

Energy Programs Consortium Memorandum

To: State Energy Officials

From: Elizabeth Bellis, Counsel, EPC

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917-370-7916

Date: 11/29/2011

Re: QECBs: Opportunities and Potential Issues to Consider¹

IRS Circular 230 Disclosure: This information is intended for state and territory officials only and was not intended or written to be used, and cannot be used by any taxpayer, for the purpose of avoiding penalties that may be imposed on the taxpayer under U.S. Federal tax law.

In its role as a technical assistance provider for states and local governments interested in energy program finance, Energy Programs Consortium ("EPC") has asked me to direct a project to provide technical assistance to state and local governments on QECBs and related financing programs. In this capacity, the National Association of State Energy Officials (NASEO) requested I prepare this memo for state energy officials interested in qualified energy conservation bonds ("QECBs").²

As many of you are now aware, in 2009, Congress allocated \$3.2 billion for states, large local governments and tribal governments to issue qualified energy conservation bonds to finance renewable energy and energy efficiency projects. The total allocation was divided amongst the state, local and tribal issuers according to population, as shown in Table 1A attached to this memorandum.

At least 83 projects totaling over \$545 million have been funded with QECBs in 21 states to date. Some states, like Kansas and Kentucky, have exhausted or nearly exhausted their allocations, while others still have millions of dollars to spend. Additional issuances are being planned in 20 states.

The authority to issue these bonds does not sunset under current federal law.

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¹ For more information, you can also contact Rebekah King, Research Associate, at rking@energyprograms.org or 202-333-5915.

² QECBs are similar to Build America Bonds ("BABs") in that the interest on QECBs is taxable but the federal government offers a direct cash subsidy to the bond issuer to subsidize the interest costs. The subsidy on QECBs is twice as large as the BAB subsidy, making QECBs an extremely low-cost financing option for many issuers.

Qualified Energy Conservation Bond Process and Mechanics

As described above, Treasury allocated bond volume to the states, which in turn sub-allocate a portion of this authority to large local governments and municipalities (population 100,000 or more).³ These counties or municipalities may waive their allocations and return them to the states.⁴

The issuer sells taxable QECBs to investors and the bond proceeds are used to fund a qualified project (see below for a description of qualified projects).

Issuers can choose to issue taxable bonds with a corresponding tax credit to the holders of the bonds or (as is more commonly done) elect to receive a direct cash payment from Treasury in lieu of the allowance of the tax credit to the holders.

In the more popular direct pay QECB, the issuer pays a taxable coupon to the investor and repays principal at the end of the term. In conjunction, the issuer may make level annual payments into a fund known as a "sinking fund," for payment of principal. Sinking funds are invested at the permitted sinking fund yield established at pricing (not shown in the Department of Energy (DOE) QECB Primer illustration below). Treasury pays issuer the lesser of the taxable coupon rate or 70% of the tax credit rate.

Whichever option the issuer chooses, the QECB subsidy is generally correlated with Treasury yields and has historically ranged from 2.9-4.1%. This corresponds to net financing costs for issuers of around 0.5-1.5%. In addition, QECBs are fairly long-term financing options. The maximum amount of time the bonds can be outstanding ("maturity") is set by the government and has historically ranged from 12.5-19 years. ⁵ Up to date QECB rates and maturities can be found online at https://www.treasurydirect.gov/GA-SL/SLGS/selectQTCDate.htm.

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³ See Notice 2009-29 (state by state allocations). The sub-allocation process has not been completed in some states.

⁴ States have used a number of different approaches to the waiver process. One approach is to require large local governments to affirmatively waive their allocations before treating them as waived back to the state for use or reallocation. Another approach is to require large local governments to notify the state by a certain date of their intent to utilize their allocation (with failure to notify being treated as waiver). A third approach is to require large local governments to affirmatively waive their allocations if a plan of use is not developed by a certain date. Some bond counsel have questioned the validity of the latter two approaches and the issuances stemming from forced waiver allocations; state counsel have occasionally questioned the authority of the state to require local government waivers. As such, affirmative waivers appear to be the more conservative approach of the various approaches known to us.

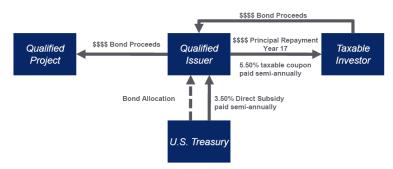
⁵ Source: Wells Fargo

Net Interest Cost Example from the DOE QECB Primer⁶:

6.00%----Taxable rate

3.70%----Minus Direct Subsidy (5.29% tax credit rate x 70% subsidy)

2.30%----Equals Net Interest Cost (Taxable Rate-Direct Subsidy)



EPC is supporting an ongoing project to provide technical assistance to states to develop energy efficiency finance and renewable energy programs. We have developed a capacity to examine options for states to issue tax credit bonds to support the financing of energy projects. We are also coordinating efforts with NASEO, DOE and Lawrence Berkeley National Laboratory to provide model documents and other QECB resources.⁷

Qualified Projects

QECBs may only be issued for qualified conservation purposes as defined in section 54D of the U.S. Internal Revenue Code. "Qualified conservation purposes" include capital expenditures:

- 1. To reduce energy consumption in publicly owned buildings by at least 20% ⁸
- 2. To implement green community programs (including the use of grants, loans, or other repayment mechanisms to implement such programs)
- 3. For rural development (including producing renewable energy)
- 4. For certain renewable energy facilities (such as wind, solar, and biomass)⁹

The DOE QECB Primer indicates that a green community program can finance retrofits of existing private buildings through loans and/or grants to individual homeowners or businesses, or through other repayment mechanisms. Retrofits can include heating, cooling, lighting, watersaving, storm water-reducing ¹⁰, or other efficiency measures. ¹¹ However, issuers should keep in mind that IRS/Treasury, and not DOE, will audit bond issuances for compliance with section

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⁶ The DOE QECB Primer may be found at: http://www1.eere.energy.gov/wip/pdfs/qecb creb primer.pdf

⁷ The NASEO QECB resource page may be found at: http://www.naseo.org/resources/financing/qecb/index.html

⁸ One issuer reported that the IRS provided informal guidance that these savings may need to be measured on a building-by-building basis; at least one issuer has issued bonds measuring savings on a portfolio basis.

⁹ Other qualified purposes include research activities, mass commuting facilities, demonstration projects, and public education campaigns.

¹⁰ One issuer reported that the IRS declined to rule favorably on whether water-conserving improvements were valid uses of QECBs issued under the 20% reduction in energy consumption prong of the eligible conservation purposes definition.

¹¹http://www1.eere.energy.gov/wip/solutioncenter/pdfs/taking_advantage_of_qualified_energy_conservation_bonds _qecbs_presentation.pdf

54D and are not bound by DOE interpretation of IRS and Treasury rules and regulations. In addition, IRS and Treasury have provided little written guidance to address the more detailed questions most issuers have. A working relationship with experienced bond counsel is critical for potential issuers.

QECB Project Examples

Municipal Energy Efficiency -- Waterbury, CT

The Connecticut Development Authority issued \$3.8 million of QECBs on August 12, 2010. Funds generated from the QECBs went toward heating and air conditioning improvements and window replacement for the Waterbury city hall and library. 12

Multifamily Energy Efficiency – Boulder, CO

The Boulder Housing Partners (BHP) issued \$1.5 million of OECBs on August 25, 2010 to increase energy efficiency in public housing projects. BHP used the bond proceeds for an Energy Performance Contract (EPC) to do weatherization and other energy reduction improvements on BHP's eight Public Housing sites. The EPC is expected to reduce carbon emissions in BHP's housing by 6,915 metric tons over the life of the project. ¹³

Renewables -- Los Angeles, CA

The Department of Water and Power of the City of Los Angeles issued \$131 million of QECBs on August 17, 2010 to expand their existing wind facility with the addition of 10 1.5 MW wind turbines as well as to build and operate a solar photovoltaic electrical generation facility. 14

Green Community Programs--Residential Energy Efficiency Loans -- St. Louis, MO The city of St. Louis is using its \$10.7 million, issued April 19, 2011, in QECB funding for a residential energy efficiency loan program, which will provide unsecured loan financing for energy efficiency improvements to homes, with a maximum loan amount of \$15,000. 15

Green Community Programs -- Commercial PACE -- Boulder, CO

The city of Boulder issued \$1.575 million in OECBs on November 5, 2010 and is using the funds for a Commercial PACE Program (funding commercial retrofits and efficiency improvements repaid through an annual property assessment).

University Improvements -- Louisville, KY

On December 15, 2010, the University of Louisville issued \$20,942,000 in QECBs. It combined this funding with Build America Bonds to make improvements (using energy service performance contracting) within seventeen education and general buildings. The improvements consisted of lighting retrofits, HVAC system replacement, building controls, motors, belts, water conservation, commissioning, and training. 16

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¹² http://www.ctcda.com/Financing/Bond Financing/OUALIFIED ENERGY CONSERVATION BONDS/

¹³ http://www.stateenergyreport.com/using-qecbs-for-multifamily-housing-upgrades-a-case-study/

¹⁴ http://www.treasurer.ca.gov/cdlac/news/summary.pdf

¹⁵ For information on the loan program, see <u>www.stlouissaves.com</u>. See also LBNL's Policy Brief: http://eetd.lbl.gov/ea/emp/reports/ee-policybrief 062011.pdf and DOE presentation on Taking Advantage of QECBs: http://www1.eere.energy.gov/wip/solutioncenter/financialproducts/qecb.html

16 See DOE presentation on Taking Advantage of QECBs:

http://www1.eere.energy.gov/wip/solutioncenter/financialproducts/qecb.html

Utilization Trends

The most common use of QECBs has been to reduce energy consumption in publicly owned buildings by at least 20 percent through capital improvements to public facilities and public schools/universities. For example, such issuances make up 56 percent of total issuances and 100 percent of issuances in the Northwest and Southeast [regions with highest proportion used for 20 percent issuances]. However, of the QECBs issued in the Southwest, 78 percent have been used for renewable energy facilities, like installing solar panels at public schools. Only two issuances in the United States have been as green community programs.

Across the country, state utilization rates range from complete lack of utilization (0 percent issued in a number of states) to complete exhaustion of allocation (100 percent issued in Kansas). See Table 1C. In addition to Kansas, other state leaders include Kentucky (93 percent), South Dakota (79 percent) and California (61 percent). Thirty states are not known to have issued any QECBs.

Regionally, utilization rates range from about 5 percent in the Southeast to almost 50 percent in the Southwest. See Graph 5. The Northeast, Midwest and Central regions have utilization rates ranging from about 8.9-17.4%.

At the municipal level, issuances have ranged from as small as \$120,000 in Champaign County, Rantoul Township High School District 193, in Illinois to as large as \$131 million for the Los Angeles Department of Water and Power. See Table 1B. Large metropolitan areas that have issued QECBs include Los Angeles, the City of Chicago, and St. Louis. Many are not yet known to have utilized their allocations, however, and might benefit from coordination with state and territorial energy officials.

Information Sharing and Technical Assistance

If you are exploring your options for energy program financing through QECBs, EPC and NASEO can offer assistance by sharing other state and governmental officials' experiences, putting you in touch with issuers who have dealt with similar issues, and reviewing your financing structure to provide comments and feedback. Conversely, if you have any experiences to share, we would very much like to hear from you so that other state and local governments may benefit from your work. This effort is being undertaken in a coordinated way with the NASEO Energy Financing Task Force, and EPC and NASEO will provide updates on these efforts on an ongoing basis.

If you would like more information on the issues listed above or if you have information on your state to feature, please contact me at ebellis@energyprograms.org and Diana Lin at dlin@naseo.org.

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State	Table 1A: Qualified	Energy Co	onservation B	ond	s Issued by S	tate	(11/29/2011)
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Table 1B: Qualified Energy Conservation	Ronds Issued by	State (as of 1	1/29	/2011)	
Issued To	State				Use of Proceeds
Tempe	Arizona	7/1/2011	\$	7,300,000	Capital improvements
Tucson City	Arizona	6/23/2010		5,590,000	Capital improvements
Tucson City	Arizona	6/9/2011	\$	1,430,000	Energy efficiency
Fallbrook Public Utility District Project	California	11/18/2010	\$	3,400,000	Solar improvements
Irvine Unified School District	California	7/29/2010	\$	4,840,000	Sour improvements
Lodi Unified School District Project	California	11/18/2010	\$	9,915,000	Solar improvements in schools
Los Angeles	California	10/25/2011	\$	11,920,000	City facilities retrofit
Los Angeles Dep't of Water & Power	California	8/17/2010	\$	131,020,000	Solar & wind
Oxnard Union High School District Project	California	9/29/2010	\$	19,067,730	Solar improvements in schools
Oxhard Union High School District Froject	Camorna	9/29/2010	φ	19,007,730	Capital improvements to water
Panaha Water District Financing Authority	California	11/7/2011	Ф	0.870.000	and wastewater facilities
Rancho Water District Financing Authority	California	11/7/2011	\$	9,870,000	
D: 1 1	C I'C :	10/1/2010	ф	1.070.000	Streetlights and municipal
Richmond	California	12/1/2010	_	1,070,000	capital improvements
Santa Clara County Photovoltaic Project	California	2/10/2011	\$	20,368,000	Renewable generation
Yuba College Central Plant Efficiency Project	California	6/3/2011	\$	6,324,000	
Yuba Community College	California	6/21/2011	\$	15,040,000	Renewable generation
Boulder County	Colorado	2/2/2010	\$	5,838,050	Capital improvements
					Multi-family capital
Boulder Housing Partners	Colorado	8/25/2010			improvements
Boulder PACE	Colorado	11/5/2010	\$	1,515,000	PACE - commercial
City of Boulder	Colorado	9/27/2010	\$	1,500,000	Capital improvements
City of Englewood	Colorado	9/15/2010	\$	1,286,440	Municipal capital improvements
					Recreational capital
Foothills Park & Rec Dt	Colorado	8/13/2010	\$	1,000,000	improvements
Fort Collins City	Colorado	6/28/2010	\$	6,410,000	Smart Grid
Mesa County School District #51	Colorado	10/29/2010	\$	2,000,000	School improvements
Western State College	Colorado	8/19/2010		1,635,390	Higher ed capital improvements
East Hartford	Connecticut	4/10/2010	\$	6,000,000	
Waterbury City	Connecticut	8/11/2010	\$	3,800,000	Municipal capital improvements
Champaign Cty (Rantoul) Township High			·	- , ,	T T
School District 193	Illinois	12/20/2010	\$	120,000	School improvements
Champaign Cty School District 116 (Urbana)	Illinois	12/14/2010	\$	585,000	School improvements
City of Chicago	Illinois	11/4/2010		29,665,000	Water
City of Chicago	TIMIOIS	11/4/2010	Ψ	27,003,000	Energy efficiency; wastewater
					reclamation facility
Deerfield	Illinois	9/26/2011	\$	12,500,000	reconstruction
McHenry CCSD	Illinois	8/31/2011	\$	1,500,000	School improvements
Ivy Technical Community College	Indiana		_	3,300,000	School improvements
Tvy Technical Community Conege	mulana	10/1/2010	Þ	3,300,000	
Vancas Davidans Einen A. d. S	Vanag-	10/01/0010	φ	17 010 000	Kanaaa Stat- Hairaa
Kansas Development Finance Authority	Kansas	12/21/2010	_		Kansas State University projects
Lawrence City	Kansas	3/10/2011	\$	8,721,000	Renewable generation
Wyandotte County/Kansas Unified Govt.	Kansas	11/18/2010		2,530,000	Municipal energy improvements
Louisville-Jefferson County Metro Govt.	Kentucky	9/14/2010		7,408,700	Gov energy improvments
University of Kentucky	Kentucky	11/19/2010		12,955,000	School improvements
University of Louisville	Kentucky	12/20/2010		20,942,380	School improvements
Public schools	Maryland	7/27/2011	\$	6,515,000	School improvements
Belchertown	Massachusetts	9/20/2011	\$	3,140,000	Energy efficiency
Cathartes Private Investments/ Westford Solar	Massachusetts	8/22/2011	\$	5,800,000	Renewable generation
					Energy Efficiency
City of Northampton	Massachusetts	12/22/2010	\$	1,698,790	improvements in public buildings
Scituate Wind/Town of Scituate	Massachusetts	8/10/2011		1,531,480	Renewable generation

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Issued To	State	Issue Date	Amou	nt Issued	Use of Proceeds
ELY ISD #696	Minnesota	5/19/2011	\$	2,810,000	Energy efficiency in schools
Grant County	Minnesota	2/1/2011	\$		Capital improvements
Itasca County	Minnesota	2/8/2011	\$		Energy efficiency
New Hope Economic Development Authority	Minnesota	11/18/2011	\$		Energy efficiency
Greene County	Missouri	3/3/2011	\$		Energy efficiency
St. Louis County	Missouri	4/29/2011			Green community loan program
St. Louis County	MISSOULI	4/29/2011	Þ	10,310,000	HVAC retrofit for Reno City
City of Reno	Nevada	6/1/2010	\$	2,261,650	Hall
Las Vegas	Nevada	3/16/2011	\$	5,874,300	City facilities retrofit
Lus vegus	revada	3/10/2011	Ψ	3,074,300	Financing expansion of Electric
Chautauqua County	New York	1/19/2011	\$	1,403,470	Generation Plant
Rochester City	New York	6/16/2010			HVAC replacement
Morton County (Mandan S.D.)	North Dakota	4/11/2011	\$		School improvements
City of South Euclid	Ohio	8/31/2011	\$		Energy efficiency
Findlay	Ohio	6/30/2011	\$		County facilities retrofit
1 пспа у	Olio	0/30/2011	Ψ	310,010	Energy efficiency and
Kent State University (Main Campus)	Ohio	5/31/2011	\$	7,000,000	conservation improvements
Rent State Oniversity (Wain Campus)	Onio	3/31/2011	Ψ	7,000,000	Energy efficiency and
Kent State University (Regional Campus)	Ohio	3/30/2011	\$	2,693,610	conservation improvements
Refit State Offiversity (Regional Campus)	Olio	3/30/2011	Ф	2,093,010	Energy efficiency and
Vant Stata University (Stark Compus)	Ohio	6/11/2010	\$	672 120	conservation improvements
Kent State University (Stark Campus) Licking County	Ohio	6/11/2010 9/29/2011	\$		County facilities retrofit
Licking County	Olio	9/29/2011	Þ	2,121,000	Energy efficiency and
Orona State Committee Callege	Obia	2/19/2010	¢	2 125 000	
Owens State Community College	Ohio Ohio	3/18/2010 12/15/2010		3,125,000	conservation improvements
Pickaway County				1,479,810	County facilities retrofit
Allegheny County	Pennsylvania	11/22/2010	\$	9,389,560	City facilities retrofit
C. M. C.D.A.D. G. CTEC.D.	D	0/20/2010	Φ.	15 700 000	Capital improvements to prison
Commonwealth of PA/Penn St CTFS Partn	Pennsylvania	9/30/2010		15,700,000	facilities
Fayette County	Pennsylvania	9/28/2011	\$	1,490,000	County facilities retrofit
Davison County (Mitchell) #17-2	South Dakota	11/10/2010		1,725,000	1.5 MW wind turbine
Lake County	South Dakota	6/1/2011	\$		Renewable generation
Rapid City	South Dakota	11/1/2011	\$		School improvements
Utah County	Utah	10/22/2010			Energy efficiency
Bellingham City	Washington	4/13/2011	\$	6,500,000	Energy efficiency
					Energy efficiency and HVAC
King County	Washington	11/15/2010		5,825,000	project
Kitsap County	Washington	12/16/2010			Sewer financing
Thurston County	Washington	10/26/2010			City facilities retrofit
Yakima County	Washington	9/8/2010	\$	2,430,000	Energy efficiency in courthouse
					Energy efficiency
Alma Center-Humbird-Merillan School District		8/18/2011			improvements to schools
Dane Co (Mount Horeb) ASD	Wisconsin	4/18/2011	\$		Renewable generation
Jefferson School District	Wisconsin	3/18/2011	\$		Energy efficiency
Menasha School Dist (Winnebago County)	Wisconsin	6/28/2011	\$		School improvements
Pleasant Prairie Village	Wisconsin	8/16/2010	\$	1,890,000	City facilities retrofit
School Dist Hartford No. 1 (Dodge and					
Washington Counties)	Wisconsin	4/11/2011	\$	2,295,000	Renewable generation
					Energy conservation/public
Western Wisconsin Tech College Dt	Wisconsin	7/21/2010		1,500,000	education program
Western Wisconsin Tech College Dt	Wisconsin	1/27/2011	\$	1,500,000	School improvements
Western Wisconsin Tech College Dt	Wisconsin	7/27/2011	\$	1,200,000	School improvements
					Energy efficiency
Osseo Fairchild School District	Wisconsin	11/1/2011	\$	750,000	improvements to schools
Total Issued as of 11/29/2011				547,047,615	
Note: Abbreviation "EE" is energy efficiency; abbre	viation "res" is reside	ential; "HVAC" is	s Heatin	g, Air Conditi	oning, and Ventilation; "ed" is

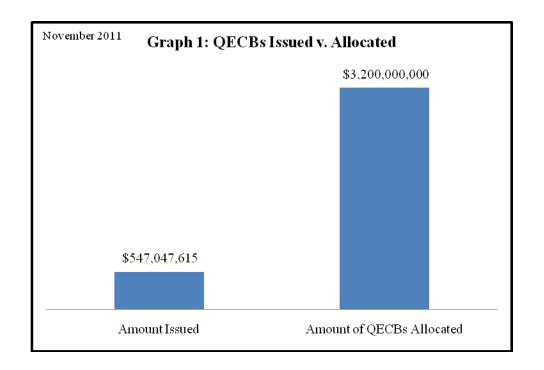
Note: Abbreviation "EE" is energy efficiency; abbreviation "res" is residential; "HVAC" is Heating, Air Conditioning, and Ventilation; "ed" is education; "bldgs" is Buildings.

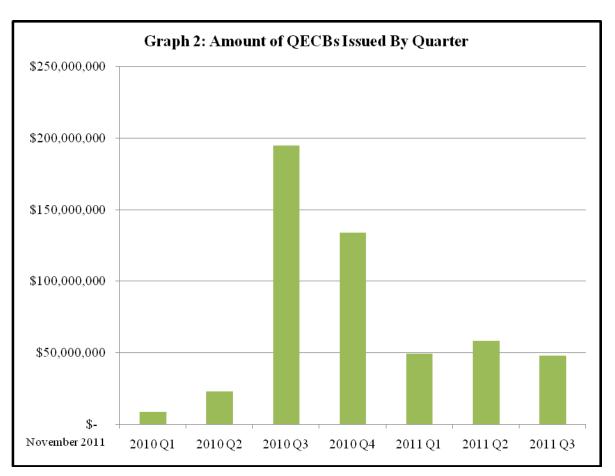
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Table 1C: Proportion of Qualified Energy Conservation Bonds Issued by State 11/29/11

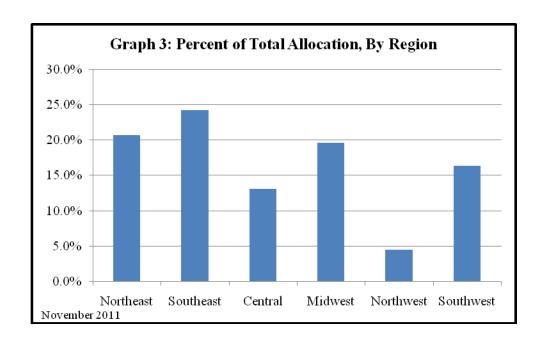
Conservation Bonds Issued by State 11/29/11					
64-4-	Downsont Issued				
State	Percent Issued				
Alabama	0%				
Alaska	0%				
American Samoa	0%				
Arizona	21%				
Arkansas	0%				
California	61%				
Colorado	44%				
Connecticut	27%				
Delaware	0%				
District of Columbia	0%				
Florida	0%				
Georgia	0%				
Guam	0%				
Hawaii	0%				
Idaho	0%				
Illinois	33%				
Indiana	5%				
Iowa	0%				
Kansas	100%				
Kentucky	93%				
•					
Louisiana	0%				
Maine	0%				
Maryland	11%				
Massachusetts	18%				
Michigan	0%				
Minnesota	22%				
Mississippi	0%				
Missouri	19%				
Montana	0%				
Nebraska	0%				
Nevada	30%				
New Hampshire	0%				
New Jersey	0%				
New Mexico	0%				
New York	2%				
North Carolina	0%				
North Dakota	18%				
Northern Marianas	0%				
Ohio	15%				
Oklahoma	0%				
Oregon	0%				
Pennsylvania	21%				
Puerto Rico	0%				
Rhode Island	0%				
South Carolina	0%				
South Dakota	79%				
Tennessee	0%				
Texas	0%				
US Virgin Islands	0%				
Utah	18%				
Vermont	0%				
Virginia	0%				
Washington	26%				
West Virginia	0%				
Wisconsin	35%				
Wyoming	0%				
Total	17%				

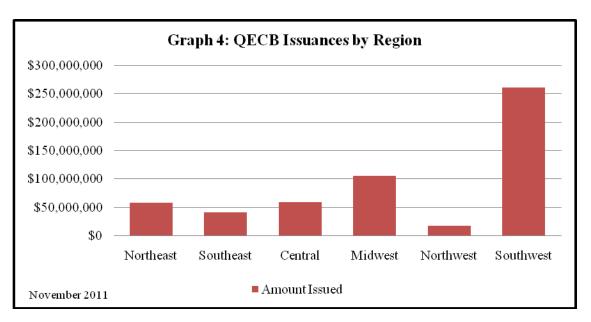
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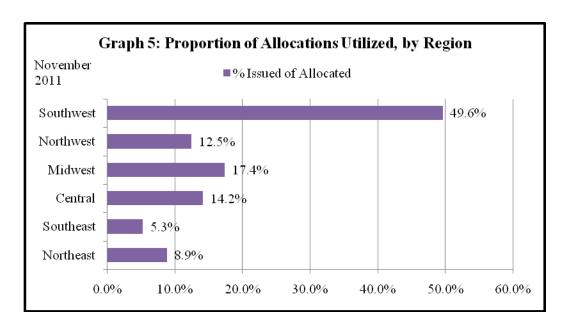


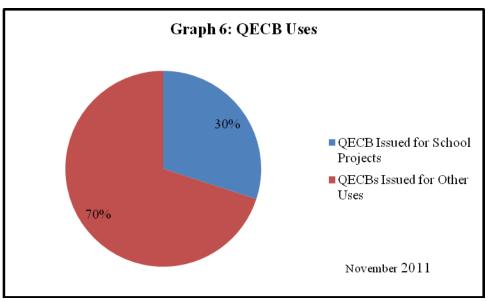
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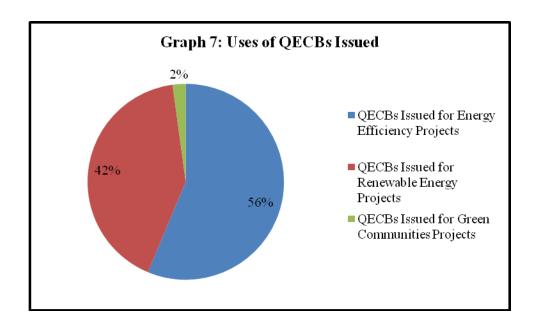


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Notes on Tables 1A, 1B, and Charts 1 - 7

1. Although IRS collects information on QECB issuances on Form 8038-TC, no government agency is currently sharing QECB issuance information. As such, it is not possible to ascertain the exact number and quantity of QECB issuances to date. The information attached hereto has been gathered from various sources, including IRS Notice 2009-29, Municipal Securities Rulemaking Board, Department of Energy, Lawrence Berkeley National Laboratory, Wells Fargo, state and local issuer websites, and government contacts.

2. Figures are rounded up.

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