind

*Notes:* Although Missouri does not have a statewide RPS, voters in Columbia approved (with 78% of the vote) a Renewable Portfolio Standard for the city. The RPS is overseen by the Columbia Environment and Energy Commission, the Columbia Water and Light Advisory Board, and the Columbia City Council. The RPS applies only if customer rates are increased by less than 3%. Energy generated within Missouri receives “preferential consideration.”<sup>32</sup>

### **New Jersey<sup>33</sup>**

*Enacted:* 2001

*Goal:* 6.5%

*Deadline:* 2008

*Additional requirements:* 0.16% of total energy from solar power by 2008

*Eligible sources:* Class I includes solar, biomass (fuel that is grown in a sustainable manner), landfill gas, ocean (wave or tidal), wind, geothermal, and fuel cells (using fuel that is renewable). Class II resources include hydropower (facilities that produce less than 30 MW).

*Notes:* Power generated within the PJM company (mid-Atlantic) region and in New York is explicitly eligible. The standard for solar power can be met by purchasing Solar Renewable Energy Certificates or Solar Alternative Compliance Payments (SACP). The SACP is \$300 per MWh.





*Eligible sources:* solar, biomass, ocean (tidal or wave), wind, hydropower (facilities that produce less than 60 MW), geothermal, and fuel cells (with renewable fuel)

*Notes:* The RPS is overseen by the Wisconsin Public Service Commission and includes tradable credits.

## Summary

Most of the eighteen states and three cities with a Renewable Portfolio Standard set interim goals and allow tradable credits and many include penalties for non-compliance. All states include solar, wind, and biomass as eligible resources (with the exception of Illinois, which does not specify which resources are eligible under the RPS). Hydropower is also a common renewable resource eligible for RPS credit, although most states limit the size of eligible hydropower generators.

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