

April 15, 2013

The Honorable Kevin Brady  
United States House of Representatives  
301 Cannon House Office Building  
Washington, DC 20515

The Honorable Mike Thompson  
United States House of Representatives  
231 Cannon House Office Building  
Washington, DC 20515

Dear Congressmen Brady and Thompson:

Thank you for the opportunity to provide comments relating to Comprehensive Tax Reform. We are particularly concerned with the impacts of extending the production tax credit for wind energy. Please accept the attached comments endorsed by hundreds of residents and property owners of the State of Massachusetts.

In the final hours of the 2012 fiscal cliff negotiations, the now 20-year old wind production tax credit was again granted a 1-year extension at the estimated cost of \$12 billion<sup>1</sup>. This move was done behind closed doors, without debate or opportunity for amendment and no obligation of the Congress to find a way to pay for it.

With this extension, a critical change to the PTC was also introduced that relaxed the eligibility requirements. Wind energy projects now need only 'commence construction' by January 1, 2014 to qualify for the credit. David Burton, partner at Akin Gump Strauss Hauer & Feld, has stated that developers who plan well and bank enough 2013 PTC-eligible component parts, "***may be able to continue to construct PTC-eligible wind farms indefinitely***".<sup>2</sup> This particular form of regulatory 'gaming' would encumber taxpayers with subsidy obligations for projects that may not go into production for many years after the PTC provision has expired.

While public policy has helped the emerging renewables market, there is a growing realization that the subsidy has outlived its usefulness and may be harmful in its current form<sup>3,4</sup>. The wind industry insists the PTC is an effective tool to keep electricity rates low. In fact, it is nothing more than a cost imposed on all taxpayers in order to accommodate development of a politically well-connected, high-priced, low-value resource that cannot meet our electric capacity needs.

For the reasons cited in the attached comments, we strongly encourage Congress to let the wind PTC expire. The industry has had ample notice and can take the steps necessary to address the revenue shortfall.

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<sup>1</sup> The IRS has since increased the PTC to 2.3¢/kWh which puts the extension at nearly \$13 billion.

<sup>2</sup> North American Windpower, *Post-PTC Extension, Wind Energy Developers Face New Questions*, [http://www.nawindpower.com/e107\\_plugins/content/content.php?content.10917#.UTtZSVec1NQ](http://www.nawindpower.com/e107_plugins/content/content.php?content.10917#.UTtZSVec1NQ) (Jan 3, 2013).

<sup>3</sup> Jenevein, P. *Wind-Power Subsidies? No Thanks*, Wall Street Journal (April 2, 2013) <http://www.windaction.org/opinions/37929>

<sup>4</sup> Elsberg, P. Spokesperson for Exelon stated "the PTC is no longer needed and distorts competitive wholesale energy markets causing financial harm to other, more reliable clean energy sources." <http://www.governorswindenergycoalition.org/?p=3323>

**U.S. House of Representatives  
Committee on Ways and Means**

**Comments Submitted for the Record - April 15, 2013**

The undersigned residents and property owners of the State of Massachusetts previously submitted these comments in response to an April 26, 2012 Hearing on Certain Expiring Tax Provisions held by the Subcommittee on Select Revenue Measures. ***We respectfully re-submit these comments to the Energy Tax Reform Working Group.***

**Executive Summary:** The PTC is often credited for most of the growth in the wind sector but attributing market activity to the subsidy is overly simplistic and fails to consider other crucial factors driving development. When evaluated against key economic and environment criteria, the cost of the subsidy has proven excessive and the benefits to American taxpayers minimal. If the PTC were to expire, the economics of the industry would shift to States with renewable mandates. Power markets will ultimately confront the real cost of wind energy, and price it accordingly. The overall impact on the industry would be far less severe than proponents claim<sup>5</sup>.

**Supporting Statements:**

**High Cost:** Since adopted in 1992, the cost of the PTC for wind energy has ballooned from \$5 million/year in 1998 to \$1.5 billion annually today. The open-ended subsidy of 2.3¢/kWh in after-tax income represents a pre-tax value over 3.5¢/kWh. In many regions of the country the PTC now equals, or is greater than, the wholesale price of power. Even if the PTC were to sunset, taxpayers are still obligated to cover nearly \$10 billion in tax credits for wind projects built in the last decade. This is in addition to the \$15 billion debt for wind projects eligible under Section 1603 (including anticipated 2012 grants).

**Inefficient:** Since the PTC is uniform across the country it is highly inefficient, supporting poorly sited development in some areas while in other areas supporting projects that would have been built regardless of the credit. This is true in Texas and the Pacific Northwest where wind capacity exceeds transmission capacity and wind is curtailed<sup>6</sup>. In New England the PTC likely pays more subsidy than is necessary owing to aggressive State mandates. Utilities in New England routinely sign long-term power contracts for wind at prices significantly above market.

**Other factors advancing wind development:** The industry insists it's at risk of a slow-down without the PTC. This view ignores other crucial factors driving development including state mandates and natural gas prices. It is not possible given available data to identify the extent to which the PTC has contributed to growth in the sector<sup>7</sup>. In fact, demand for wind has eroded recently due, in part, to

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<sup>5</sup> Linowes et.al. 2012 Congressional Testimony <http://science.house.gov/hearing/subcommittee-investigation-and-oversight-subcommittee-energy-and-environment-%E2%80%93-joint-hearing>

<sup>6</sup> Wisner and Bolinger, 2010 *Wind Technologies Market Report*, (2011) vii <http://eetd.lbl.gov/ea/ems/reports/lbnl-4820e.pdf>

<sup>7</sup> Joint Committee on Taxation, *Present Law And Background Relating To Tax Credits For Electricity Production From Renewable Sources* (2005) 14 <https://www.jct.gov/publications.html?func=startdown&id=1579>

states meeting their renewable mandates. Lower natural gas prices further reduced wind's attractiveness as a 'fuel saver'. The EIA now forecasts flat growth in the wind sector for this decade regardless of what happens with the PTC<sup>8</sup>.

**Job losses:** Despite billions in public funding the wind sector experienced a net loss of 10,000 direct and indirect jobs in 2010 bringing the total to 75,000<sup>9</sup> jobs. Most of the remaining jobs are temporary construction positions requiring peak levels of development year-after-year to maintain current levels. Attempts to attribute job creation to the PTC must be tempered with corresponding job losses due to higher renewable energy prices. The State of Vermont found that adding just 50 MWs of renewable energy at higher-than-market electricity prices "had the deleterious effects of reshuffling consumer spending and increasing the cost of production for Vermont businesses<sup>10</sup>." Last year, rural electric ratepayers in Minnesota paid more than \$70 million in above-market energy prices due to the high cost of wind<sup>11</sup>.

**Environmental benefits:** Wind energy is an unpredictable, variable resource that cannot be relied on to serve load. Its primary benefit is in reducing U.S. electric carbon emissions. According the Navigant<sup>12</sup>, a four year extension of the PTC could avoid an incremental 170 million tons of CO<sub>2</sub>. This "best case" estimate is not predicated on an actual working grid region, but if we accept Navigant's estimate the cost to taxpayers is at least \$23/ton CO<sub>2</sub><sup>13</sup>, ten-times the \$1.92/ton market price for offsets in the Northeastern states participating in RGGI! The PTC is a high-priced vehicle for very questionable reductions of CO<sub>2</sub> emissions.

**Conclusion:** The key question is whether the benefits of the PTC for wind are worth the cost. This 20-year old subsidy is expensive, inefficient, has failed to produce net-job increases that are sustainable, and the cost applied per ton of CO<sub>2</sub> is more than 10x the market price of carbon under RGGI. The U.S. power market has undergone significant change since the PTC was adopted, including deregulation. It is not possible to isolate the extent to which the PTC contributes to wind sector growth<sup>14</sup>. Without the PTC, project economics would shift to states with RPS policies. The value of renewable credits might rise in response but power markets will ultimately confront the real cost of wind energy, and price it accordingly.

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<sup>8</sup> EIA, *Annual Energy Outlook 2012* (2012) <http://www.eia.gov/forecasts/aeo/er/>

<sup>9</sup> Wisner and Bolinger v - Note: No independent audits exist to confirm job counts. Since any new job in the electricity sector must contribute to increasing the cost of electricity, this creates economic de-stimulus.

<sup>10</sup> VT DPS, *The Economic Impacts of Vermont Feed in Tariffs* (2009) 12  
<http://publicservice.vermont.gov/planning/DPS%20White%20Paper%20Feed%20in%20Tariff.pdf>

<sup>11</sup> Wall Street Journal *Gouged by the Wind* (May 2012)  
[http://online.wsj.com/article/SB10001424052702303592404577364244006391420.html?mod=googlenews\\_wsj](http://online.wsj.com/article/SB10001424052702303592404577364244006391420.html?mod=googlenews_wsj)

<sup>12</sup> Navigant Consulting, Inc. *Impact of the Production Tax Credit on the U.S. Wind Market* (2011) 38

<sup>13</sup> Navigant provides no detail on how it determined offsets. Study assumes some wind built without the PTC and only looked at incremental benefit over 4 years (2013-16). The cost per offset is potentially higher than \$23/ton.

<sup>14</sup> Joint Committee on Taxation 14

Supplemental Sheet

Submitted by:

Janet Sinclair



Date Submitted to the Ways and Means Energy Tax Reform Working Group: April 15, 2013

Comments submitted on behalf of the following residents and property owners of the State of Massachusetts.

Mercedes B. Aza



Noel Abbott



Linda Ammons



Neil Andersen



Faye Anderson



Lynne Ballard



Amy C. Barry



Craig W. Barry Jr.



Louise Barteau



Melissa Beesley



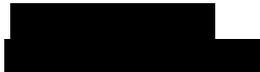
Claire Blatchford



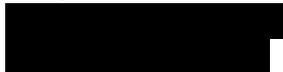
Ed Blatchford



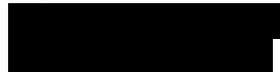
David Bolte



Margaret Burke



Raymond Burke



Robert Cherdack



Ann Christen



Gary Christen



Wayne Clough



Charles Cohn



Mark J. Cool



Barry C. Cosgrove



Susan Cudnohufsky



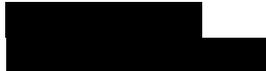
Walter Cudnohufsky



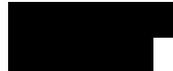
Patricia J Culleney



Dianna Dapkins



Helen DeLuca



Joyce Doncaster  
[Redacted]

Don Dornback  
[Redacted]

Joise Dornback  
[Redacted]

Todd Drummey  
[Redacted]

Donovan Drummey  
[Redacted]

Terri Drummey  
[Redacted]

Barbara Durkin  
[Redacted]

Bridget Earle  
[Redacted]

Kathryn Elder  
[Redacted]

Laurily K. Epstein  
[Redacted]

Kristina Farren  
[Redacted]

Sue Fraser Frankewicz  
[Redacted]

Craig Gambee  
[Redacted]

Mary Gambee  
[Redacted]

Clark Goff  
[Redacted]

Pamela S. Goff  
[Redacted]

Louise Grabowski  
[Redacted]

Lilli-Ann Green  
[Redacted]

Frank Haggerty  
[Redacted]

Walter J Hannon III  
[Redacted]

Annie Hart Cool  
[Redacted]

Raymond S. Hartman M.D.  
[Redacted]

Roland Hesselbart  
[Redacted]

Maureen Hickey  
[Redacted]

Lamia Holland  
[Redacted]

Nancy Holland  
[Redacted]

Virginia Irvine,  
[Redacted]

Judy Isacoff  
[Redacted]

Robert Jaros  
[Redacted]

Thomas Kehoe  
[Redacted]

Ken Kipen

[REDACTED]

Wayne Klug, Ph.D.

[REDACTED]

Dan Knise

[REDACTED]

Kathi Knise

[REDACTED]

Dale Ms. LaBonte

[REDACTED]

Ellen Landauer

[REDACTED]

Aaron LaPointe

[REDACTED]

Wendy LaPointe

[REDACTED]

Daniel F. LaRose

[REDACTED]

Kathryn G. LaRose

[REDACTED]

Herbert A. Libby

[REDACTED]

Julia Lindner

[REDACTED]

Bob Liptak

[REDACTED]

Jeanne Liptak

[REDACTED]

Laurie MacLeod

[REDACTED]

Charles Maier

[REDACTED]

Bruce Mandel

[REDACTED]

Madi McClanahan

[REDACTED]

Noel McClanahan

[REDACTED]

Peter McClanahan

[REDACTED]

Preston McClanahan

[REDACTED]

Joyce P. McConnell

[REDACTED]

Connie S. McCreery

[REDACTED]

Maxwell R. McCreery

[REDACTED]

James Melnik

[REDACTED]

Priscilla Mitchell

[REDACTED]

Jane Myers

[REDACTED]

Maryellen Nissen

[REDACTED]

Michael Nissen

[REDACTED]

Phyllis Ormond

[REDACTED]

Richard Ormond



Harriet Paine



Arleen Parker



Dan Parker



Helen Parker



J.B. Riggs Parker



Barbara Parry



Mike Parry



David Patrick



Carol Platenik



Lauren Preston-Wells



Donna M. Reilly



Mr. Jamie Reinhardt



Mitchell Relin



Yvonne Relin



Preston Ribnick



Margaret Ronan



Marshall Rosenthal



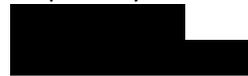
Susan Rosenthal



Frank Rozelle



Stephen Ryack



John F. Sears



Kathleen A. Sherman PhD



Janet Sinclair



Elizabeth Smola MD



Cameron M. Snyder



Robert J Stack



Marie Stamos



Mrs. James Stamos



Jerome Sternstein



Kathryn Sternstein

[REDACTED]

Edward Stockman

[REDACTED]

Debra Sullivan

[REDACTED]

Joan Swaluk

[REDACTED]

Joe Swaluk

[REDACTED]

Kristen Swenson

[REDACTED]

Phillip Tedesco

[REDACTED]

Jeanne Thompson

[REDACTED]

Richard Todd

[REDACTED]

Elizabeth Tolini

[REDACTED]

Mark Tolini

[REDACTED]

Jo Travis

[REDACTED]

Dale Truesdell

[REDACTED]

Judith Truesdell

[REDACTED]

Kay Turgeon

[REDACTED]

Nancy L. Turgeon

[REDACTED]

Richard Turgeon

[REDACTED]

Joyce Vande Kieft

[REDACTED]

Andrew Wells

[REDACTED]

Albert K. Weyman MD

[REDACTED]

Victoria Worth

[REDACTED]

Stephen Worth

[REDACTED]

George Zebrowski

[REDACTED]

Marsha Zebrowski

[REDACTED]

Richard A. Zona

[REDACTED]

Green Berkshires

[REDACTED]

Patrick Devlin

[REDACTED]

John DeLuca

[REDACTED]

Marie DeLuca

[REDACTED]