Funding Ontario's Renewable Energy Deployment: the Design of Innovative and Alternative Financing Models

Tom Du July 30, 2012

York University Toronto, Canada

Student's Signature

Supervisor's signature

Tom Du

Dr. José Etcheverry

I. Acknowledgements

I would not be on this fulfilling path without my mother, sister, and especially my father, who sparked a sense of environmental responsibility early on our fishing trips.

I would like to thank my supervisor, *Dr. José Etcheverry*, for inspiring me on a professional and personal level to continually strive for positive change. José's boundless passion and professional dedication are qualities that I aspire to embody. My FES experience has been enriched by the opportunities graciously provided by José, and I would like to express my deepest appreciation for all his help.

Thank you to my advisor, *Dr. Ellie Perkins*, for her astute advice and positive encouragement throughout the program. I am also thankful to my field supervisors, *Stefan Gsänger* and *Preben Maegaard*, for introducing me to so many diverse perspectives in Germany and Denmark, respectively. Finally, I would like to thank my peers and friends:

- *Phil* for his moral guidance, intellectually stimulating questions, and openness to my random thought experiments
- *Sarah* for the amusingly insightful energy conversations and, specifically, for being there for me since joining the RE sector
- My peers at the *DSF, FC, OSEA, SEI, TREC*, and *WWEA* for their help during consulting projects, research, fieldwork, and conferences
- My FES friends especially *Antony, Bahareh, Dawn, Hazel, Jess, Ron, Steph*, and *Tanya* for the profound debates and for enduring my endless energy talk
- *Andrea, Louisa, Nancy*, and *Syed* for their loving support over the years and for always challenging me to grow as a person

II. Abstract

The primary aim of this research is to analyse and synthesise findings related to i) the prevailing renewable energy (RE) context in Ontario as well as global RE financing trends; ii) financing model design criteria and trade-offs; iii) key supporting policies for RE deployment; iv) alternative RE financing models; and v) an integrated financing model in Ontario, Canada. This research begins by reviewing the financing gap for RE deployment and proposing a design 'toolbox' for RE financing models. Subsequent chapters analyse key RE policies and alternative financing models before recommending an integrated financing model consisting of project finance, green bonds, community bonds, and crowdfunding. As the mechanism that combines cash flow needs with funding sources, financing models are one of the most crucial elements in RE project development. Therefore, the overarching vision here is to develop financing models that provide accessible and low-cost funding to projects, as well as competitive, risk-adjusted returns to investors. In doing so, it is hoped that investors, community members, and project developers may easily engage with new RE projects – thereby launching a large-scale (and timely) transition to a more sustainable energy system.

III. Foreword

The research and work conducted throughout my Master in Environmental Studies (MES) program have centered on several main themes: sustainable energy policy, business sustainability, behavioural economics, and financial modelling. The Area of Concentration for my program – "Sustainable Energy Systems Development" – integrates the supply and demandside energy requirements into a cohesive long-term, comprehensive strategy. This concentration consists of 3 components: i) understanding the sustainability of energy systems; ii) analysing energy policy; and iii) developing alternative business and financing models. As such, most of my coursework, research, extra-curricular projects, and fieldwork have focused on analysing the technical, policy, and financing solutions required for the design of a (more) sustainable energy system in Ontario, Canada.

Given the critical need to shift to energy systems that respect ecological realities while promoting economic development, it is disappointing to witness the lethargic response of global economies and societies. One of the key barriers for rapid and widespread RE deployment remains the lack of accessible financing options. As such, my aim throughout the past two years has been to explore the intersection of RE and corporate finance, and to highlight solutions-based alternatives to overcome the RE financing gap. I hope some of the results found herein prove valuable to policy-makers, project developers, and finance professionals – especially as global economies create more economically rewarding, ecologically respectful, and structurally resilient energy systems.

IV. Table of Contents

Table of Contents

I.	Acknowledgements1
II.	Abstract1
III.	Foreword2
IV.	Table of Contents
V.	Acronyms5
VI.	List of Figures
VII.	List of Tables6
Chapte	er 1: Contextualising Renewable Energy Financing7
1.1	Current Status of Renewable Energy Deployment in Ontario7
1.2	The Levelised Cost of Different Energy Technologies9
1.3	Current Status and Future Trends in RE Financing12
1.4	Capital needed to fund the Renewable Energy Transition13
1.5	Renewable Energy's Financing Gap15
1.6	Underlying Causes of the Financing Gap
1.7	The Significance of the Renewable Energy Transition22
1.8	The Urgency of the Renewable Energy Transition
Chapte	er 2: Methodology
2.1	Research Question
2.2	Thesis
2.3	Methodology: Scope and Assumptions
2.4	Methodology: Data Collection
Chapte	er 3: Towards a Renewable Energy Financing Framework
3.1	Introduction: RE Financing
3.2	Definition of Key Financial Variables
3.3	Key Risks in RE Financing
3.4	The Influence of Project Development, Liquidity, and Asset Allocation
3.5	A Proposed Set of Financing Model Design Criteria45

Chapter 4: Supporting Policies for Renewable Energy		
4.1	Introduction: Demand-Pull Policies	50
4.2	Feed-in Tariffs (FIT)	51
4.3	Renewable Portfolio Standards (RPS)	55
4.4	Emerging Technology Reverse Auction Mechanism (ET-RAM)	60
4.5	Concluding Remarks	52
Chapte	er 5: Alternative Financing Models	54
5.1.	Green Bonds: Renewable Energy and Climate Bonds	54
5.2.	Community Financing Models	75
5.3.	Property Assessed Clean Energy (PACE)	35
5.4.	On-Bill Financing (OBF)	39
5.5.	Concluding Remarks	94
Chapter 6: Conclusions		96
6.1.	Summary	96
6.2.	Integrating Project Financing, Green Bonds, Community Bonds, and Crowdfunding10	03
Chapter 7: Appendices		
Chapter 8: References		14

V. Acronyms

CB – Community Bond CC – Climate Change CCGT - Combined Cycle Gas Turbine CCS - Carbon Capture and Sequestration CF – Capacity Factor CREB – Clean Renewable Energy Bond DE – Decentralised Energy DSCR – Debt Service Coverage Ratio EROI - Energy Return on Energy Invested ET-RAM – Emerging Technology Reverse Auction Mechanism FIT – Feed-in Tariff GEA – Green Energy and Green Economy Act GB – Green Bond GHG – Greenhouse Gas GW - Gigawatt IEA – International Energy Agency IRENA – International Renewable Energy Agency kW – Kilowatt kWh-Kilowatt-hour LDC – Local Distribution Company LTEP – Long Term Energy Plan MW – Megawatt MWh-Megawatt-hour **OBF** – On-Bill Financing **OPA** – Ontario Power Authority PACE – Property Assessed Clean Energy PV – Photovoltaic RE – Renewable Energy REC – Renewable Energy Certificate RED - Renewable Energy Deployment REF – Renewable Energy Finance ROE – Return on Equity ROI - Return on Investment **RPS** – Renewable Portfolio Standards SBC – System Benefit Charges T&D – Transmission & Distribution

TW – Terawatt

VI. List of Figures

- Figure 1 Ontario's installed capacity and generation, as of October 2010
- Figure 2 Average levelised costs, by technology
- Figure 3 Stages of technology development
- Figure 4 Stages of technological maturity
- Figure 5 Conceptual stages of project development
- Figure 6 Mechanics of the proposed Canadian Green Bond
- Figure 7 Integrating Project Finance, Green Bonds, Crowdfunding, and Community Bonds in Ontario, Canada

VII. List of Tables

- Table 1 Average levelised cost of RE and non-RE technologies
- Table 2 Lifespan of power and transportation assets
- Table 3 Average employment over facility lifespan
- Table 4 Fundamental considerations in the financing of RE projects
- Table 5 Summary of key financing variables
- Table 6 Intrinsic and extrinsic risk factors in energy investments
- Table 7 Risk perceptions for conventional and low-carbon technologies
- Table 8 Ranges of discount rates across RE and non-RE technologies
- Table 9 ROE and DSCR estimates across RE technologies
- Table 10 A set of RE financing model design criteria
- Table 11 Key trade-offs that influence and are influenced by model design
- Table 12 Summary of model mechanics, strengths, challenges, and design
- Table 13 Proposed requirements for integrated model
- Table 14 Proposed mechanics for integrated model