



Agenda Date: 3/3/21
Agenda Item: 8B

STATE OF NEW JERSEY
Board of Public Utilities
44 South Clinton Avenue, 9th Floor
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Trenton, New Jersey 08625-0350
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CLEAN ENERGY

IN THE MATTER OF NEW JERSEY BOARD OF)
PUBLIC UTILITIES MICROGRID REPORT TOWN) ORDER
CENTER DER MICROGRID PROGRAM – PHASE II)
DETAILED DESIGNED INCENTIVE APPLICATION) DOCKET NO. QO16100967

Party of Record:

Stefanie A. Brand, Esq., Director, New Jersey Division of Rate Counsel

BY THE BOARD:

This Order reflects the New Jersey Board of Public Utilities (“NJBPU” or “Board”) actions on the applications received for the Town Center Distributed Energy Resources (“TCDER”) Microgrid Design Incentive Program (“Program”).

BACKGROUND

General Background of the TC DER Microgrid Design Incentive Program

A TC DER Microgrid, for the purpose of this Program, is defined as a cluster of critical facilities within a municipal boundary that may also operate as shelter for the public during and after an emergency event or provide services that are essential to function during and after an emergency situation.¹ The critical facilities are to be connected to a single or a series of Distributed Energy Resources (“DER”) technologies that can operate while isolated and islanded from the main grid due to a power outage. Id.

The Board initiated the Program as a result of the effects of Superstorm Sandy. Our State learned that further measures are needed to help New Jersey become more resilient, particularly with respect to critical facilities.

¹ New Jersey Board of Public Utilities Town Center Distributed Energy Resources Microgrid Design Incentive Program Application at 2, available at <https://www.nj.gov/bpu/pdf/energy/Phase%20II%20TCDER%20Microgrid%20Incentive%20Program%20Application%202-19-20.pdf>.

The 2015 New Jersey Energy Master Plan Update (“EMP Update”) established a new overarching goal to “Improve Energy Infrastructure Resiliency and Emergency Preparedness and Response” in response to several extreme weather events that left many people and businesses without power for extended periods of time.² Policy recommendations in the EMP Update were to “[i]ncrease the use of Microgrid technologies and applications for DER to improve the grid’s resiliency and reliability in the event of a major storm”; and to work with the United States Department of Energy (“USDOE”), the utilities, local and state governments and other strategic partners to identify, design and implement TCDER Microgrids. EMP Update at 52.

In accordance with these recommendations, the Board released a Microgrid Report prepared by Staff (“Microgrid Report”) on November 30, 2016 in Docket Number QO16100967.³ The Microgrid Report included recommendations specifically addressing the development of a TCDER Microgrid Feasibility Study Incentive Program (“Phase I Incentive Program”).

The 2019 Energy Master Plan (“EMP”) continued to emphasize Microgrids as an energy resilience measure. The EMP states that:

- BPU will direct the electric public utilities to develop Integrated Distribution Plans (“IDPs”) and as a DER, Microgrids will be included in the IDP. EMP at 176.
- The electric public utilities must begin routinely and methodically integrating non-wires solutions (“NWS”) into their planning, and Microgrids are a prospective NWS. EMP at 179.

Description of the Phase I Incentive Program

Staff developed a TCDER Microgrid Feasibility Study Incentive application in June of 2016 which was released for public comment. After consideration of stakeholder comments, the final Phase I Incentive Program application was developed by Staff. On January 25, 2017, the Board authorized the release of the Phase I Incentive Program application.⁴

The Phase I Incentive Program was developed to provide incentives for local and state government agencies to study the feasibility of TCDER Microgrids within their jurisdiction. Applicants were limited to local government entities or state agencies that own or manage critical facilities.

Applications were received from the following thirteen entities. Staff reviewed and evaluated each of the applications.

- City of Atlantic City
- Camden County (in conjunction with Camden County Municipal Utilities Authority)
- Cape May County Municipal Utilities Authority
- Galloway Township
- Borough of Highland Park

² 2015 New Jersey Energy Master Plan Update, available at https://nj.gov/emp/docs/pdf/New_Jersey_Energy_Master_Plan_Update.pdf.

³ In the Matter of the New Jersey Board of Public Utilities Microgrid Report, BPU Docket QO16100967, November 30, 2016.

⁴ In the Matter of the New Jersey Board of Public Utilities Microgrid Report Town Center DER Microgrid Feasibility Study Incentive Program – Final Application – Request for Applications., BPU Docket No. QO16100967, January 25, 2017.

- City of Hoboken
- Hudson County
- Township of Middletown
- Township of Montclair
- Township of Neptune
- City of Paterson
- State of New Jersey Department of Treasury (for City of Trenton)
- Township of Woodbridge

In Docket No. 0017060629 through Docket No. 0017060641 on June 30, 2017, the Board issued 13 Orders, one for each Phase I Incentive Program applicant, approving the application and authorizing the incentive amounts requested by each applicant. The Orders also authorized the President of the Board to sign and execute a Memorandum of Understanding (“MOU”) with each applicant that set forth the terms and conditions of the commitment of the incentive funds. The Board authorized a total of \$2,133,980 in incentives for the Phase I Incentive Program.

Feasibility studies from all 13 awardees were received by December 31, 2018, and each feasibility study was reviewed by Staff. At the end of the review process, in late 2019, all thirteen applications were deemed acceptable and were deemed eligible for additional incentives.

Subsequent to the acceptance of the feasibility studies, the Cape May County Municipal Utilities Authority voluntarily withdrew from the Program.

Description of the Phase II Incentive Program

In 2019, the 12 Phase I Incentive Program applicants were informed that their feasibility studies met Program requirements and that they would be eligible for a Phase II TCDER Microgrid Incentive Program (“Phase II Incentive Program”). Only the 12 Phase I Incentive Program participants were eligible for the Phase II Incentive Program.

The Phase II Incentive Program was designed to provide funding, on a competitive basis, for design of the eligible applicant’s TCDER Microgrid. The Phase II Incentive Program required at least a 30% design as defined by the US Army Corps of Engineers, New York District Design Submission Requirements Manual (2009). This Phase II TCDER Microgrid Incentive Program was intended to help move projects towards the development and construction phase. The Phase II Incentive Program was designed to promote the use of renewable DERs and the use of clean energy technologies such as energy storage and electric vehicle charging. The Phase II Incentive Program was also designed to incorporate Federal Emergency Management Agency (“FEMA”) Category IV and Category III Critical Facilities. Category IV facilities include essential facilities such as hospitals, fire and police stations, rescue and other emergency service facilities, power stations, water supply facilities, aviation facilities, and other buildings critical for the national and civil defense. Category III facilities include buildings and other structures that represent a substantial hazard to human life in the event of failure. The design of the Phase II Incentive Program also emphasized the inclusion of facilities suitable for public shelter.

Staff issued a straw proposal of the Phase II Incentive Program on November 22, 2019, along with a request for comments. On December 10, 2019, a stakeholder meeting was held for the eligible participants and Electric Distribution Companies (“EDCs”).

After consideration of stakeholder comments, the Board's TCDER Microgrid Design Incentive Program Application (the "Phase II Incentive Program Application") was developed by Staff. On February 19, 2020, the Board authorized the release of the Phase II Incentive Program Application and the allocation of \$4 million in budgeted Clean Energy funding for the incentives.⁵

The Phase II Incentive Program Application contained the following project eligibility requirements:

- Projects must meet the definition of TCDER Microgrid provided in the Phase II Incentive Program Application: A TCDER Microgrid, for the purpose of this Phase II TCDER Incentive Program, is a cluster of critical facilities within a municipal boundary that may also operate as shelter for the public during and after an emergency event or provide services that are essential to function during and after an emergency situation. The critical facilities are to be connected to a single or a series of DER technologies that can operate while isolated and islanded from the main grid due to a power outage.
- The project submitted must conform to existing law, code, and standing Board Orders. A non-exhaustive list of relevant legal material was provided as Appendix B to the Phase II Incentive Program Application. The applicant was informed that it was ultimately their responsibility to submit a project that is legally permissible. A Certification was provided as Appendix A to the Phase II Incentive Program Application, wherein the applicant was asked to certify that its project is legally permissible.
- Only one Basis of Design per applicant would be considered. Alternative plans/options or future expansion capabilities would not be considered.
- Applicants were permitted to modify the project presented in their feasibility study.

Prior to receipt of the applications, applicants were given the opportunity to pose questions pertaining to the application and requirements. Questions were received prior to the question deadline, and all questions and Staff replies were provided to all applicants.

Eleven applications for the Phase II Incentive Program were received by the application deadline. Of the twelve eligible applicants, only Galloway Township did not submit an application.

Phase II Incentive Program Evaluation Process

Prior to the receipt of the Phase II Incentive Program applications, Staff assembled a five-person evaluation team (the "Evaluation Team"). The Evaluation Team included Staff from multiple disciplines, and was designed to ensure that a broad range of experience and expertise was brought to the evaluation of the applications.

Each Evaluation Team member reviewed each application and individually assigned a score based on the evaluation criteria provided in the Phase II Incentive Program Application. Specifically, the team scored on the following overall elements:

⁵ In the Matter of New Jersey Board of Public Utilities Microgrid Report Town Center DER Microgrid Program – Phase II Detailed Designed Incentive Application, BPU Docket No. QO16100967, February 19, 2020.

General Project Characteristics – 20 Points

- Factors considered:
 - Overall description of the TCDER Microgrid
 - Number and type of FEMA Category III and IV critical facilities included
 - How the Microgrid will support the community during a grid outage

Technical Characteristics – 40 Points

- Factors considered:
 - The readiness of the project to proceed from design to development and construction
 - The overall integration of DERs and loads in the Microgrid
 - The proposed communication and control protocols and cyber security measures
 - The degree of resilience the Microgrid will offer
 - The clean energy technologies to be incorporated into the Microgrid
 - The approach to reducing peak demand and/or GHG emissions

Financing and Business Model – 40 Points

- Factors considered:
 - The reasonableness of the estimated cost of the proposed design
 - The amount and percentage of the design cost requested from the NJBPU
 - The source(s) of funding for the applicant's portion of the design cost
 - The reasonableness of the business model and financial models proposed
 - The reasonableness of the allocation of the project cost
 - The degree of involvement of the EDC and GDC

Over the course of a number of weeks, the Evaluation Team met on multiple occasions. Individual scores were shared with the full Evaluation Team. Each Evaluation Team member supported his or her scoring determinations and discussion relying on the expertise of each Evaluation Team member, which resulted in refinement of individual scores. An average score was then calculated from the individual scores.

Following this review, the Evaluation Team met to discuss situations where individual scores fell significantly outside of the calculated average scores, and such situations were discussed, again calling upon the specific expertise of each Evaluation Team member. Individual scores were modified if deemed necessary by each Evaluation Team member, and a final average score was calculated.

The final average score provided a numerical ranking of each application, from highest average score to lowest average score.

STAFF RECOMMENDATION

The \$4 million in authorized funding for the Phase II Incentive Program allowed Staff to select the eight top ranked applications, based on Staff's evaluation of the applications. The seven highest ranked applications are recommended to receive the full incentive amount requested in their respective applications, while the eighth application is recommended to receive the remainder of the authorized funding budget.

Staff recommends that the Board approve the following Phase II Incentive Program Awards to these eight applicants:

Rank	Applicant	Level of Design	Estimated Design Cost	Amount Requested	Amount of Recommended Award
1	Township of Montclair	60%	\$1,525,000	\$679,500	\$679,500
2	Borough of Highland Park	65%	\$196,450	\$196,450	\$196,450
3	Hudson County	35%	\$470,000	\$376,000	\$376,000
4	City of Hoboken	30%	\$580,000	\$550,000	\$550,000
5	Township of Neptune	30%	\$526,100	\$526,100	\$526,100
6	State of New Jersey Department of Treasury (for City of Trenton)	30%	\$500,000	\$250,000	\$250,000
7	City of Atlantic City	100%	\$4,167,000	\$1,125,000	\$1,125,000
8	Township of Woodbridge	30%	\$350,000	\$350,000	\$296,950
				\$4,053,050	\$4,000,000

Collectively, these 8 projects, if implemented, would provide resilience to 24 FEMA Category IV facilities and 32 FEMA Category III facilities. In addition, they would deploy 10.5 MW of new or existing solar PV generation and 2.9 MW of new or existing battery storage, resulting in over 24,000 tons of avoided CO₂ emissions annually. A summary of the characteristics of these projects is provided in Appendix A of this Order. In addition, at least 30 new or existing electric vehicle charging stations will be incorporated into these projects.

DISCUSSION AND FINDINGS

The Board recognizes the need for New Jersey’s critical facilities to become more resilient, especially during and after extreme weather events. The Board **FINDS** that the TCDER Phase II Incentive Program provides a useful energy resilience measure in accordance with the EMP, with a focus on supporting critical facilities.

While the Board acknowledges and supports the State’s goal of de-carbonization, existing technology and cost considerations currently do not allow for renewable DERs alone, or renewable DERs coupled with energy storage, to provide the level and length of resilience that critical facilities need. As such, the Board **FINDS** that the inclusion of fossil fueled DER in TCDER Phase II Incentive Program projects is necessary at this time to provide the resilience that critical facilities need.

The Board **AWARDS** incentive funding to those projects recommended by Staff above and listed in Attachment A. The Board **HEREBY DIRECTS** Staff to disburse the incentive awards listed above in accordance with Board policy and the conditions and directives enumerated below and as detailed in Attachment A. Due to the depletion of funds and the competitive nature of the Phase II Incentive Program, incentive funding is not awarded to the following projects and the Phase II Incentive Program is now closed: the County of Camden, Middletown Township, and the City of Paterson.

The Board **DIRECTS** each awardee to enter into an MOU with the Board within 60 days of the date of this Order, in order to transfer the incentive funds to the applicant. Each MOU will establish various terms and conditions of the award, specific to each project. The Board **DIRECTS** Staff to create each MOU to reflect the directives herein and align with Board policies and practices. Board Staff is **HEREBY AUTHORIZED** to execute the resulting MOUs with each applicant.

The Board further **DIRECTS** that, among other things, each MOU contain a provision that 75% of the award amount to each applicant will be provided upon execution of the MOU, and the remaining 25% will be provided upon completion of the design and review of the design by Staff. The design review conducted by Staff shall be limited to: 1) verification that the project designed is substantially similar to the project described in the TCDER Phase II Incentive Program application, and 2) verification that the level of design is at least the level of design described in the application. In the event that Staff finds that one or both of these conditions is not met, Staff shall inform the applicant of the deficiencies and allow the applicant to correct the deficiency within 60 days of receiving Staff's notice. If the deficiency is not corrected by that time, the remaining 25% of the award will not be released to the applicant.

The Board **URGES** all awardees to engage the pertinent Electric Distribution Company ("EDC") early in the planning and design process. Further, the Board **DIRECTS** the EDCs to meet with Board Staff and any awardee located within their service territory within 60 days of this Order's effective date to discuss the design and planning aspects of the proposed project. The Board also **DIRECTS** the EDCs to meet with any awardee located within their service territory every six months after the initial meeting with Board Staff, or more frequently should the project so require, in order to discuss progress and to identify potential issues affecting the completion of the design or the potential implementation of the project.

The Board **DIRECTS** each awardee, in coordination with the pertinent EDC, to submit a quarterly status report to Board Staff, providing an update on: 1) the proposed project's design; 2) any changes to the proposed design; 3) updated timeline of the project's milestones; 4) outstanding issues related to the project; 5) all resolved issues since the previous status report; 6) EDC engagement and related work; 7) current cost estimates and 8) any other relevant aspects related to the proposed project's development.

In order to better reflect the overarching goals of the EMP, the Board **URGES** all awardees to endeavor to increase the amount of renewable DER in their project, and to minimize the use of fossil fuel DER in their project, when reasonably feasible, provided that the project designed does not materially differ from the project submitted in the application. The Board further **URGES** applicants to coordinate and discuss with Board Staff increasing the application of renewable DER on an ongoing basis as the project develops.

The Board also **URGES** all awardees to endeavor to increase the number of FEMA Category IV and Category III critical facilities, and to minimize the number of non-Category IV and Category III critical facilities in their project, provided that the project designed does not materially differ from the project submitted in the application.

The Board **URGES** all awardees to review all applicable rules and regulations applicable to the design to be conducted, and applicable to the project to be designed, and **DIRECTS** all projects to comply with all applicable local, State and Federal rules and regulations.

The Board acknowledges that Staff's Microgrid stakeholder processes revealed that there are several regulatory and statutory barriers constraining the wide-spread development of TCDER Microgrids. The Board **DIRECTS** Staff to discuss these barriers with various stakeholders in order to identify the specific barriers, and determine how best to remove those barriers to allow for increased deployment of TCDER Microgrids.

The Board notes the statewide benefits of Microgrids as set forth in the EMP, and acknowledges that the allocation of the cost to design, develop, construct and operate TCDER Microgrids is an important factor in their viability. As such, the Board remains open to appropriate cost sharing allocations for Microgrid projects and retains the right to consider this issue in future Board proceedings.

An award under this Phase II Incentive Program does not indicate Board approval of any TCDER Microgrid project included in any application.

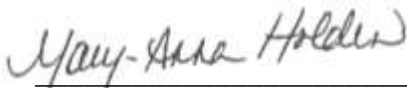
The effective date of this Order is March 13, 2021.

DATED: March 3, 2021

BOARD OF PUBLIC UTILITIES
BY:



JOSEPH L. FIORDALISO
PRESIDENT



MARY-ANNA HOLDEN
COMMISSIONER



DIANNE SOLOMON
COMMISSIONER




UPENDRA J. CHIVUKULA
COMMISSIONER



ROBERT M. GORDON
COMMISSIONER

ATTEST:



AIDA CAMACHO-WELCH
SECRETARY

**IN THE MATTER OF NEW JERSEY BOARD OF PUBLIC UTILITIES MICROGRID REPORT
TOWN CENTER DER MICROGRID PROGRAM – PHASE II DETAILED DESIGNED
INCENTIVE APPLICATION - DOCKET NO. QO16100967**

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Appendix A

Summary of TCDER Microgrid Projects Awarded Phase II Incentives

Township of Montclair			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
2.3	<u>FEMA Category IV</u> Fire HQ Mountainside Hospital Water Supply Pumping Station in Glenfield Park <u>FEMA Category III</u> Glenfield Middle School <u>FEMA Category II</u> Pine Ridge Senior Living Mountainside Hospital Parking Deck Bay Street Train Station Bay Street Parking Deck	195 KW Solar PV 2.125 MW natural gas CHP 100 KW Battery Storage	4,849 tons

Borough of Highland Park			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
2.4	<u>FEMA Category IV</u> Borough Hall Police Department HQ Fire Station Senior Center <u>FEMA Category III</u> Housing Authority AHEPA Senior Housing Bartle School/Board of Ed DPW High School & Middle School Stop & Shop Grocery Store <u>FEMA Category I</u> Public Library	639 KW Solar PV 1.625 MW natural gas backup generator 150KW diesel backup generator 500 KW Battery Storage	0% Reduction (Microgrid does not operate under blue sky conditions)

Hudson County			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
1.7	<u>FEMA Category IV</u> Secaucus Town Hall/Police Meadowview Complex (Includes Class IV, III and II) <u>FEMA Category III</u> Alaris Health Secaucus Housing Authority I Secaucus Housing Authority II	650 KW Solar PV 1.2 MW natural gas generator	630 tons

City of Hoboken			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
4.375	<u>FEMA Category IV</u> Fire Engine Co. 3 Police HQ Hoboken University Medical Center Pump Stations, 5 th Street, 11 th Street, H1 City Hall <u>No FEMA Category</u> Garages B, D & G	775 KW Solar PV 2 MW natural gas generator 800 KW natural gas CHP 800 KW battery	4,400 tons

Township of Neptune			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
7.8	<u>FEMA Category IV</u> Municipal Building Hackensack-Meridian University Medical Ctr <u>FEMA Category III</u> Neptune High School and Aquatic Center Monmouth County Academy of Allied Health & Science Neptune Middle School Gables Elementary School Neptune BoE / Brookdale Community College Monmouth County VoTech – Neptune Annex <u>FEMA Category II</u> Department of Public Works	1.6 MW Solar PV 6.2 MW natural gas CHP	950 tons

State of New Jersey Department of Treasury (for City of Trenton)			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
21.6	<p><u>FEMA Category IV</u> State House Complex Warren Street Plant Trenton Water Works Trenton Wastewater Treatment</p> <p><u>FEMA Category III</u> Thomas Edison College Old Barracks War Memorial New Tax Building Hughes Justice Complex NJ State Prison</p> <p><u>No FEMA Category</u> Culture Complex Department of State Old Tax Building Mary Roebling Building Labor Building Capitol Place 1 Mill Hill Developer Mercer County Criminal Court Mercer County Admin Building Trenton Office Complex DEP HQ Ashby Building</p>	<p>4.5 MW Solar PV</p> <p>20 MW natural gas CHP</p> <p>1.5 MW Battery storage</p> <p>Existing thermal storage</p> <p>Existing hydro generation</p>	50%

City of Atlantic City			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
20	<p><u>FEMA Category IV</u> AtlantiCare Regional Medical Campus Center</p> <p><u>FEMA Category III</u> Boardwalk Hall</p> <p><u>No FEMA Category</u> Bally's Hotel Caesars Hotel</p>	20 MW natural gas CHP	11,000 tons

Township of Woodbridge			
Size (MW)	Facilities Included	DER Included	Estimated Annual CO₂ Reduction
2.6	<p><u>FEMA Category IV</u> Town Hall/Police Fire Department</p> <p><u>FEMA Category III</u> Stern Towers Senior Living Ross Street Elementary School Mawbey Street Elementary School Woodbridge Middle School Adams Tower Senior Living Finn Towers Senior Living Pump Station</p> <p><u>FEMA Category II</u> The Medicine Shoppe Pharmacy Gas Station Street Development Reo Diner Restaurant Quick Chek Amici's Sandwich Shop Apartments at 75 Main Chambers Building CVS Main Street Farmers Market European Deli Krauzer's Food Store MAX Challenge Medical Offices San Remo Pizza St. James Roman Catholic Church Walgreens Woodbridge Animal Group Woodbridge United Methodist Church Woodbridge Veterinary Group</p> <p><u>No FEMA Category</u> North James St. Redevelopment Rahway Avenue Redevelopment</p>	<p>2.1 MW PV solar PV</p> <p>500 KW natural gas CHP</p>	2,200 tons