



Comprehensive Plan

Green Bonds US

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Comprehensive Plan

Fiscal Year 2020 & Beyond

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1. Executive Summary

“The civilization of New England has been like a beacon lit upon a hill, which, after it has diffused its warmth around, tinges the distant horizon with its glow.”

Alexis de Tocqueville, Democracy in America

Although Connecticut is one of the smallest states in the country, its decades of legislative leadership on climate change has had an influential impact across the country and around the world. One example of this was on July 1, 2011, when in a bipartisan manner, Public Act 11-80¹ was passed. Within Section 99 of that seminal act, the nation’s first state-level green bank was formed. The Connecticut Green Bank (“the Green Bank”) is a public policy innovation, a catalyst that helps mobilize greater local and global investment to address climate change.

Since its inception, the Green Bank has mobilized over \$1.6 billion of investment into Connecticut’s clean energy economy at nearly a 7 to 1 leverage ratio of private to public funds, supported the creation of nearly 20,000 direct, indirect, and induced job-years, reduced the energy burden on over 45,000 families (in particular low-to-moderate income families) and businesses, deployed over 360 MW of clean energy that will help reduce 6.5 million tons of CO₂ emissions and save nearly \$200 million of public health costs over the life of the projects, and helped generate \$82.9 million in individual income, corporate, and sales tax revenues to the State of Connecticut.²

As a result of the Green Bank’s success as an integral public policy tool addressing climate change in Connecticut, there has been growing national public policy interest at the local,³ federal,⁴ and international⁵ levels to realize similar results. This green bank movement is about increasing and accelerating the flow of private capital into markets that energize the green economy to confront climate change and provide all of society a healthier, more prosperous future. As the “spark” to the green bank movement, the Green Bank was awarded the prestigious 2017 Innovations in American Government Awards by the Ash Center at Harvard University’s Kennedy School of Government⁶.

At home and abroad, there is agreement that accelerating the flow of capital into the green economy is one key to addressing the climate crisis. The Paris Agreement’s third aim (beyond mitigation of greenhouse gas emissions and adaptation to climate change impacts) is making finance flows consistent with a pathway towards reduced emissions and increased climate resilient development. The Center for American Progress estimates that the U.S. needs at least \$200 billion in renewable energy and energy efficiency investment a year for 20 years to reduce carbon

¹ An Act Concerning the Establishment of the Department of Energy and Environmental Protection and Planning for Connecticut’s Energy Future.

² From July 1, 2011 through June 30, 2019

³ American Green Bank Consortium – <https://greenbankconsortium.org/>

⁴ US Green Bank Act of 2019 introduced by Senators Blumenthal (CT), Markey (MA), Murphy (CT), Van Hollen (MD), and Whitehouse (RI) in the Senate, National Climate Bank Act of 2019 introduced by Senators Markey (MA) and Van Hollen (MD), with co-sponsors Blumenthal (CT) and Schatz (HI), the US Green Bank Act of 2019 by Representative Himes (CT) and 13 others in the House. Democratic Presidential Candidates Inslee and Bennet proposed \$90 billion and \$1 trillion “green bank” and “climate banks,” respectively as part of their campaigns.

⁵ Green Bank Network – <https://greenbanknetwork.org/>

⁶ <https://ash.harvard.edu/news/connecticut-green-bank-awarded-harvards-2017-innovations-american-government-award>

emissions and avert climate disaster.⁷ In a similar vein, the United Nations estimates that \$90 trillion of investment is needed over the next 15 years to advance sustainable development and confront the worst effects of climate change.⁸

To put these numbers into perspective, this is the equivalent of between \$620 to \$800 of investment per person per year for the next 15 years, respectively – or, the equivalent of nearly \$3 billion a year of investment in Connecticut’s green economy!

Faced with the magnitude of investment required to put society on a more sustainable path to confront climate change, the Green Bank convened a group of stakeholders at the Pocantico Conference Center of the Rockefeller Brothers Fund in February of 2019 for a two-day strategic retreat entitled “Connecticut Green Bank 2.0 – From 1 to 2 Orders of Magnitude”. Having convened at the Pocantico Conference Center in November of 2011 to establish the Green Bank’s first strategic plan (i.e., Green Bank 1.0), this new group of stakeholders met to reflect on the past seven years and then to envision an even bigger future for the Green Bank (i.e., Green Bank 2.0) consistent with the larger investment required.⁹

The retreat identified several key findings and recommendations for the Green Bank, including:

- **Commitment to Address Climate Change** – as the most urgent issue to address, the Green Bank needs to increase and accelerate the impact of its model to support the implementation of Connecticut’s climate change plan;¹⁰
- **Scaling Up Investment and Impact in Connecticut and Beyond** – in order to achieve the climate change goals set forth, more investment from private capital sources leveraged by innovative public sector financing will be needed to scale-up and scale-out the green bank model’s impact; and
- **Green Bonds to Increase Access to Capital** – with the ability to issue bonds, the Green Bank is able to increase its access to capital beyond the current sources of funding to scale-up its investment activity, while providing more opportunities to engage citizens in new ways to invest in the state’s growing green economy, including through the issuance of “mini green bonds” that will engage citizens in making investments alongside the Green Bank.

Increasing and accelerating investment in the green economy by using limited public resources to attract and mobilize multiples of private capital investment is paramount to society’s efforts to pursue sustainable development, while confronting climate change. More investment in the green economy creates more jobs in our communities, reduces the burden of energy costs on our families and businesses (especially the most vulnerable), and reduces fossil fuel pollution that causes local public health problems and global climate change.

Investment for the sake of investment is not enough unless we have an engaged citizenry that is active in communities across the state! Whether through markets or within communities in partnership with other community-based organizations, the Green Bank is bringing people

⁷ “Green Growth: A U.S. Program for Controlling Climate Change and Expanding Job Opportunities” by the Center for American Progress (September 2014).

⁸ “Financing Sustainable Development: Moving from Momentum to Transformation in a Time of Turmoil” by the UNEP (September 2016).

⁹ “Connecticut Green Bank 2.0 – From 1 to 2 Orders of Magnitude” at the Pocantico Conference Center of the Rockefeller Brothers Fund (February 6-7, 2019)

¹⁰ “Building a Low Carbon Future for Connecticut – Achieving a 45% GHG Reduction by 2030” recommendations from the Governor’s Council on Climate Change (December 18, 2018)

together and strengthening the bonds we share with one another. In order to confront climate change and provide all of society a healthier and more prosperous future by increasing and accelerating the flow of private capital into markets that energize the green economy, the Green Bank is launching the “Green Bonds US” campaign, that seeks to promote a simple but critically important message; green brings us together, green bonds us.

As the cover to the Comprehensive Plan of the Green Bank suggests, by making clean energy more accessible and affordable to everyone – Green Bonds US – society will reap significant gains from moving forward in the same direction together – for we can’t have environmentalism without humanitarianism.

2. Organizational Overview

The Green Bank¹¹ was established by Governor Malloy and Connecticut's General Assembly on July 1, 2011 through Public Act 11-80 as a quasi-public agency that supersedes the former Connecticut Clean Energy Fund ("CCEF"). As the nation's first state green bank, the Green Bank leverages public and private funds to drive investment and scale-up clean energy deployment in Connecticut.

The Green Bank's statutory purposes are:

- To develop programs to finance and otherwise support clean energy investment in residential, municipal, small business and larger commercial projects and such other programs as the Green Bank may determine;
- To support financing or other expenditures that promote investment in clean energy sources to foster the growth, development and commercialization of clean energy sources and related enterprises; and
- To stimulate demand for clean energy and the deployment of clean energy sources within the state that serves end-use customers in the state.

The Green Bank's purposes are codified in Section 16-245n(d)(1) of the Connecticut General Statutes ("CGS") and restated in the Green Bank's Board approved [Resolution of Purposes](#).

The Green Bank is a public policy innovation that exemplifies Connecticut's nearly two-decade history of bipartisan gubernatorial leadership on the issue of climate change. Other leadership highlights include:

- **Governor Rowland** – co-chaired the New England Governors and Eastern Canadian Premiers Conference, which established a regional commitment to reduce greenhouse gas emissions (i.e., 1990 levels by 2010, 10% below 1990 levels by 2020, and 80% below 2001 levels by 2050);¹²
- **Governor Rell** – supported Public Act 08-98¹³ codifying the regional commitment into state law, appointing Gina McCarthy to be the Commissioner of the Department of Environmental Protection who would help lead the development of the Regional Greenhouse Gas Initiative and later become the EPA Administrator under President Obama leading the development of the Clean Power Plan and the U.S. participation in the Paris Agreement;
- **Governor Malloy** – led the passage of PA 11-80 establishing the Department of Energy and Environmental Protection ("DEEP"), creating the Green Bank, and other policies catalyzing the market for clean energy, as well as Public Acts 18-50¹⁴ and 18-82¹⁵ increasing the state's renewable portfolio standard to 40% by 2030 and establishing a midterm greenhouse gas emissions reduction target of 45% below 2001 levels by 2030, respectively; and

¹¹ Public Act 11-80 repurposed the Connecticut Clean Energy Fund (CCEF) administered by Connecticut Innovations, into a separate quasi-public organization called the Clean Energy Finance and Investment Authority (CEFIA). Per Public Act 14-94, CEFIA was renamed to the Connecticut Green Bank.

¹² NEG-ECP Resolution 26-4 adopting the "Climate Change Action Plan 2001" (August 2001 in Westbrook, CT)

¹³ An Act Concerning Connecticut Global Warming Solutions

¹⁴ An Act Concerning Connecticut's Energy Future

¹⁵ An Act Concerning Climate Change Planning and Resiliency

- **Governor Lamont** – his campaign plan for Connecticut¹⁶ seeks to achieve carbon neutrality by 2050 and setting a 100% renewable portfolio standard by 2050 which would help the state realize green jobs in energy efficiency and clean energy (e.g., fuel cells, offshore wind, solar PV, etc.), while reducing energy costs.

The Connecticut General Assembly has worked hand-in-hand with these Governors and the citizens of the state over the years to devise and support public policies that promote clean energy and lead the movement on climate change action.

2.1 Vision

...a world empowered by the renewable energy of community.

2.2 Mission

Confront climate change and provide all of society a healthier and more prosperous future by increasing and accelerating the flow of private capital into markets that energize the green economy.¹⁷

2.3 Goals

To achieve its vision and mission, the Green Bank has established the following three goals:

1. To leverage limited public resources to scale-up and mobilize private capital investment in the green economy of Connecticut.
2. To strengthen Connecticut's communities by making the benefits of the green economy inclusive and accessible to all individuals, families, and businesses.
3. To pursue investment strategies that advance market transformation in green investing while supporting the organization's pursuit of financial sustainability.

The vision, mission, and goals support the implementation of Connecticut's clean energy policies be they statutorily required (e.g., CGS 16-245ff), planning (e.g., Comprehensive Energy Strategy), or regulatory in nature.

2.4 Definition – Clean Energy

The Green Bank's investment focus is on "clean energy" as defined by CGS Section 16-245n:

- **Clean Energy** – clean energy means solar photovoltaic energy, solar thermal, geothermal energy, wind, ocean thermal energy, wave or tidal energy, fuel cells, landfill gas, hydropower that meets the low-impact standards of the Low-Impact Hydropower Institute, hydrogen production and hydrogen conversion technologies, low emission advanced biomass conversion technologies, alternative fuels, used for electricity generation including ethanol, biodiesel or other fuel produced in Connecticut and derived from agricultural produce, food waste or waste vegetable oil, provided the Commissioner of Energy and Environmental Protection determines that such fuels provide net reductions in greenhouse gas emissions and fossil fuel consumption, usable electricity from combined heat and power systems with waste heat recovery systems, thermal storage systems, other energy resources and emerging technologies which have significant potential for commercialization and which do not involve the combustion of coal, petroleum or

¹⁶ Ned's Plan for Connecticut – Addressing Climate Change & Expanding Renewable Energy

¹⁷ Reducing greenhouse gas emissions and confronting climate change is supported by a number of public policies, including, but not limited to PA 17-3, PA 18-82, PA 19-71, Governor Lamont's Executive Order 1, Comprehensive Energy Strategy, Governor Malloy's Council on Climate Change, and many other past acts, plans, or policies.

petroleum products, municipal solid waste or nuclear fission, financing of energy efficiency projects, projects that seek to deploy electric, electric hybrid, natural gas or alternative fuel vehicles and associated infrastructure, any related storage, distribution, manufacturing technologies or facilities and any Class I renewable energy source, as defined in section 16-1.

3. Governance and Organizational Structure

The Green Bank is overseen by a governing Board of Directors comprised of ex officio and appointed members, while the organization of the Green Bank is administered by a professional staff overseeing two business units – Incentive Programs and Financing Programs.

3.1 Governance

Pursuant to Section 16-245n of the CGS, the powers of the Green Bank are vested in and exercised by a Board of Directors¹⁸ that is comprised of eleven voting and one non-voting members each with knowledge and expertise in matters related to the purpose of the organization – see Table 1.¹⁹

Table 1. Board of Directors of the Connecticut Green Bank

Position	Status	Appointer	Voting
State Treasurer (or designee)	Ex Officio	Ex Officio	Yes
Commissioner of DEEP (or designee)	Ex Officio	Ex Officio	Yes
Commissioner of DECD (or designee)	Ex Officio	Ex Officio	Yes
Residential or Low-Income Group	Appointed	Speaker of the House	Yes
Investment Fund Management	Appointed	Minority Leader of the House	Yes
Environmental Organization	Appointed	President Pro Tempore of the Senate	Yes
Finance or Deployment of Renewable Energy	Appointed	Minority Leader of the Senate	Yes
Finance of Renewable Energy	Appointed	Governor	Yes
Finance of Renewable Energy	Appointed	Governor	Yes
Labor	Appointed	Governor	Yes
R&D or Manufacturing	Appointed	Governor	Yes
President of the Green Bank	Ex Officio	Ex Officio	No

There are four (4) committees of the Board of Directors of the Green Bank, including Audit, Compliance and Governance Committee, Budget and Operations Committee, Deployment Committee, and the Joint Committee of the Energy Efficiency Board (“EEB”) and the Green Bank.²⁰

To support the Joint Committee of the EEB and the Green Bank, the following is a principal statement to guide its activities:

¹⁸ <https://www.ctgreenbank.com/about-us/governance/board-of-directors/>

¹⁹ <https://www.ctgreenbank.com/about-us/governance/>

²⁰ Pursuant to Section 16-245m(d)(2) of the Connecticut General Statutes

The EEB and the Green Bank have a shared goal to implement state energy policy throughout all sectors and populations of Connecticut with continuous innovation towards greater leveraging of ratepayer funds and a uniformly positive customer experience.

The Board of Directors of the Green Bank is governed through enabling legislation, as well as by an [Ethics Statement](#) and [Ethical Conduct Policy](#), Resolutions of Purposes, [Bylaws](#), [Joint Committee Bylaws](#), and a Comprehensive Plan. All meetings, agendas, and materials of the Green Bank's Board of Directors and its Committees are publicly available on the organization's website.^{21,22}

3.2 Organizational Structure

The organizational structure of the Green Bank is comprised of two (2) business units, including:

- **Incentive Programs** – the Governor and the Connecticut General Assembly from time-to-time may decide that there are certain incentive (or grant) programs that they seek to have the Green Bank administer (e.g., CGS 16-245ff). The Green Bank administers such programs with the goal of delivering on the public policy objectives, while at the same time ensuring that funds invested by the Green Bank are cost recoverable. For example, the Green Bank administers the Residential Solar Investment Program (“RSIP”) whereby through a declining incentive block structure no more than 350 MW of new residential solar PV systems are deployed, while nurturing the sustained orderly development of a local state-based solar PV industry. Through the public policy creation of a Solar Home Renewable Energy Credit (“SHREC”), the Green Bank is able to recover its costs for administering the RSIP by selling such credits to the Electric Distribution Companies (“EDCs”) through a Master Purchase Agreement (“MPA”) to support their compliance under the Class I Renewable Portfolio Standard (“RPS”). Costs recovered from such mechanisms are expected to cover the incentive, administrative expenses, and financing expenses of the Incentive Programs business unit.
- **Financing Programs** – the Green Bank's core business is financing projects. The Green Bank's focus is to leverage limited public funds to attract and mobilize multiples of private capital investment to finance clean energy projects. In other words, the use of resources by the Green Bank are to be invested with the expectation of principal and interest being paid back over time. For example, the Green Bank administers the Commercial Property Assessed Clean Energy (“C-PACE”) program. Through C-PACE, the Green Bank provides capital to building owners to make clean energy improvements on their properties that is paid back over time from a benefit assessment on the building owner's property tax bill. The interest from these types of investments, over time, is expected to cover the operational expenses and a return for the Financing Programs business unit.

These two business units – Incentive Programs and Financing Programs – serve the purposes of the Green Bank. To support the business units and their investments, the Green Bank has administrative support from finance, legal, marketing and operations.

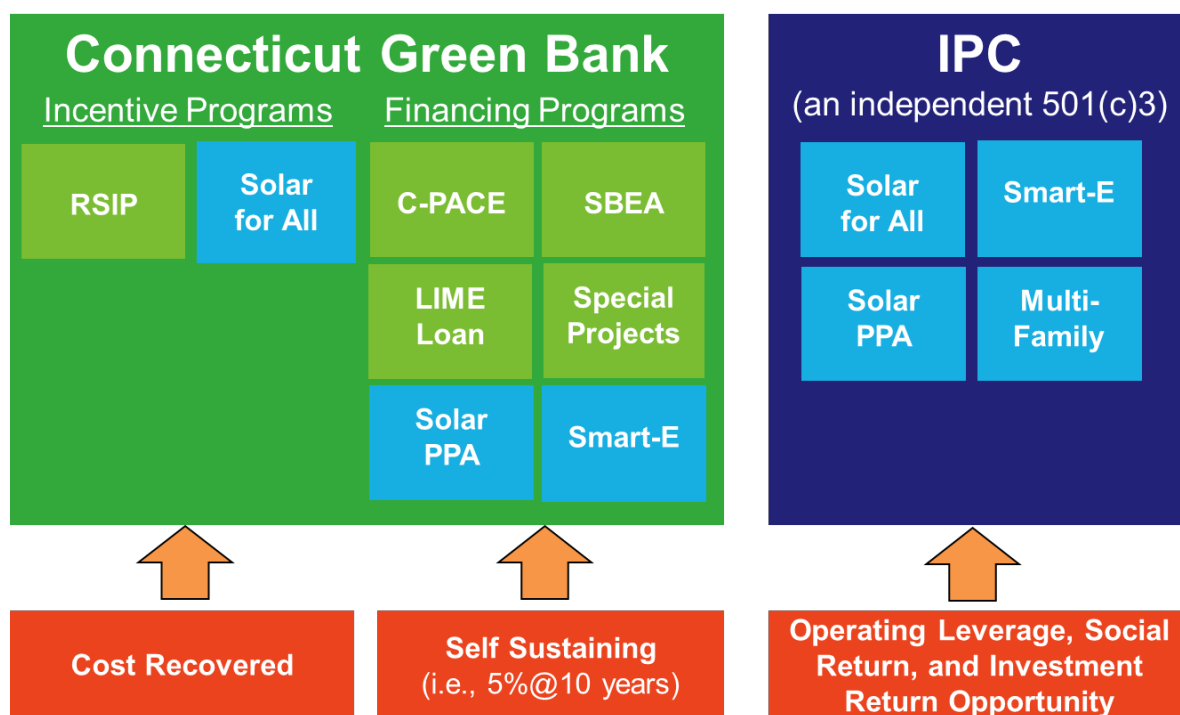
²¹ <http://www.ctgreenbank.com/about-us/board-member-resources/connecticut-grboard-meetings/>

²² <http://www.ctgreenbank.com/about-us/board-member-resources/connecticut-grittee-meetings/>

An Employee Handbook and [Operating Procedures](#) have been approved by the Board of Directors and serve to guide the staff to ensure that it is following proper contracting, financial assistance, and other requirements.

In 2018, the Green Bank, in partnership with DEEP and the Kresge Foundation, formed a nonprofit organization called Inclusive Prosperity Capital (“IPC”). The mission of IPC is to attract mission-oriented investors in underserved clean energy market segments (e.g., low-to-moderate income single and multifamily properties) of the green economy. Although not an affiliate, nor a component unit of the Green Bank, IPC serves an important role supporting the goals of Connecticut public policy by administering programs on behalf of the Green Bank. For an overview of the organizational structure of the Green Bank, and its partnership with IPC – see Figure 1.

Figure 1. Organizational Structure of the Green Bank with Support from Inclusive Prosperity Capital



4. Incentive Programs

The Green Bank manages incentive programs. That is to say that it oversees grant or subsidy program(s) that deploy clean energy, while at the same time cost recovering the expenses associated with those programs within the business unit – including, but not limited to, incentives, administrative expenses, and financing expenses.

Per CGS 16-245ff, updated by Public Act 19-35²³, the Green Bank administers the RSIP that includes a declining incentive block structure to deploy no more than 350 megawatts of new residential solar PV systems on or before December 31, 2022, while ensuring the sustained orderly development of a local state-based solar PV industry. It should be noted that the Green Bank has

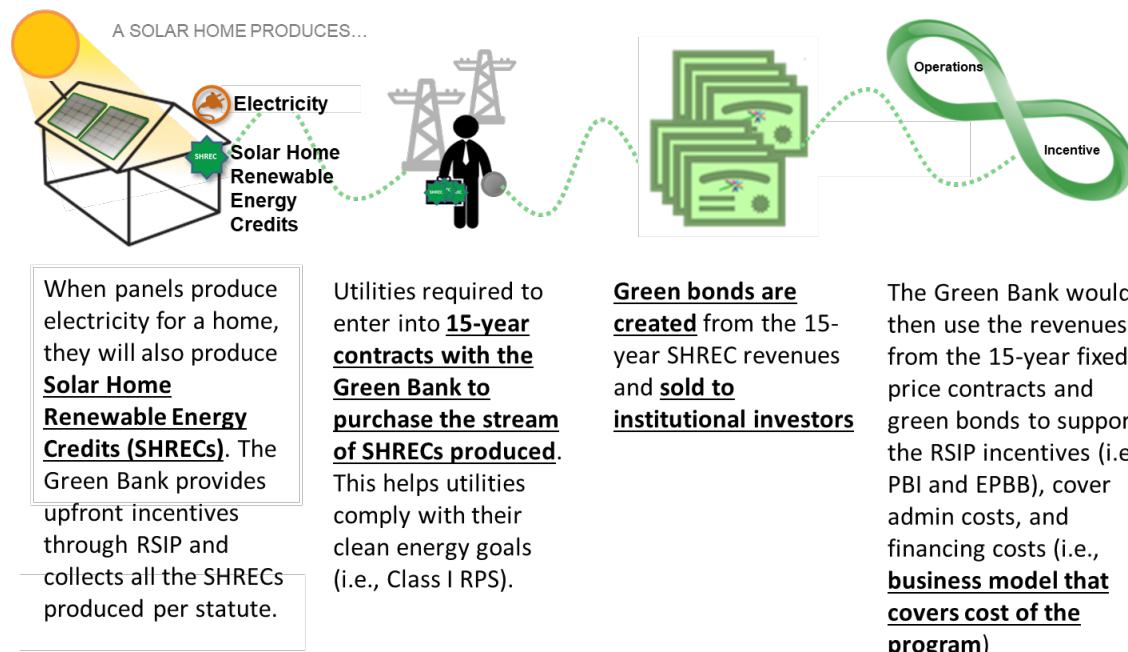
²³ An Act Concerning a Green Economy and Environmental Protection

also strategically sought to ensure that low-to-moderate income households have equal access to residential solar PV than non-low-to-moderate income households.²⁴ Through the Solar for All program, the Green Bank and its partners are enabling low-to-moderate income households to reach “solar parity” such that the proportion of solar PV installed on low-to-moderate income households is no less than non-low-to-moderate income households.

As of June 30, 2019, 273 megawatts of residential solar PV systems have been approved through RSIP, supporting 34,498 projects across the state and nearly \$1.1 billion of investment.²⁵

To support the Green Bank’s implementation of the RSIP, the EDCs are required to purchase the SHRECs to assist them in their compliance with the RPS. The SHREC price is established by the Green Bank to recover its costs for administering the RSIP through a 15-year MPA with the EDCs. The cash flow from the sale of current and future SHRECs produced by these systems can be sold as a “green bond”²⁶ to generate cash flow upfront to support the cost recovery of the program – see Figure 2.

Figure 2. Incentive Program – Overview of the RSIP and the SHREC



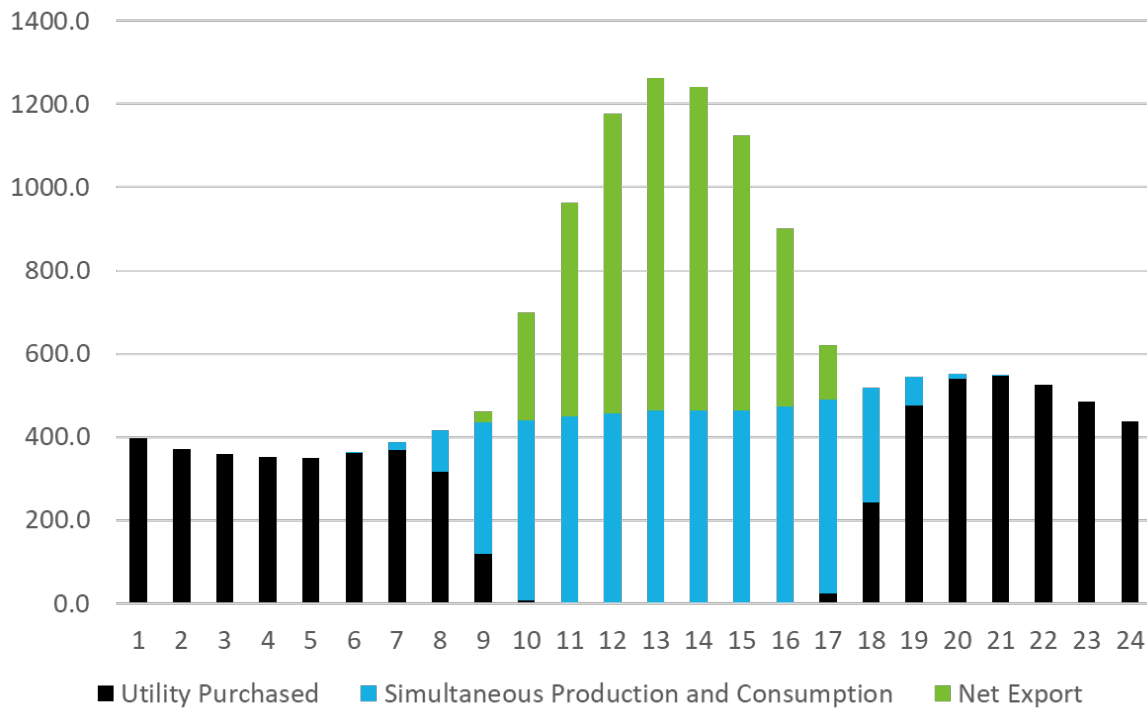
In general, over the course of a year, a typical residential solar PV system produces, and the household simultaneously consumes, about fifty percent of the production from the system – meaning that about fifty percent of the system’s production is being exported to the grid – see Figure 3.

²⁴ Sharing Solar Benefits – Reaching Households in Underserved Communities of Color in Connecticut by the Connecticut Green Bank (May 2019) – [click here](#).

²⁵ Prior to the RSIP, through incentives provided by the Connecticut Clean Energy Fund, the predecessor of the Green Bank, there are another 2,018 residential solar PV projects totaling 13.4 MW.

²⁶ <https://www.ctgreenbank.com/cgb-enters-green-bond-market/>

Figure 3. Average Residential Consumption and Solar PV Production Over the Course of a Year by Hour of the Day



In order to store the system’s production that would have been exported to the grid for the purposes of later using it for (1) back-up power that would benefit the household, and/or (2) reducing demand, specifically peak demand, that would benefit all ratepayers, the Green Bank submitted an application into the Electric Efficiency Partners Program (EPPP) demonstrating the “cost effectiveness” of residential solar PV in combination with battery storage.²⁷ In collaboration with DEEP and the EDCs through the Joint Committee,²⁸ efforts are being made to enable residential solar PV in combination with battery storage to deliver greater benefits to participating households as well as all ratepayers on the electric grid.

The Green Bank has set targets for its Incentive Programs business unit for FY 2020 in terms of the number of projects, total investment (i.e., public and private), and installed capacity – see Table 2.

Table 2. Proposed FY 2020 Targets for the Incentive Programs Business Unit

Program / Product	Projects	Total Investment	Installed Capacity (kW)
Residential Solar Investment Program	7,059	\$214,200,000	60,000

²⁷ Section 94 of Public Act 07-242

²⁸ Pursuant to Section 16-245m(d)(2) of the Connecticut General Statutes

Program / Product	Projects	Total Investment	Installed Capacity (kW)
Electric Efficiency Partners Program ²⁹	500	\$5,500,000	2,000
Total	7,559	\$219,700,000	62,000

As a result of successfully achieving these targets, the Green Bank will reduce the energy burden on Connecticut families (including low-to-moderate income households and communities of color, as well as ratepayers by reducing demand, specifically peak demand, through the use of solar PV and battery storage), create jobs in our communities, raise tax revenues for the State of Connecticut, and reduce air pollution causing local public health problems and contributing to global climate change.

5. Financing Programs

The Green Bank manages financing programs. That is to say that it oversees financing programs that provide capital upfront to deploy clean energy, while at the same time returning principal and interest over time from the financing of projects, products, or programs to ensure the financial sustainability of the business unit.

The Green Bank has a number of clean energy financing products, including:

- **Commercial Property Assessed Clean Energy (“C-PACE”)**³⁰ – enables building owners to pay for clean energy improvements over time through a voluntary benefit assessment on their property tax bills. This process makes it easier for building owners to secure low-interest capital to fund energy improvements and is structured so that energy savings more than offset the benefit assessment.
- **Green Bank Solar PPA** – third-party ownership structure to deploy solar PV systems for commercial end-use customers (e.g., businesses, nonprofits, municipal and state governments, etc.) that uses a multi-year Power Purchase Agreement (“PPA”) to finance projects while reducing energy costs for the host customer.
- **Small Business Energy Advantage (“SBEA”)** – Eversource Energy administered on-bill commercial energy efficiency loan program for small businesses, in partnership with low-cost capital provided by Amalgamated Bank with a credit enhancement (i.e., subordinated debt) from the Green Bank.
- **Smart-E Loan** – residential loan program in partnership with local community banks and credit unions that provides easy access to affordable capital for homeowners to finance energy, as well as health & safety, improvements on their properties through a partnership between local contractors and financial institutions, IPC, and the Green Bank.

²⁹ The Connecticut Green Bank has submitted a Technology Application (i.e., Docket No. 18-12-35) into PURA through the Electric Efficiency Partners Program in support of a residential battery storage incentive program that would retrofit existing residential solar PV systems installed through the RSIP. Beyond existing solar PV systems that could be retrofitted with battery storage, RSIP Step 15 proposes a combined residential solar PV and battery storage upfront incentive for new installations that demonstrates significant “cost effectiveness” of distributed energy systems.

³⁰ CGS 16a-40g

- **Multifamily Products** – defined as buildings with 5 or more units, the Green Bank provides a suite of financing options through IPC that support property owners to assess, design, fund, and monitor high impact clean energy and health & safety improvements for their properties.
- **Special Projects** – as opportunities present themselves, the Green Bank from time-to-time invests as part of a capital structure in various projects (e.g., fuel cell, hydropower, food waste to energy, LBE-ESA, etc.). These projects are selected based on the opportunity to expand the organization’s experience with specific technologies, advance economic development in a specific locale, or to drive adoption of clean energy that would otherwise not occur, while also earning a rate of return.

The Green Bank has set targets for its Financing Programs business unit for FY 2020 in terms of the number of projects, total investment (i.e., public and private), and installed capacity – see Table 3.

Table 3. Proposed FY 2020 Targets for the Financing Programs Business Unit

Program / Product	Projects	Total Investment	Installed Capacity (kW)
Commercial PACE	56	\$22,000,000	5,600
Green Bank Solar PPA	34	\$28,125,000	12,700
Small Business Energy Advantage ³¹	1,000	\$20,000,000	-
Smart-E Loan	540	\$7,182,000	500
Solar for All	615	\$17,202,165	4,200
Multifamily Predevelopment Loan	2	\$140,000	-
Multifamily Term Loan	9	\$1,493,000	300
Multifamily Catalyst Loan	2	\$110,000	-
Strategic Investments	2	\$7,500,000	-
Total	2,240	\$98,427,165	21,000

The capital provided by the Green Bank, which is a portion of the total investment, is expected to yield a return commensurate with the financial sustainability objectives of the organization and business unit.

As a result of successfully achieving these targets, the Green Bank will contribute to its financial sustainability, while also reducing the energy burden on Connecticut families and businesses, create jobs in our communities, raise tax revenues for the State of Connecticut, and reduce air pollution that cause local public health problems and global climate change.

³¹ In partnership with Eversource Energy and Amalgamated Bank, the Connecticut Green Bank provides capital in support of the utility-administered Small Business Energy Advantage program to provide 0% on-bill financing up to 4-years for energy efficiency projects.

6. Impact Investment

The Green Bank pursues investment strategies that advance market transformation in green investing while supporting the organization's pursuit of financial sustainability. With the mission to confront climate change and provide all of society a healthier and more prosperous future by increasing and accelerating the flow of private capital into markets that energize the green economy, the Green Bank leverages limited public resources to scale-up and mobilize private capital investment in the green economy of Connecticut.

6.1 State Funds

The Green Bank receives public capital from a number of ratepayer and state sources that it leverages to scale-up and mobilize private capital investment in the green economy of Connecticut.

System Benefit Charge – Clean Energy Fund

As its primary source of public capital, the Green Bank through CGS 16-245n(b) receives a 1 mill surcharge called the Clean Energy Fund ("CEF") from ratepayers of Eversource Energy and Avangrid. The CEF has been in existence since Connecticut deregulated its electric industry in the late 1990's.³² On average, households contribute between \$7-\$10 a year for the CEF, which the Green Bank leverages to attract multiples of private capital investment in the green economy of Connecticut.³³

Regional Greenhouse Gas Emission Allowance Proceeds

As a secondary source of public capital, the Green Bank receives a portion (i.e., 23%) of Connecticut's Regional Greenhouse Gas Initiative ("RGGI") allowance proceeds through the Regulation of Connecticut State Agencies Section 22a-174(f)(6)(B). The Green Bank invests RGGI proceeds from the nation's first cap-and-trade program to finance clean energy improvements (i.e., renewable energy projects).

6.2 Federal Funds

The Green Bank receives public capital through a number of past, current, and future sources³⁴ of federal funds as well that it leverages to scale-up and mobilize private capital investment in the green economy of Connecticut.

American Recovery and Reinvestment Act

Through the American Recovery and Reinvestment Act ("ARRA") the CCEF received \$20 million for its programs and initiatives. After nearly \$12 million of those funds were invested as grants, the Green Bank invested the remaining \$8.2 million in financing programs. With nearly \$2 million of ARRA funds left,³⁵ the Green Bank invested over \$6.4 million of ARRA funds to attract and mobilize

³² Public Act 98-28 "An Act Concerning Electric Restructuring"

³³ The Clean Energy Fund should not be mistaken with the Conservation Adjustment Mechanism (or the Conservation and Loan Management Fund), which is administered by the EDCs

³⁴ There have been ongoing public policy proposals at the national level that the Connecticut Green Bank has been a part of to create a US Green Bank. If such a public policy were passed, then the Connecticut Green Bank would have access to significant federal funds to leverage to scale-up and mobilize private capital investment in the green economy of Connecticut.

³⁵ As of July 1, 2019

more than \$110 million of public and private investment in residential clean energy financing programs.

United States Department of Agriculture

The Green Bank is seeking to apply to the United States Department of Agriculture (“USDA”) to seek access to low-cost and long-term federal loan funds for the deployment of clean energy in rural communities.³⁶ The USDA has vast lending authority under the Rural Electrification Act of 1936, which enables direct loans, project financing and loan guarantees to a variety of borrowers.

6.3 Green Bonds

The future of green bonds is growing in the U.S. Thus far in 2019, countries, companies, and local governments have sold nearly \$90 billion of green bonds that fund projects that are good for the environment.³⁷ In July of 2019, Connecticut Treasurer Shawn Wooden announced that the Clean Water Fund’s Green Bond Sale shattered state records. The AAA-rated green bond had a record low interest rate of 2.69% and received retail investor orders topping \$240 million in one day! This is the highest level of retail investor orders (i.e., from Separately Managed Accounts (SMA’s) or individuals) in the 20-year history of this program – with the balance of the bonds offered to institutional investors generating an additional \$128 million in orders.

Green Banks have an essential role in leveraging limited public funds with private capital to drive investment in the green economy to achieve climate change goals, create jobs in our communities, and reduce the burden of energy costs on our families and businesses. CGS Section 16-245n(d)(1)(C) is the enabling statute that allows the Green Bank to issue revenues bonds to support its purposes. Green Bonds are bonds whose proceeds are used for projects or activities with environmental or climate benefits, most usually climate change mitigation and adaptation.

Connecticut’s climate change plan³⁸ focuses on three mitigation wedges (see Figure 4), including:

- **Decarbonizing Electricity Generation** – representing 23% of Connecticut’s economy-wide GHG emissions, electricity generation must be transitioned to zero-carbon renewable energy sources. Strategies include financing for in-state or regional utility-scale renewable energy resources (e.g., community solar, wind, run-of-the-river hydro, food-waste-to-energy, etc.) and financing and incentives for in-state distributed energy resources (e.g., behind the meter solar PV, battery storage, fuel cells, combined heat and power, etc.) that assist with the implementation of the Class I and III Renewable Portfolio Standard, Regional Greenhouse Gas Initiative, and other public policies. To ensure a sustainable downward trajectory to meet the State’s 2050 target, electricity generation must be 66% and 84% carbon-free by 2030 and 2050, respectively.
- **Decarbonizing Transportation** – representing over 35% of Connecticut’s economy-wide GHG emissions, the transportation sector is the largest source of statewide emissions and must be transitioned to zero- and low-carbon technologies. Strategies for zero- and low-

³⁶ “Rural” communities are defined by a population bound and the various limits depend on the program; at the broadest, “rural” may be considered a town that has a population not greater than 50,000 people. Despite its positioning in a mostly-developed corridor, we estimate Connecticut would have 69% of towns eligible at the 20,000-person limit and 89% of towns at the 50,000-person limit.

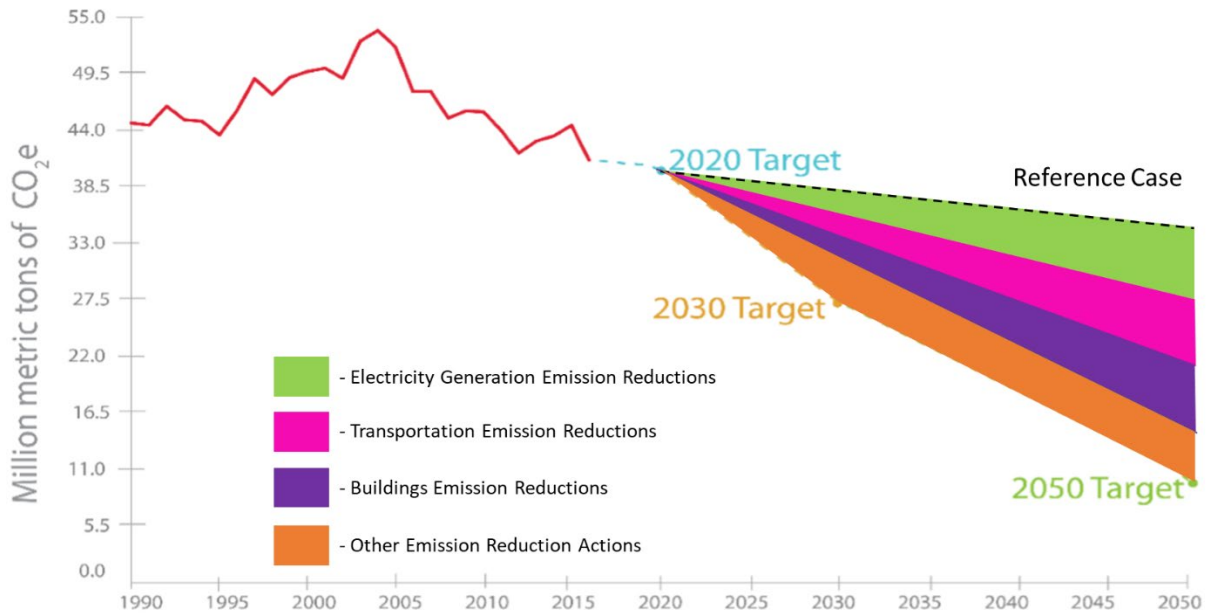
³⁷ “Green Bonds are Finally Sprouting Up All Over the Globe” by Brian Chappatta of Bloomberg News (June 18, 2019)

³⁸ “Building a Low Carbon Future for Connecticut – Achieving a 45% GHG Reduction by 2030” recommendations from the Governor’s Council on Climate Change (December 18, 2018)

carbon transportation include adopting innovative financing models for ZEV deployment (i.e., EVs and FCEVs) and ZEV charging infrastructure, ensuring equitable access to clean transportation options such as electric bus fleets and ride sharing or hailing services. Also important is supporting voluntary (e.g., carbon offset) and regulatory (e.g., Transportation Climate Initiative) markets for cleaner transportation that transitions us away from fossil fuel to renewable energy. More specifically, to meet the 2030 target, 20% of the passenger fleet and 30% of the heavy duty fleet must be zero emission; and to meet the 2050 target, 95% of the passenger fleet and 80% of the heavy duty fleet must be zero emission.

- **Decarbonizing Buildings** – representing over 30% of Connecticut’s economy-wide GHG emissions, residential, commercial, and industrial buildings are the second largest emitting sector that must transition away from fossil fuels to renewable thermal technology. Strategies for zero-carbon buildings include financing and incentives for energy efficiency (e.g., thermal insulation, appliances, etc.) and renewable heating and cooling (e.g., air source heat pumps, ground source heat pumps, heat pump water heaters, etc.). To meet the economy-wide 2030 and 2050 targets for Buildings, renewable heating and cooling technologies must be significantly deployed to 11% and 26% for residential, and 9% and 20% for commercial, by 2030 and 2050 respectively.

Figure 4. Example of Key GHG Emission Reduction Measures (i.e., Mitigation Wedges) for Connecticut to Achieve Targets



The size of investment required and long-term revenue streams from clean energy, lend themselves well to bond structures. Issuing green bonds can provide the Green Bank a lower-cost, longer-term source of capital, enabling the Green Bank to further leverage state and federal funds to increase its impact in Connecticut by attracting and mobilizing private investment in the state’s green economy. The Green Bank has an important role to play in advancing green bonds in the U.S., especially given its history of engaging citizens and communities and its expertise in developing impact methodologies and a thorough and transparent reporting framework.

7. Citizen Engagement

The Green Bank, and its predecessor the Connecticut Clean Energy Fund (CCEF), have a long-standing history of citizen engagement within the communities of Connecticut. In 2002, the CCEF partnered with six private foundations³⁹ to co-found SmartPower – which launched the 20 percent by 2010 campaign and led the administration of the CCEF’s EPA award-winning Connecticut Clean Energy Communities Program.⁴⁰ Then in 2013, the Green Bank launched a series of Solarize campaigns in communities across the state in partnership with SmartPower and the Yale Center for Business and the Environment,⁴¹ while also advancing the SunShot Initiative of the U.S. Department of Energy (DOE) in partnership with the Clean Energy States Alliance through projects that reduce soft-costs for solar PV (i.e., customer acquisition, permitting, and financing) and provide better access to solar PV for low-to-moderate income households.

Engaging citizens has been in the DNA of the Green Bank since its inception.

7.1 Green Bonds US® Campaign

From the air we breathe to the products we consume; the world’s population is inescapably connected. And while that may present challenges in the context of global climate change, it also affords incredible opportunities for collaboration and progress.

Whether through markets or within communities, the Connecticut Green Bank is bringing people together and strengthening the bonds we share with one another. As its name suggests, the “Green Bonds US” campaign, seeks to promote a simple but critically important message; green brings us together, green bonds us. The multimedia, brand awareness and green-bond promotional campaign will promote the benefits of green energy, as well as a brand-new green energy investment opportunity provided by the Green Bank.

Mini Bonds

Despite the rising demand for green energy in the state, barriers still exist that may prevent more people from participating in Connecticut’s growing green economy. For example, a homeowner who, despite having a strong desire to “go solar”, is not able to because of factors like price, siting, or other issues. To allow more people to benefit from, and invest in, green energy, the Green Bank is offering another way. For the first time in its history, the Green Bank will issue “mini” green-bonds (e.g., small denomination bonds, certificate of deposits, and/or other fixed income investments) for sale to institutions and retail investors (i.e., SMAs and individuals). Launching as a pilot program, the mini-bonds represent another step forward on the path to inclusive prosperity.

³⁹ Emily Hall Tremain Foundation, The John Merck Fund, Pew Charitable Trust, The Oak Foundation, Rockefeller Brothers Fund, and Surdna Foundation

⁴⁰ “Climate Policy and Voluntary Initiatives: An Evaluation of the Connecticut Clean Energy Communities Program,” by Matthew Kotchen for the National Bureau of Economic Research (Working Paper 16117).

⁴¹ “Solarize Your Community: An Evidence-Based Guide for Accelerating the Adoption of Residential Solar” by the Yale Center for Business and the Environment.

Market Research

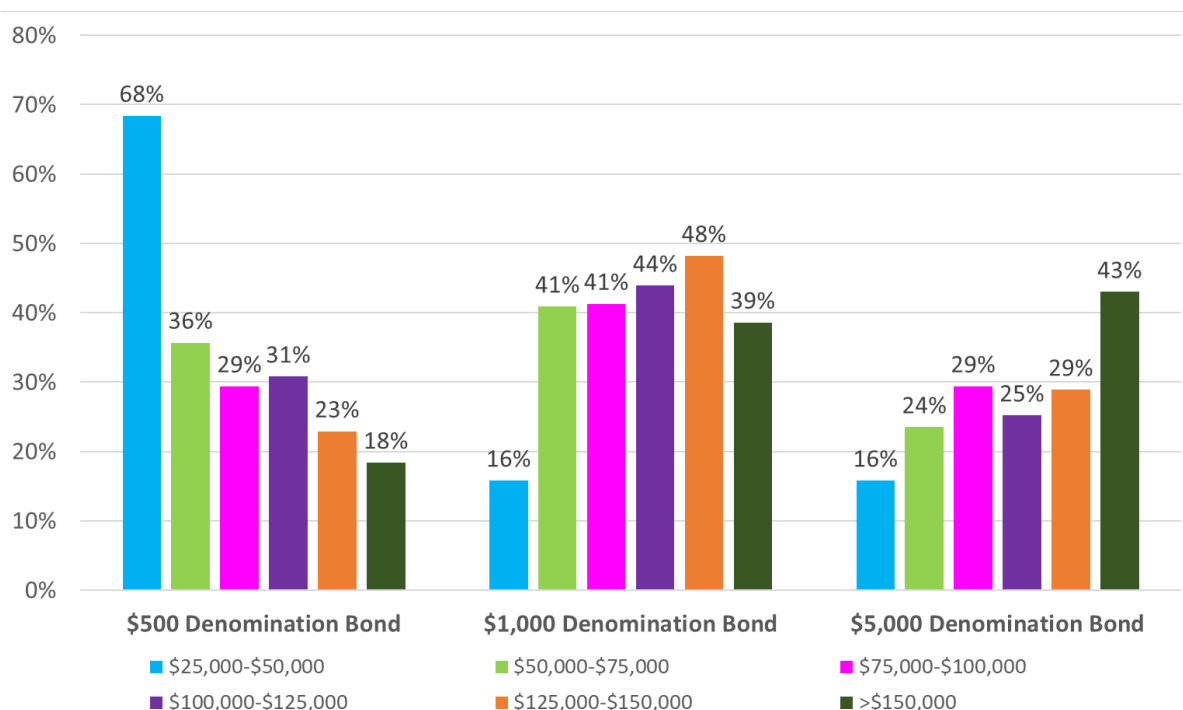
To gauge the public's interest and assess market demand for mini-green-bonds, the Green Bank performed primary and secondary research such as an online survey, interviews with industry professionals, as well as internal review of recent market data and investment reports.

In June of 2019, the Green Bank engaged GreatBlue Research to conduct primary research throughout Connecticut, measuring the market potential for “mini-bonds”. A digital survey was sent to two target audiences: 1.) households that have installed solar PV through the RSIP and 2.) the general population (i.e., households that haven't participated in a Green Bank program). When asked “what types of green projects would you support through your private investments,” the survey participants had the following responses:

- Recycling and waste reduction – 69.5%
- Clean water – 67.3%
- Roof-top solar – 64.5%
- High efficiency heating and cooling systems – 58.8%
- Home energy efficiency projects – 56.7%
- Land conservation – 49.3%
- Energy efficiency appliance rebates – 45.6%
- Electric vehicles – 41.2%

The Green Bank and GreatBlue research also highlighted that the income of the investor, alongside the denomination of the bond, represents an opportunity for increasing equitable access to greater investment in the environment – see Figure 5.

Figure 5. Comparison of Interest in Bond Denomination Value by Income of Survey Respondents



After taking into account the results of our state-wide primary research, current national trends and conversations with various industry experts, there is sufficient data to suggest that the green bond market for individual investors in Connecticut may be quite large. As a result, the Green Bank intends to issue mini-green-bonds, with proceeds going to support the development of green energy projects within Connecticut.

For more information on the Green Bonds US campaign, visit www.greenbondsus.com

7.2 Sustainable CT

Sustainable CT and the Green Bank are developing an engagement and investment platform to raise capital in support of local projects that provide individuals, families, and businesses with investment opportunities to make an impact on sustainability in their communities. The partnership between Sustainable CT and the Green Bank is focused on the following key priorities:

- Driving investment in projects in our communities, with a goal to accelerate over time;
- Community-level engagement, from project origination through financing, that is inclusive, diverse, and “knitted”;
- Creating a structure that harnesses all types of capital for impact – from donations to investment;
- Developing a business model that covers the cost of the program; and
- Creating a measurable impact, both qualitative and quantitative.

Through a partnership between Sustainable CT and IOBY (In Our Backyard), an online crowdfunding platform will enable citizen leaders to have access to financial resources that they need for local sustainability projects.

For more information on Sustainable CT, visit www.sustainablect.com

8. Evaluation Framework and Impact Methodologies

The Green Bank’s evaluation efforts seek to understand how the increase in investment and deployment of clean energy supported through the Green Bank, result in benefits to society. To that end, the Green Bank has devised an Evaluation Framework and impact methodologies for various societal benefits.

8.1 Evaluation Framework

The Green Bank has established an Evaluation Framework to guide the assessment, monitoring and reporting of the program impacts and processes, including, but not limited to energy savings and clean energy production and the resulting societal impacts or benefits arising from clean energy investment.⁴² This framework focuses primarily on assessing the market transformation the Green Bank is enabling, including:

- **Supply of Capital** – including affordable interest rates, longer term maturity options, improved underwriting standards, etc.
- **Consumer Demand** – increasing the number of projects, increasing the comprehensiveness of projects, etc.

⁴² <https://ctgreenbank.com/wp-content/uploads/2017/02/CTGreenBank-Evaluation-Framework-July-2016.pdf>

- **Financing Performance Data and Risk Profile** – making data publicly available to reduce perceived technology risks by current or potential private investors.
- **Societal Impact** – the benefits society receives from more investment and deployment of clean energy.

With the goal of pursuing investment strategies that advance market transformation in green investing, the Green Bank’s evaluation framework provides the foundation for determining the impact it is supporting in Connecticut and beyond.

8.2 Impact Methodologies

To support the implementation of the Evaluation Framework, the Green Bank, working with various public sector organizations, has developed methodologies that estimate the impact from the investment, installation and operation of clean energy projects, including:

- **Jobs** – working in consultation with the Connecticut Department of Economic and Community Development (“DECD”), through the work of Navigant Consulting, the Green Bank devised a methodology that takes investment in clean energy to reasonably estimate the direct, indirect, and induced job-years resulting from clean energy deployment.⁴³
- **Tax Revenues** – working in consultation with the Connecticut Department of Revenue Services (“DRS”), through the work of Navigant Consulting, the Green Bank devised a methodology that takes investment in clean energy to reasonably estimate the individual income, corporate, and sales tax revenues from clean energy deployment.⁴⁴
- **Environmental Protection** – working in consultation with the United States Environmental Protection Agency (“EPA”) and DEEP, the Green Bank devised a methodology that takes the reduction in consumption of energy and increase in the production of clean energy to reasonably estimate the air emission reductions (i.e., CO₂, NO_x, SO₂, and PM_{2.5}) resulting from clean energy deployment.⁴⁵
- **Public Health Improvement** – working in consultation with the EPA, DEEP, and the Connecticut Department of Public Health (“DPH”), the Green Bank devised a methodology that takes air emission reductions to reasonably estimate the public health benefits (e.g., reduced hospitalizations, reduced sick days, etc.) and associated savings to society resulting from clean energy deployment.⁴⁶

Each year, the Green Bank develops additional methodologies that value the impact the Green Bank is helping create in Connecticut and all of society. For more information on the Green Bank’s impact methodologies, visit the Impact page of the website.⁴⁷

The Green Bank’s efforts to increase investment in and deployment of clean energy projects – which result in increased benefits to Connecticut and all of society – can also be looked at through the lens of the United Nation’s Sustainable Development Goals (“UNSDG’s”).⁴⁸ The UNSDG’s include, but are not limited to – reducing poverty, improving health and well-being, making clean

⁴³ https://www.ctgreenbank.com/wp-content/uploads/2018/03/CGB_DECD_Jobs-Study_Fact-Sheet.pdf

⁴⁴ <https://www.ctgreenbank.com/wp-content/uploads/2018/09/CGB-Eval-Tax-Methodology-7-24-18.pdf>

⁴⁵ <https://www.ctgreenbank.com/wp-content/uploads/2018/01/CGB-Eval-IMPACT-091917-Bv2.pdf>

⁴⁶ <https://www.ctgreenbank.com/wp-content/uploads/2018/03/CGB-Eval-PUBLICHEALTH-1-25-18-new.pdf>

⁴⁷ <http://www.ctgreenbank.com/strategy-impact/impact/>

⁴⁸ <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

energy affordable, increasing economic development, reducing inequalities, supporting sustainable communities, and confronting climate change – areas where the Green Bank is measuring (or will measure) the impacts of its investments.

9. Reporting and Transparency

The Green Bank has extensive reporting on its financial management and societal impact through various mechanisms. As an administrator of ratepayer (i.e., Clean Energy Fund) and taxpayer (e.g., Regional Greenhouse Gas Initiative) resources, the Green Bank believes that complete transparency is important to ensure the public’s continued trust in serving its purpose.

9.1 Comprehensive Annual Financial Report (CAFR)

A Comprehensive Annual Financial Report (“CAFR”) is a set of government financing statements that includes the financial report of a state, municipal or other government entity that complies with the accounting requirements promulgated by the Governmental Accounting Standards Board (“GASB”). GASB provides standards for the content of a CAFR in its annually updated publication *Codification of Governmental Accounting and Financial Reporting Standards*. A CAFR is compiled by a public agency’s accounting staff and audited by an external American Institute of Certified Public Accountants (“AICPA”) certified accounting firm utilizing GASB requirements. It is composed of three sections – Introductory, Financial, and Statistical. The independent audit of the CAFR is not intended to include an assessment of the financial health of participating governments, but rather to ensure that users of their financial statements have the information they need to make those assessments themselves.⁴⁹

To date, the Green Bank has issued five CAFR’s, including:

- [Fiscal Year Ended June 30, 2014 \(Certificate of Achievement\)](#)
- [Fiscal Year Ended June 30, 2015 \(Certificate of Achievement\)](#)
- [Fiscal Year Ended June 30, 2016 \(Certificate of Achievement\)](#)
- [Fiscal Year Ended June 30, 2017 \(Certificate of Achievement\)](#)
- [Fiscal Year Ended June 30, 2018 \(Certificate of Achievement\)](#)

As the “gold standard” in government reporting, the CAFR is the mechanism the Green Bank uses to report its fiscal year financial and investment performance – including societal benefits and impacts – to its stakeholders. For each of its five years filing the CAFR with the Government Finance Officers Association the Green Bank has received a Certificate of Achievement for Excellence in Financial Reporting.

9.2 Annual Report

Beyond the CAFR, the annual reports of the Green Bank are compiled by the marketing staff and include consolidated financial statement information and narratives of various program achievements in a condensed format that can be widely distributed.

⁴⁹ The Government Finance Officers Association (GFOA), founded in 1906, represents public finance officials throughout the United States and Canada. GFOA’s mission is to enhance and promote the professional management of governmental financial resources by identifying, developing, and advancing fiscal strategies, policies, and practices for the public benefit. GFOA established the Certificate of Achievement for Excellent in Financial Reporting Program (CAFR Program) in 1945 to encourage and assist state and local governments to go beyond the minimum requirements of generally accepted accounting principles to prepare comprehensive annual financial reports that evidence the spirit of transparency and full disclosure and then to recognize individual governments that succeed in achieving that goal.

To date, the Green Bank has issued seven annual reports, including:

- [Fiscal Year 2012 Annual Report](#)
- [Fiscal Year 2013 Annual Report](#)
- [Fiscal Year 2014 Annual Report](#)
- [Fiscal Year 2015 Annual Report](#)
- [Fiscal Year 2016 Annual Report](#)
- [Fiscal Year 2017 Annual Report](#)
- [Fiscal Year 2018 Annual Report](#)

9.3 Auditors of Public Account

The office of the Auditors of Public Accounts (“APA”) is a legislative agency of the State of Connecticut whose primary mission is to conduct audits of all state agencies, including quasi-public agencies. Included in such audits is an annual Statewide Single Audit of the State of Connecticut to meet federal requirements. The office is under the direction of two state auditors appointed by the state legislature. The APA audited certain operations of the Connecticut Green Bank in fulfillment of its duties under Sections 1-122 and Section 2-90 of the Connecticut General Statutes.

To date, the APA has conducted two audits, including:

- [Fiscal Years 2012 and 2013](#)
- [Fiscal Years 2014 and 2015](#)

9.4 Open Connecticut

Open Connecticut centralizes state financial information to make it easier to follow state dollars. In Connecticut quasi-public agencies are required to submit annual reports to the legislature, including a summary of their activities and financial information. In addition to that, the Comptroller’s office requested that quasi-public agencies voluntarily provide checkbook-level vendor payment data for display on Open Connecticut. The Green Bank, which was among the first quasi-public organizations to participate, has voluntarily submitted this information since the inception of Open Connecticut.⁵⁰

9.5 Stakeholder Communications

The Green Bank holds quarterly stakeholder webinars to update the general public on the progress it is making with respect to its Comprehensive Plan and annual targets.⁵¹ Through these webinars, the Green Bank staff invite questions from the audience. These webinars are announced through the Green Bank’s list serve consisting of thousands of stakeholders as well as the events page of its website.⁵²

The Green Bank also issues an e-newsletter through its list serve that provides key topics in the news and important information on products, programs and services.⁵³

⁵⁰ <https://www.osc.ct.gov/openCT/quasi.html>

⁵¹ <https://www.ctgreenbank.com/news-events/webinars/>

⁵² <https://www.ctgreenbank.com/news-events/events-calendar/>

⁵³ <https://www.ctgreenbank.com/newsletters/>

10. Research and Product Development

As the Green Bank implements its Comprehensive Plan, there will be ongoing efforts to develop new market opportunities for future green investments. With the lessons being learned and best practices being discovered in the green economy, the Green Bank's ability to deliver more societal benefits requires understanding potential opportunities and the development of pilot programs and initiatives to increase impact, including, for example:

- **Shared Clean Energy Facilities** – to support decarbonizing the electricity infrastructure climate change wedge, while reducing the burden of energy costs on Connecticut's families and businesses, the Green Bank will seek to apply its experience administering the RSIP to supporting and investing in shared clean energy facilities (or community solar projects) with a focus on low-to-moderate income families;
- **Energy Burden from Transportation** – as Operation Fuel has done an exceptional job quantifying the energy burden for electricity use and heating of homes, understanding the energy burden from transportation (i.e., gasoline to alternative fuel vehicles) will help the Green Bank and others (e.g., Department of Housing, Connecticut Housing and Finance Authority, Partnership for Strong Communities, DEEP, etc.) understand its role in addressing the decarbonization of transportation emissions climate change wedge; and
- **Environmental Infrastructure** – if there were an expansion of scope for the Green Bank beyond “clean energy,” the Green Bank could apply the green bank model to mobilize private investment in “environmental infrastructure”.⁵⁴ Working with DEEP and other state agencies, local governments, nonprofit organizations, academic institutions, and businesses, the Green Bank could, for example, identify new areas for increased investment in climate change adaptation and resiliency through the issuance of green bonds.⁵⁵

The Green Bank's research product development efforts are intended to open-up new market channels for private investment in Connecticut's green economy through studies, pilot projects, and other initiatives that have the potential for expanding the impact of the Green Bank.

11. Budget

11.1 FY 2020 Budget

For the details on the FY 2020 budget– [click here](#).

For details on the FY 2019 to FY 2020 variance analysis supporting the continuation of the Sustainability Plan – [click here](#).

⁵⁴ Proposed Senate Bill 927 in the 2019 Legislative Session

⁵⁵ Section 10.3 Sustainability of the Comprehensive Plan of the Connecticut Green Bank for FY 2017 through FY 2019 recognizes that other green banks invest beyond “clean energy” and include “environmental infrastructure”.



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