



## GREENHOUSE GAS REDUCTION FUND: SOLAR FOR ALL

Wisconsin Economic Development Corporation

**Project Period:** May 1, 2024 – April 30, 2029  
**Project Title:** Wisconsin Solar for All  
**Grant Number:** 84090801  
**Organization Name:** Wisconsin Economic Development Corporation  
**Geography:** State of Wisconsin

**Version Date:** June 3, 2025

### INTRODUCTION

#### Overview

**Program Eligibility:** Income-qualified Households: Households with incomes below 80% of Area Median Income (AMI) or 200% of the Federal Poverty Level (FPL), with variations based on Metropolitan or Non-Metropolitan areas.

**Properties Providing Affordable Housing:** Multifamily housing units with rents not exceeding 30% of 80% AMI, either under affordability covenants from federal or state housing programs or naturally occurring affordable housing.

Beneficiaries for this program will be identified through multiple pathways:

- If a household's income falls under the 80% of the area median income (AMI) threshold.
- If a household already participates to one of the social welfare programs – SNAP, WAP, etc.
- If a household's property is qualified Affordable Housing.

#### Summary

The Wisconsin Economic Development Corporation's (WEDC) mission is to strategically invest in Wisconsin to enhance the economic well-being of its people, businesses, and communities. Aligned with its vision of an "Economy for All," the Wisconsin Solar for All (WSFA) initiative aims to eliminate barriers to solar energy adoption across the state.

Approximately \$50 million has been allocated for direct financial assistance through WSFA. The program, implemented with the support of a third-party administrator, will focus on three key solar deployment pathways: rooftop solar for single-family homes, multifamily residential buildings, and community solar—ensuring minimal or no upfront costs for participants.

The primary goal is to reduce household electricity bills by at least 20%, with the program targeting over 7,463 households over a five-year period. This is expected to result in significant aggregate electricity cost savings for Wisconsinites and reduce strain on the existing electric infrastructure. The initiative also aims to support a sustainable solar market beyond the initial five years, ensuring continued access and benefits.

**LOOK FORWARD ►**

In addition to financial assistance, WSFA will foster career development, particularly in solar installation, by partnering with the Focus on Energy program and other workforce development organizations.

Out of the \$62.4 million grant, approximately \$50 million will be allocated as financial assistance in the form of subgrants. The financial assistance budget will be split as follows: 26% for Single-Family Solar, 19% for Multifamily Solar, and 56% for Community Solar. Details of the allocations are outlined in the detailed budget.

<b>Program fund allocation and impacts</b>						
Project Type	Number of Projects	Households Served	Allocated Solar for All Dollars	Leveraged Dollars*	MW Installed /Planned	Annual CO <sub>2</sub> Avoided (tons)
Single-Family						
Rooftop Residential – Single-Family Homes	1,038	1,038	\$12,906,694	\$5,531,440	5.2	7,410
Multifamily						
Rooftop Residential – Multifamily Homes	24	2,186	\$9,421,427	\$4,037,754	3.9	5,560
Community Solar (2 MW average size)						
Community Solar	10	4,239	\$27,918,050	\$11,964,879	15.6	26,050
<b>TOTAL</b>	<b>1,072</b>	<b>7,463</b>	<b>\$50,246,171</b>	<b>\$21,534,073</b>	<b>24.7</b>	<b>39,020</b>

\* Leveraged dollars are dependent on the availability of the federal solar tax credit.

## PROJECT OUTPUTS, OUTCOMES, AND LINKAGE TO THE U.S. EPA'S STRATEGIC GOALS

### Environmental Results - Outputs and Outcomes:

Wisconsin Solar for All will collect information on environmental, equity, and market transformation outputs and outcomes, which will include the following:

Environmental Outputs and Outcomes		
	Total	Notes
Climate and air pollution		
Number of systems installed	1,072	
Single-Family rooftop	1,038	
Multifamily rooftop	24	
Community solar	10	
Number of households served	1,072	
Total new solar generation capacity installed (MW)	24.7	
New solar generation capacity installed - Single-Family rooftop (MW)	5.2	
New solar generation capacity installed - multifamily rooftop (MW)	3.9	
New solar generation capacity installed - community solar (MW)	15.6	
Projected annual GHG emissions reduced in Wisconsin		
Annual CO2 Avoided (tons)	39,020	GHG emission reduction calculated using the EPA's AVERT Tool.
Lifecycle CO2 emissions reduced and avoided (tons)	1,123,200	
SO2 (lb)	51,020	
NOx (lb)	43,620	
Ozone season NOx (lb)	21,620	
CO2 (tons)	39,030	
PM2.5 (lb)	5,170	
VOCs (lb)	1,380	
NH3 (lb)	1,670	
Workforce development		
Number of participants in clean energy good job training and subsequent good job placement/hiring, including providing the free and fair chance to join a union.	40	
Electric generation and energy cost savings		
Total annual electricity produced (kWh/yr.)	1,660,999	
Total lifetime electricity produced (MWh)	656,545	
Total annual electricity cost savings	\$4,158,497	
Total lifetime electricity cost savings	\$103,962,442	

<b>WI Solar For All Funding and Impact Overview- Project Funding, Households Served, Capacity Installed and Aggregated Avoided CO2</b>						
Project Type	Number of Projects	Households Served	Allocated Solar for All Dollars	Leveraged Dollars*	MW Installed /Planned	Annual CO <sub>2</sub> Avoided (tons)
Single-Family						
Rooftop Residential – Single-Family Homes	1,038	1,038	\$12,906,694	\$5,531,440	5.2	7,410
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#### Linkage to U.S. EPA’s Strategic Goals:

This award supports the following goals and objectives of the FY 2022-2026 EPA Strategic Plan.

- Goal 1: Tackle the Climate Crisis
  - Objective 1.1: Reduce Emissions that Cause Climate Change

#### PROJECT DESIGN PLAN

##### Activities to Be Conducted

Task	Start Date	End Date	Milestones
Stakeholder Engagement (Stakeholder Advisory Group (SAG) meetings	October 21, 2024	February 14, 2025	Stakeholder Engagement Report
Program design	January 6, 2025	April 30, 2025	Implementation Plan
Develop Quality Management Plan (QMP)	January 6, 2025	February 25, 2025	Detailed Quality Management Plan (QMP)
Develop Quality Assurance Project Plans (QAPP)	February 14, 2025	March 11, 2025	Detailed Quality Assurance Project Plans (QAPP)
Submit Implementation work plan	June 6, 2025		Implementation work plan
Develop Program Administrator Request for Proposals	January 6, 2025	June 13, 2025	Program Administrator RFP outlining all activities and responsibilities of the PA
Select Program Administrator	June 13, 2025	September 25, 2025	Executed program administrator contract
WSFA launch	October 20, 2025		WSFA and Administrator providing technical assistance and financial

Task	Start Date	End Date	Milestones
			assistance to qualifying projects
Reporting and Compliance Activities	May 1, 2024	August 28, 2029	Semi-annual performance reports and semi-annual transaction-level and project-level data
Program close out	June 30, 2030	January 30, 2032	Close out report

## MEANINGFUL BENEFIT PLAN

### Household Saving

WSFA will offer three deployment pathways, aimed at expanding solar power access and ensuring participating households achieve a minimum of 20% annual savings on their utility bills through net metering of the electricity generated by the solar systems. The general verification process for these savings will vary across deployment channels, but will leverage existing tools, programs, and best practices. The program will ensure that savings are inclusive of any costs the program beneficiary incurs for participating in the program.

WEDC will require regular reviews of project proposals and provide reviews and comparison to savings estimates. Solar systems financed through this program include one year of operations and maintenance (O&M) support. On the first anniversary of the installation, the administrator will verify that beneficiaries have achieved at least a 20% reduction in their electric bill costs for the preceding year.

### Residential Rooftop Single-Family Solar

Savings for single-family systems will be calculated by the administrator during the pre-approval process. The calculation is based on the selected system cost, operation, and maintenance (O&M) costs, and lifetime energy generation net metering credits. Estimated solar production will be compared to electricity consumption based on utility bill data for the previous year when available. For new homes where utility bill data is not yet available, the administrator will use reasonable assumptions and calibrate calculations after the system is put into service. Savings calculations will be calibrated after installation once the system is energized, with updated estimates provided accordingly.

### Residential Multifamily Solar

Savings for residential units in a multifamily facility will be calculated by the administrator during the pre-approval process using a whole-building energy model simulation with industry-standard software such as eQUEST, EnergyPlus, or RETScreen. The process begins with the creation of a baseline energy model to estimate the building's annual energy consumption, measured in kilowatt-hours (kWh). This baseline provides a reference point for assessing the impact of the proposed solar system on the building's overall energy use.

Once the baseline model is established, the proposed solar system design is integrated into the energy model. This integration accounts for factors such as system size, production capacity, and the anticipated impact of net metering credits. The energy model then simulates how the solar system will reduce the building's overall energy consumption and lower electricity costs. To ensure that tenants directly benefit from these savings, there will be a contractual agreement to mandate the distribution of the savings among qualifying participants.

After installation, savings calculations are verified using a calibrated energy model. Once the solar system is energized, actual system production data is collected, and the energy model is updated to reflect real-world performance. This step ensures that savings estimates are accurate and reflective of actual system operations.

### **Community Solar**

On the first anniversary of installation, the administrator will verify that beneficiaries have achieved at least a 20% reduction in electric bill costs for the preceding year. This verification/audit process ensures that the program's savings goals are met and that eligible households receive the intended financial benefits. If actual savings fall short of the 20% target, an action plan may be required to address system underperformance or adjust benefit allocations.

The process begins with the creation of a baseline energy model to estimate the households' annual energy consumption, measured in kilowatt-hours (kWh). This baseline provides a reference point for assessing the impact of the proposed solar system investment for the eligible household's overall energy use.

Once the baseline model is established, the proposed solar system design is integrated into the energy model. This integration accounts for factors such as system size, production capacity, and the anticipated impact of net metering credits. The energy model then simulates how the solar system will reduce the building's overall energy consumption and lower electricity costs. To ensure that households directly benefit from these savings, there will be a contractual agreement to mandate the distribution of the savings among qualifying participants.

After installation, savings calculations are verified using a calibrated energy model. Once the solar system is energized, actual system production data is collected, and the energy model is updated to reflect real-world performance. This step ensures that savings estimates are accurate and reflective of actual system operations.

For vendor oversight and savings verification, WEDC ensures strong oversight and accountability throughout WSFA. Effective internal controls in accordance with the grant terms and conditions will be maintained over the award providing reasonable assurance that WEDC is managing the award in compliance with the terms and conditions of the grant. WEDC will comply with the U.S. Constitution, federal statutes, regulations, and the terms and conditions of the grant; evaluate and monitor compliance with statutes, regulations, and the terms and conditions of the grant; take prompt action when instances of noncompliance are identified, including in audit findings; and take reasonable measures to safeguard protected personally identifiable information and other information the EPA designates as sensitive or WEDC considers sensitive, consistent with applicable laws regarding privacy and responsibility over confidentiality. By implementing this comprehensive approach, the WEDC will fully comply with SFA's terms and conditions, prudently manage funds, and uphold the highest standards of integrity and transparency throughout all operations.

### **Deployment Pathways**

**Rooftop Residential – Single-Family Homes:** WSFA will provide grants to income-qualified single-family housing developers to cover the full cost of solar PV systems for eligible homeowners. The program seeks to maximize the use of available tax credits and incentives, including the Focus on Energy® Solar program incentive. Subawards will be

issued to developers to fund solar installations on solar-ready affordable housing, whether new construction or rehabilitation projects.

WEDC will partner with a developer (“SFA Developer”) to install rooftop solar on qualifying single-family homes. The SFA Developer will be responsible for verifying income eligibility, ensuring homes are solar-ready, coordinating installations with contractors, and supporting workforce development efforts.

<b>Example Solar Single-Family Grant*</b>	
Solar system cost	\$17,500
Focus on Energy incentive	\$300
Investment tax credit (ITC) @ 30%	\$5,250
Total system cost after ITC and incentives	\$11,950
<b>Total amount of grant per household</b>	<b>\$11,950</b>

*\*Estimates based on current conditions and estimated price of solar arrays and installation cost.*

**Rooftop Residential – Multifamily Homes:** WSFA will provide grants to eligible housing developers and owners of qualifying multifamily properties to install solar PV systems on newly constructed or rehabilitated affordable multifamily housing. These systems must serve multiple eligible tenants and provide at least 20% electricity cost savings to residents through direct utility bill reductions, rent discounts, or similar mechanisms.

In compliance with Wisconsin Admin. Code § PSC 113.0803(1)—which requires each dwelling unit in multifamily buildings or mobile home parks constructed after March 1, 1980, to have a separate electric meter—WSFA has identified effective approaches to ensure tenant cost savings. The program will prioritize multifamily properties where shared savings are feasible, such as those with central systems for heating, ventilation, air conditioning (HVAC), and domestic hot water. These configurations offer the greatest potential for net metering savings applied to a central meter. Although these setups are relatively uncommon due to regulatory constraints, successful examples exist—particularly in buildings where utilities are included in the rent.

To ensure residents benefit directly from the installed systems, WSFA will require property owners to preserve affordability and limit rent increases. Best practices from agencies such as the U.S. Department of Housing and Urban Development (HUD) will be incorporated. For instance, in subsidized housing where utility costs impact rent caps, WSFA will include safeguards to prevent rent hikes from negating the benefits of energy savings.

**Community Solar:** Wisconsin Solar for All will work closely with participating utility companies and other developers to deploy grants and a subscription program for eligible residents who cannot access single-family residential or multifamily solar. WSFA includes a streamlined community solar enrollment process that utilizes data from public assistance programs like the Low-Income Heating and Energy Assistance Program (LIHEAP) and the Wisconsin Weatherization Assistance Program (WAP) to determine automatic eligibility for subsidized rates. Participation in WSFA community solar will result in at least a 20% reduction in electric costs for participating customers. To participate in WSFA through the Community Solar Pathway, projects will need to meet the following criteria:

- No upfront costs, including enrollment fees

- Rate structures that will achieve average savings of at least 20% for participating households
- Streamlined eligibility evaluation for households qualified for LIHEAP, WAP, and other income qualified public benefits programs
- Guaranteed subscriber savings for at least five years
- Transferability, such that participants who move within the utility's service territory will retain their solar subscription
- Severability, such that participants can quit the program without penalties, long waiting periods, or other barriers
- At least 50% of the project allocated to residential subscribers
- At least 50% of subscribers classified as low- to moderate- income (LMI), and
- No more than 20% of the total capacity accessed by anchor subscribers.
- A priority is placed on community solar paired with energy storage and located on critical facilities to boost energy resilience.

The average residential electric rate in Wisconsin is \$0.17 per kilowatt hour (kWh). WSFA's community solar pathway will structure the subsidized rate for eligible households at \$0.136, 20% lower than the statewide average rate. The Administrator will work with utility companies to establish subscription guidelines according to program requirements. Post-installation analysis will be completed one year after installation on a select number of subscribers as part of the Quality Assurance/Quality Control plan to ensure that consumers continue to receive quality solar power and reduced costs.

**Community Solar – Cooperative Solar:** Wisconsin is home to a new cooperative structure that allows residents to invest in energy and access the financial benefits of the development. Unlike traditional subscription-based community solar, the Cooperative Shares Model allows member investors to own community solar project shares. Instead of receiving monthly bill credits for kWh of solar power used, members receive dividends from their shares. Dividend payments must be equivalent to at least 20% electricity bill expenses for the member's household. This strategy bypasses the need for utility companies to adopt a special billing procedure. It allows customers to participate regardless of their utility provider or proximity to community solar development. The central tenants of the Community Shares Model include:

- Construction of a Community Solar project by a developer
- A power purchase agreement (PPA) with the local utility
- Developer will be eligible for up to 70% of the project cost in federal tax credits
- Residential customers can purchase shares of the cooperative, and will receive a minimum of 5% annual return on their investment
- Depending on the total cost of the system (after tax credits) and the price negotiated in the PPA, the dividend for some systems may be as high as 10%
- This dividend can be paid out monthly directly to the customer, or directly to their utility on their behalf, thus offsetting their utility bill, and
- Local residents will be given priority access to become member-investors in the project, but customers will be able to join from anywhere in the state.

For this approach, the shares will be purchased for income-qualified customers who will receive monthly dividend payments even if they move within the state. The Cooperative Shares model is a straightforward way for smaller municipal and cooperative utilities to add community solar generation to their portfolio. Benefits of this model include:

- No special billing or customer service needed



- No marketing or administration required
- The PPA makes solar contracts straightforward and reduces legal fees
- Direct feed into the distribution system saves money on transmission
- 1-5 MW projects are economical and are easily deployed versus larger solar farms, and
- Reduced time to build projects.

All community solar funded under WSFA will conform to the definition of residential serving community solar. Projects will have a nameplate capacity of less than 5 MW AC, deliver at least 50% of the electricity generated from the system to multiple residential customers within the same utility territory as the facility, and deliver at least 50% of the benefits and/or credits of the power generated to residential customers in the same service territory.

### **Equitable Solar Access**

Wisconsin Solar for All aims to broaden access to affordable solar energy for residents across the state through a multi-pathway approach. WSFA will prioritize communities using the best available tools provided by EPA or otherwise available tools that can be leveraged to meet the program goals.

The program will collaborate with community-based organizations (CBOs) across Wisconsin. These CBOs, selected through a competitive process managed by the Administrator, will provide effective outreach to their communities. The program will identify and equip CBOs with training, outreach resources, and funding to promote the benefits of solar energy.

### **Resilience Benefits**

Battery storage will not be a standard offering under the program due to the high per-home costs. However, household resiliency needs will be evaluated on a case-by-case basis to support limited battery storage deployment. For instance, if a household has health conditions that could be worsened by extended power outages, battery storage might be considered and supported as a risk-reduction strategy. The program will allocate technical and financial assistance for energy storage in communities designated as high-risk. Battery storage offerings and other resilience enhancements including the maximum financial assistance allowance and storage capacity for projects will be assessed on case-by-case basis.

### **Community Solar Pathway**

Wisconsin Solar for All will dedicate the largest portion (56%) of its financial assistance funds to Community Solar, maximizing cost-effective solar deployment. This approach allows participating households to enjoy immediate energy bill savings without any upfront investment. WSFA funds will subsidize the cost of community solar subscriptions for qualifying households, with a goal of reducing electric costs by at least 20%.

This pathway will specifically target households with incomes below 80% of the area median income (AMI). The enrollment process will be designed to be as seamless as possible and to engage households already participating in programs like LIHEAP, WAP, and other public benefit initiatives. Local WAP agencies and administrators of public benefits programs will play a key role in identifying eligible participants and supporting outreach efforts for Wisconsin Solar for All. By leveraging the established relationships of these organizations, the program will increase awareness of community solar opportunities and the subsidized rates that offer long-term reductions in energy costs.

Community solar will be accessible to both renters and homeowners without requiring any housing upgrades, making it an inclusive option for all. The Community Solar pathway aims to install 10 projects that will serve more than 4,200 households over five years.

### **Workforce Development and Entrepreneurship**

The WSFA program will allocate over \$4 million to support partnerships with nonprofit and community-based organizations focused on education, outreach, and workforce development. Workforce development initiatives funded by WSFA will prioritize recruiting individuals from eligible communities to ensure these communities receive meaningful and lasting benefits.

WSFA will also partner with Focus on Energy® to expand the Focus Trade Ally network—a group of contractors and service providers that deliver energy efficiency and renewable energy solutions to Wisconsin residents and businesses. This network plays a critical role in advancing the adoption of solar technologies across the state.

WEDC aims to increase the number of solar installers within the Focus Trade Ally network, strengthening the local workforce and creating pathways for new businesses to participate in Wisconsin's growing energy economy—while also enhancing the state's energy independence.

To ensure long-term workforce development, the program will establish clear guidelines for workforce integration. By connecting trained graduates with real job opportunities, the program supports economic empowerment and builds a robust pipeline of energy professionals.

### **FINANCIAL ASSISTANCE STRATEGY**

The program will allocate \$11,803,829 (19% of the total grant budget) to technical assistance and \$50,246,171 (81% of the total grant budget) to financial assistance in the form of grants, as outlined in the table below. For a detailed breakdown of the budget distribution, please refer to the budget section.

<b>Overall Budget</b>	
<b>Category</b>	<b>Amount</b>
Personnel	\$1,291,130
Fringe Benefits	\$523,842
Travel	\$68,135
Equipment and supplies	\$12,400
Contractual	\$9,908,321
Subawards	\$50,246,171
In-kind technical assistance	\$400,000
<b>Total</b>	<b>\$62,450,000</b>

Financial Assistance Details				
Project Type	Financial Assistance	Model	Example	Flow of Funds to Program Beneficiary/End-User
Rooftop Residential – Single-Family Homes	Grants	Grants to income-qualified housing developer	Grants provided to a developer for installation of rooftop solar PV at no cost to the homeowner.	Beneficiary is a qualifying homeowner, and savings are realized through lower utility bills. Utility bill savings must result in at least 20% utility bill savings.
Rooftop Residential – Multifamily Homes	Grants	Grants to income-qualified housing developer	Grants provided to a developer for installation of rooftop solar PV serving multiple eligible tenants. Savings from electric offset must be shared with eligible tenants via rent discounts for centrally metered buildings.	Recipient is a low-income housing developer and savings are passed down to eligible tenants (beneficiaries) via rent discounts for centrally metered buildings. Utility bill savings must result in at least 20% utility bill savings for eligible tenants.
Community Solar	Grants	Grants to qualifying community solar project applicants	Grant is provided to a solar developer directly for construction of community solar farm for a certain discount on costs to eligible subscribers.	Recipient is the developer, and savings are passed down to eligible subscribers (beneficiaries) through lower utility bills. Utility bill savings must result in at least 20% utility bill savings.
	Community Solar - Cooperative Solar Ownership	Solar cooperative structure	This model allows program beneficiaries to become member investors to own community solar project shares. Instead of receiving monthly bill credits for kWh of solar power used, members receive dividends. This strategy bypasses the need for utility companies to adopt a special billing procedure.	Recipient is the developer, and savings are passed down to eligible member owners (beneficiaries) through dividends from the solar production. Dividend payments must be equivalent to at least 20% electricity bill expenses for the member's household.

Wisconsin Solar for All will combine incentives and tax credits, where available, to maximize the number of installations and households served. Examples of this incentive stacking are provided below.

### Leveraging Existing Programs

Wisconsin Solar for All will complement, and not duplicate, existing subsidies, tax credits, and other sources of financing and support for solar projects. WSFA will collaborate with established programs like Focus on Energy®—the statewide energy efficiency and renewable resource program—as well as other municipal and utility-funded efforts to ensure each project maximizes available incentives and technical assistance. For example, Focus on Energy offers prescriptive incentives of up to \$300 for residential solar installations on single-family homes, with an additional \$300 for rural customers. While the Focus on Energy Affordable Housing Solar Pilot, which covered about 50% of solar installation costs of solar in income-qualified housing, ended in 2024, Wisconsin Solar for All will work closely with Focus on Energy to identify new opportunities to enhance incentives and expand offerings for eligible projects.

### Financial Products

Financial Products – Details	
Category	Amount
Grants - rooftop residential – Single-Family homes	\$12,906,694
Grants - residential – multifamily homes	\$9,421,427
Grants - community solar	\$27,918,050

### Enabling Upgrades

WSFA is committed to maximizing the impact of every grant dollar by prioritizing investments that directly increase electric capacity on the grid and deliver meaningful savings to program beneficiaries. To ensure the most efficient use of funds, WSFA does not provide grants for enabling upgrades.

Instead, the Program will focus its resources on solar installations that are ready for deployment. WSFA will work closely with affordable housing developers to build a pipeline of solar-ready single-family homes and multifamily properties, avoiding the need to fund preparatory improvements.

In the case of community solar, all proposals must demonstrate that host sites meet Solar Ready criteria at the time of application. This approach ensures that WSFA funding is directed toward accelerating solar deployment, not pre-construction renovations—amplifying the program’s reach and impact across Wisconsin.

### Single-Family Homes

By partnering with income-qualified housing developers focused on constructing or rehabilitating homes, the Program can avoid the need to fund enabling upgrades for eligible single-family properties. These developers will refer only newly built or recently renovated homes that are already suitable for solar PV installations, ensuring project readiness from the start.

Additionally, several potential partners in Wisconsin, including Wisconsin Housing and Economic Development Authority (WHEDA), offer existing programs that help low- and moderate-income homeowners finance home improvements to prepare for solar

installations—such as the More Like Home™ Repair and Renew Loan.<sup>1</sup> Given the availability of these external resources, the Solar for All Program will concentrate its funding on providing grants for eligible residential rooftop solar projects—accelerating deployment while ensuring efficient and targeted use of program funds.

### **Multifamily Homes**

By partnering with entities like WHEDA, the Program does not need to allocate resources toward enabling upgrades for eligible multifamily properties. WHEDA already offers established programs that support renovations necessary to make multifamily properties Solar Ready. With other funding sources already in place to support renovations, WSFA will streamline its support by providing grants exclusively for eligible solar installations—maximizing the deployment of solar energy systems across multifamily housing and ensuring efficient use of program funds.

### **Community Solar**

To prioritize funding for the deployment of solar generation for Solar Ready projects, WSFA will not provide grants for enabling upgrades at the host site(s) of residential-serving community solar projects. In order to be eligible for Wisconsin Solar for All, the host site(s) of proposed community solar projects must be solar ready as defined in the Project Pre-Approval Criteria and verified by the Administrator.

Applicants in their community solar project proposals must outline in detail the Solar Readiness of their proposed host site(s) where the Applicant will demonstrate how the site(s) will host the community solar installation for its entire technological lifecycle. If any renovations were undertaken to make the host site(s) Solar Ready prior to application, the Applicant should detail the timeline, cost, and nature of those renovation(s) in their proposal. If any renovation(s) required to be Solar Ready are still pending at the time of application, then the Applicant must provide a project description(s) that details the timeline, cost, and nature of the renovation(s) where it is clearly demonstrated that the renovations will be completed within the calendar year the application is submitted and before the solar PV installation.

### **Housing Affordability**

Wisconsin Solar for All is committed to ensuring that participation does not create housing affordability issues for beneficiaries in single-family or multifamily properties. WEDC designed WSFA in a manner that incorporates housing affordability considerations and mitigates potential unintended consequences of solar development. This approach includes existing policies to maintain affordability of existing housing stock and prevent rapid cost increases for eligible households and communities.

For instance, the Wisconsin Housing and Economic Development Authority (WHEDA), known for its low-cost financing programs, has established relationships with subsidized multifamily developers. WEDC will work closely with WHEDA to adopt best practices and encourage property owners applying for tax credits to participate in Solar for All. Additionally, wherever

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<sup>1</sup> <https://morelikehomeloan.wheda.com/>

feasible, projects under WSFA will align with existing affordable multifamily housing initiatives managed by municipalities and weatherization agencies.

Housing affordability will also be an aspect considered in the single-family solar pathway. WEDC will partner with entities that specialize in serving eligible residents and provide affordable housing.

### **Long-Term Asset Operations**

WSFA will not directly own generation assets. Systems receiving financial assistance from WSFA will be owned by subgrant recipients, program beneficiaries, and/or utilities operating community solar projects. WEDC, in partnership with the WSFA Administrator, will develop a comprehensive strategy to support the operation, maintenance, and recycling of assets funded under the program throughout their lifecycle, in accordance with the applicable EPA General Terms and Conditions. The WSFA Administrator will coordinate with vendors and contractors to ensure that operation and maintenance support is in place, as required by EPA guidelines.

## **PROJECT-DEPLOYMENT TECHNICAL ASSISTANCE**

### **Workforce Development**

The program will collaborate with the State Energy Office (Office of Energy Innovation), technical colleges, community-based organizations, labor unions, and other partners to implement a robust workforce development initiative. Key strategies include building strong partnerships and creating targeted training and apprenticeships opportunities. Tactics for workforce development include the following:

**Expanding the Focus on Energy® Trade Ally Network:** WSFA aims to build direct connections between contractors, projects, and customers by partnering with Focus on Energy® to expand the Focus on Energy® Trade Ally network to include more businesses, and meet the goals outlined in the SFA Program.

**Leveraging Technical Colleges and Training Opportunities:** Wisconsin has a network of over sixteen technical colleges and solar training programs. However, training programs for individuals and contractors, particularly in communities with higher unemployment rates or near concentrations of eligible households, need to be accessible, aligned with, and connected to jobs and projects. The strength of the Wisconsin Technical College System will be leveraged as they are already training individuals for technical careers, particularly those involving solar energy. Some examples of potential partners include:

- Employ Milwaukee,
- Urban League of Greater Madison,
- Midwest Renewable Energy Association,
- American Climate Corps,
- Northeast Wisconsin Technical College,
- Mid-State Technical College,
- Chippewa Valley Technical College,
- Madison College, and
- University of Wisconsin-Platteville.

**Resilient Assets/Project Siting and Permitting**

Wisconsin Solar for All will work with the Administrator to design a siting process that addresses the following:

- Climate hazards
- Greenspaces and wildlife consideration
- Agrivoltaics specific considerations
- Building resilient assets

**Single-Family and Multifamily Solar Siting:** Solar installations for single-family and multifamily homes will be located on rooftops to avoid common siting challenges, such as the use of greenspaces or prime agricultural land. Through proactive outreach to municipalities and other stakeholders, additional potential siting issues will be identified and addressed in advance. The WSFA administrator will provide technical assistance to support efficient siting, interconnection, and the integration of cost-effective technology solutions, ensuring high-quality, compliant installations.

**Community Solar Siting:** Community solar project proposals will be evaluated and selected based on criteria that will include avoidance of climate hazards, greenspaces, and prime agricultural land, local cooperation, and whether technical issues have been addressed or can be overcome through technical assistance. Agrivoltaics will be considered with input from technical experts, as will use of brownfields or other innovative siting proposals. WSFA will ensure all funded projects meet quality control standards, best practices, and industry benchmarks.

WEDC will solicit subgrant applications with a focus on selecting entities that demonstrate a strong track record in adopting best practices and industry standards for quality solar installations. Wisconsin Solar for All will give priority to applications from entities with proven expertise in delivering high-quality results. Additionally, WSFA will establish a framework for installer training and education to ensure streamlined access to current best practices and industry knowledge for all participating installers in partnership with the Focus on Energy program.

Wisconsin currently lacks a comprehensive regulatory or legislative framework for community solar projects, resulting in limited access to such programs for most electric customers. These projects are developed on a case-by-case basis, and many utilities have yet to offer them. To address this, the Wisconsin Solar for All program will collaborate with utilities to establish a framework that ensures customer savings while encouraging utility participation. WEDC has already initiated discussions with investor-owned utilities, municipal utilities, and electric cooperatives as part of a robust stakeholder engagement process. The program aims to incentivize partnerships among utilities, local governments, and non-profits, ensuring that communities have a meaningful role in the design and decision-making processes for community solar projects.

WSFA will also establish a robust Community Benefits Agreement (CBA) process to ensure community interests are integrated into community solar developments. This will hold developers and utilities accountable for delivering promised benefits while giving community groups a voice in the process. Guidelines for these CBAs will be developed in consultation with workforce and other key stakeholders will include apprenticeships and other elements that meet the goals of WSFA.



## **EQUITABLE ACCESS AND MEANINGFUL INVOLVEMENT PLAN**

### **Communities Served**

Wisconsin Solar for All will serve communities that meet the goal of lowering Wisconsin's aggregate energy burden, SFA goals, and applicable EPA terms and conditions. The communities will have at least one of the following characteristics:

- Distressed community, as described in the best available tools or available EPA guidance.
- Geographically Dispersed Income-qualified Households: Low-income individuals and households living in Metropolitan Areas with incomes not more than 80% AMI or 200% FPL (whichever is higher), and income-qualified individuals and households living in Non-Metropolitan Areas with incomes not more than 80% AMI, 200% FPL, or 80% Statewide Non-Metropolitan Area AMI (whichever is highest). Federal Poverty Level (FPL) is defined using the latest publicly available figures from the U.S. Department of Health and Human Services. Area Median Income (AMI) is defined using the latest publicly available figures from the U.S. Department of Housing and Urban Development. Metropolitan Area and Non-Metropolitan Area are defined using the latest publicly available figures for county-level designations from the Office of Management and Budget. Statewide Non-Metropolitan Area AMI is defined using the latest publicly available figures from the U.S. Department of the Treasury's CDFI Fund, with an adjustment for household size using the U.S. Department of Housing Development's Family Size Adjustment factor.
- Properties Providing Affordable Housing: Properties providing affordable housing that fall within either of the following two categories: (a) multifamily housing with rents not exceeding 30% of 80% AMI for at least half of residential units and with an active affordability covenant from one of the following federal or state housing assistance programs: (1) Low-Income Housing Tax Credit; (2) a housing assistance program administered by the U.S. Department of Housing and Urban Development (HUD), including Public Housing, Section 8 Project-Based Rental Assistance, Section 202 Housing for the Elderly, Section 811 Housing for Disabled, Housing Trust Fund, Home Investment Partnership Program Affordable Rental and Homeowner Units, Permanent Supportive Housing, and other programs focused on ending homelessness that are funded under HUD's Continuum of Care Program; (3) a housing assistance program administered by USDA under Title V of the Housing Act of 1949, including under Sections 514 and 515; or (4) a housing assistance program administered by a Tribally designated housing entity, as defined in Section 4(22) of the Native American Housing Assistance and Self-Determination Act of 1996 (25 USC § 4103(22)) or (b) naturally-occurring (unsubsidized) affordable housing with rents not exceeding 30% of 80% AMI for at least half of residential units.

Wisconsin Solar for All beneficiaries will be identified through the following pathways:

- Individuals and households living in metropolitan areas with incomes not more than 80% AMI or 200% FPL (whichever is higher), and income-qualified individuals and households living in non-metropolitan Areas with incomes not more than 80% AMI, 200% FPL, or 80% statewide non-metropolitan area AMI (whichever is highest).
- Individuals and households already enrolled in social welfare programs such as SNAP, WAP, and others.
- Individuals and households residing in qualified affordable housing properties.

Project selection will include evaluating projects in eligible communities, geographic dispersion throughout Wisconsin, and innovative projects that may address issues such as



households that do not own their property, owners of manufactured homes on leased sites, and households without the space for rooftop solar installations.

### **Income Verification/Customer Acquisition**

Wisconsin Solar for All will utilize existing tools and state agency resources for a robust customer acquisition and income verification process that is efficient, reliable, and minimizes the burden on households. Wisconsin Solar for All prioritizes ensuring streamlined customer acquisition. WSFA will implement a flexible technical foundation, supported by technology solutions and key partnerships with community-based organizations (CBOs) and Tribal Nation representatives. These partners will receive the resources needed to facilitate customer acquisition. Below are some initial strategies for customer acquisition and income verification, which will be refined with input from the technical assistance team:

- WEDC will collaborate with other Wisconsin agencies and entities to leverage existing Community Connector tool to identify households participating in government-run income-qualified support programs and streamline access to rooftop solar and community solar subscriptions.
- The program will partner with the Wisconsin Housing and Economic Development Authority (WHEDA), which administers the Housing Tax Credit Program for households below 80% AMI. Projects identified through WHEDA will already have undergone income verification for programs such as Low-Income Housing Tax Credit (LIHTC) and Project-Based Rental Assistance, ensuring efficiency in the engagement process.
- Leverage the Stakeholder Advisory Group (SAG): The SAG, comprised of representatives from Community-Based Organizations (CBOs), Tribal Nations, and other key stakeholders will play a vital role in identifying and recruiting priority participant segments for the Wisconsin Solar for All. By engaging with diverse stakeholders, the group will help shape effective community outreach and education efforts. Their input will be instrumental in crafting messaging that resonates with key audiences and communicates the program's benefits, ensuring that the opportunities provided by Wisconsin Solar for All are accessible and well-understood across communities.

In addition to customer acquisition and income verification process, WSFA will coordinate with NREL for customer retention strategies and continue to monitor any changes that may affect income verification to ensure compliance with the SFA requirements.

### **Participatory Governance and Meaningful Engagement**

WEDC has engaged a consultant to facilitate the initial stakeholder engagement through the Wisconsin Solar for All Stakeholder Advisory Group (SAG). The SAG is divided into three Working Groups: Community Outreach and Education, Workforce and Labor, and Tribal Nations. These groups meet monthly starting in October 2024 to provide critical input on program design and messaging.

To ensure inclusivity and meaningful engagement, stakeholder sessions are tailored to the specific needs of the groups, ensuring that a wide range of communities have a voice in the process. Over time, the SAG has a self-governing model, supported by a professional facilitator, and plays a key role in outreach and education efforts. By partnering with community-based organizations (CBOs), the program seeks to build trust and deepen connections with communities that may have previous reservations about government or utility programs. The SAG's input will continue to be instrumental in shaping and delivering

program messaging that resonates with local communities, effectively communicating the benefits of Wisconsin Solar for All.

Meaningful stakeholder involvement is vital for the successful design, implementation, and improvement of the SFA program. The SAG includes a wide range of representatives, such as local governments, WAP agencies, energy and environmental advocates, CBOs, labor organizations, and other partners, ensuring statewide representation. As WSFA progresses, CBOs engaged in outreach, education, or customer acquisition will automatically be included in the SAG.

The tables below outline the approach for the Community Outreach and Education Working Group and the Workforce Development Working Group meetings. The Tribal Nations Working Group is currently under development and will follow a similar framework, tailored to address the unique needs and priorities of Tribal members.

Community Outreach and Education Working Group Meetings			
Meeting	Topics	Meeting Objectives	Agenda Items
Wednesday, November 12 <sup>th</sup> - <a href="#">Meeting #2</a>	(1) KPI and metrics  (7) Leveraging and Coordination	<ul style="list-style-type: none"> <li>Obtain feedback on KPIs/metrics that the program should track once it goes live</li> <li>Define objectives of leveraging/coordination approaches</li> <li>Identify programs and opportunities for coordination and leveraging of funds/resources</li> </ul>	<ul style="list-style-type: none"> <li>Introduce new members</li> <li>Recap from last meeting's action items</li> <li>Presentation: plan for WG meetings (<i>Inova</i>)</li> <li>Recap of guiding principles</li> <li>Discussion*: KPI and metrics</li> <li>Discussion*: Leveraging and Coordination</li> <li>Next steps: request presenters for Meeting #3</li> </ul>
Tuesday, December 9 <sup>th</sup> - <a href="#">Meeting #3</a>	(3) Engagement with CBOs  (4) Activities Supported by Subawards  (2) Outreach and Education Strategies	<ul style="list-style-type: none"> <li>Obtain input into CBO engagement approach</li> <li>Mine best practices</li> <li>Obtain input into other types of partnerships/activities needed to support the program</li> <li>Inform strategic outreach and education plan</li> <li>Identify educational needs of communities and households targeted</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Presentation and Discussion: Engagement with CBOs (<i>Inova</i>)</li> <li>Discussion*: Other Activities Supported by Subawards</li> <li>Presentations and Discussion*: Outreach and Education strategies – <u>Single-Family and Multifamily</u> (<i>SAG members</i>)</li> <li>Next steps: request presenters for Meeting #4</li> </ul>
Tuesday, January 13 <sup>th</sup> - <a href="#">Meeting #4</a>	(2) Outreach and Education Strategies, continued  (5) Messaging	<ul style="list-style-type: none"> <li>Inform strategic outreach and education plan</li> <li>Mine best practices from WG members</li> <li>Identify educational needs of communities and households targeted</li> <li>Obtain input into the benefits that should be emphasized as part of messaging</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Presentations and Discussion*: Outreach and Education strategies, <u>continued + community solar</u> (<i>SAG members</i>)</li> <li>Discussion*: Messaging</li> <li>Next steps: Request materials/presenters for meeting #5</li> </ul>

Community Outreach and Education Working Group Meetings			
Meeting	Topics	Meeting Objectives	Agenda Items
Tuesday, February 3 <sup>rd</sup> - <a href="#">Meeting #5</a>	(2) Outreach and Education Strategies, continued (if needed)  (6) Community Benefits Agreements  (8) Plan for Engagement Post-Launch	<ul style="list-style-type: none"> <li>Assist in development of Community Benefit Agreements guidelines</li> <li>Determine approach for the SAG post-February</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Presentation: background on Community Benefit Agreements (Workplan) (<i>Inova</i>)</li> <li>Presentation: Community Benefit Agreement best practices and examples (<i>SAG members</i>)</li> <li>Discussion*: SAG approach moving forward</li> <li>Wrap-up of Phase I of engagement</li> </ul>

\* All discussions facilitated by Inova Team.

Workforce Development Working Group Meetings			
Meeting	Topics	Meeting Objectives	Agenda Items
Tuesday, November 13 <sup>th</sup> - <a href="#">Meeting #2</a>	(1) KPI and metrics  (3) Labor Requirements	<ul style="list-style-type: none"> <li>Obtain feedback on KPIs/metrics that the program should track once it goes live</li> <li>Create an understanding of federal program requirements</li> <li>Discuss barriers to entry and potential support to address</li> </ul>	<ul style="list-style-type: none"> <li>Introduce new members</li> <li>Recap from last meeting's action items</li> <li>Presentation: plan for WG meetings (<i>Inova</i>)</li> <li>Recap of guiding principles</li> <li>Discussion*: KPI and metrics</li> <li>Presentation and Discussion: labor requirements (<i>Inova</i>)</li> <li>Next steps: request presenters for Meeting #3</li> </ul>
Tuesday, December 11 <sup>th</sup> - <a href="#">Meeting #3</a>	(4) Training and Job Opportunities  (2) Workforce Development Strategies	<ul style="list-style-type: none"> <li>Mine best practices</li> <li>Inform workforce development plan</li> <li>Identify existing programs for coordination.</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Discussion*: Training and Job Opportunities</li> <li>Presentations and Discussion*: Workforce Development strategies, <u>SF and MF</u> (<i>SAG members</i>)</li> <li>Next steps: request presenters for Meeting #4</li> </ul>
Thursday, January 15 <sup>th</sup> - <a href="#">Meeting #4</a>	(2) Workforce Development Strategies, continued  (5) Activities Supported by Subawards	<ul style="list-style-type: none"> <li>Mine best practices</li> <li>Inform workforce development plan</li> <li>Obtain input into other types of partnerships/activities needed to support the program</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Presentations and Discussion*: Workforce Development strategies, <u>continued + community solar</u> (<i>SAG members</i>)</li> <li>Discussion*: Other Activities Supported by Subawards</li> <li>Next steps: Request materials/presenters for meeting #5</li> </ul>
Thursday, February	(2) Workforce Development	<ul style="list-style-type: none"> <li>Inform workforce development plan</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> </ul>

Workforce Development Working Group Meetings			
Meeting	Topics	Meeting Objectives	Agenda Items
5 <sup>th</sup> - <a href="#">Meeting #5</a>	Strategies, continued (if needed)  (6) Plan for Engagement Post-Launch	<ul style="list-style-type: none"> <li>Determine approach for the SAG post-February</li> </ul>	<ul style="list-style-type: none"> <li>Presentations and Discussion*: Workforce Development strategies (<i>SAG members</i>)</li> <li>Discussion*: SAG approach moving forward</li> <li>Wrap-up of Phase I of engagement</li> </ul>

\* All discussions facilitated by Inova Team.

Wisconsin Solar for All will also prioritize Tribal representation by co-creating a participatory governance structure that respects Tribal sovereignty and ensures equitable resource allocation to Tribal communities. This structure will include capacity-building resources, such as funding for Tribal participation, and be shaped through consultations with Tribal Nations and partnerships with organizations like the Midwest Tribal Energy Resources Association (MTERA) and the Great Lakes Indian Housing Association (GLIHA).

Native Nations Working Group Meetings			
Meeting	Topics	Meeting Objectives	Agenda Items
January 22, 2025 - Meeting #1	(3) Engagement with CBOs  (4) Activities Supported by Subawards  (2) Outreach and Education Strategies	<ul style="list-style-type: none"> <li>Obtain input into CBO engagement approach</li> <li>Mine best practices</li> <li>Obtain input into other types of partnerships/activities needed to support the program</li> <li>Inform strategic outreach and education plan</li> <li>Identify educational needs of communities and households targeted</li> </ul>	<ul style="list-style-type: none"> <li>Introduce members</li> <li>Presentation: plan for WG meetings (<i>WEDC</i>)</li> <li>Review guiding principles</li> <li>Review of WSFA Presentation and Discussion (<i>Inova</i>)</li> <li>Next steps: request dates and topics for Meeting #2</li> </ul>
February 26, 2025 – Meeting #2	(1) KPI and metrics  (7) Leveraging and Coordination	<ul style="list-style-type: none"> <li>Obtain feedback on KPIs/metrics that the program should track once it goes live</li> <li>Define objectives of leveraging/coordination approaches</li> <li>Identify programs and opportunities for coordination and leveraging of funds/resources</li> </ul>	<ul style="list-style-type: none"> <li>Overview</li> <li>Timeline</li> <li>Funding application</li> <li>Survey</li> <li>Next steps</li> </ul>
April 3, 2025 – Meeting #3	(2) Workforce Development Strategies, continued	<ul style="list-style-type: none"> <li>Inform workforce development plan</li> <li>Determine approach for the SAG post- launch meetings</li> </ul>	<ul style="list-style-type: none"> <li>Recap from last meeting's action items</li> <li>Presentations and Discussion*: Workforce Development strategies (<i>SAG members</i>)</li> <li>Discussion*: SAG approach moving forward</li> </ul>

### Education and Outreach

Wisconsin Solar for All has a comprehensive outreach and education strategy tailored to meet the needs of communities across Wisconsin. This strategy will be shaped by input from the SAG and centered around partnerships with CBOs that are trusted voices in their respective communities. WEDC will utilize its existing tools that identify distressed communities. WEDC also has received input from stakeholders and created a list of interested communities and community members.

The Administrator will partner with CBOs selected through a competitive process managed by the Administrator. These CBOs will receive training on WSFA's components and the benefits of solar energy, ensuring they are well-equipped to support outreach and engagement efforts. Additionally, they will be compensated for their participation, recognizing the value of their contributions to the program's success.

To ensure broad reach and accessibility, selected CBOs will be geographically distributed and connected with a wide range of communities. CBOs will provide tailored marketing and receive training, outreach resources, and funding to effectively deliver education and outreach efforts. Wisconsin Solar for All will expand on other existing community navigator models, such as the Focus on Energy IRA Home Energy Rebate Programs.

### SUBAWARDS

Wisconsin Solar for All (WSFA) will allocate \$50,246,171 in subawards to income-qualified housing developers, solar developers, utilities, and other eligible entities. These subawards will support direct financial assistance for qualifying projects, as well as allowable administrative expenses.

Subawardees will be selected in accordance with WEDC's internal policies. Each subaward will be assigned to a WEDC underwriter and will follow WEDC's awards administration process, in compliance with the pass-through entity obligations outlined in the Uniform Grant Guidance (2 CFR Parts 200 and 1500), the EPA's Subaward Policy, and, where applicable, the EPA's Guidance on Participant Support Costs.

Subawards	
Category	Amount
Rooftop residential – Single-Family homes	\$12,906,694
Residential – multifamily homes	\$9,421,427
Community solar	\$27,918,050
<b>Total</b>	<b>\$50,246,171</b>

### FISCAL STEWARDSHIP PLAN

#### Fiscal Stewardship Ethics, Policies and Controls for Program Oversight

WEDC will manage Wisconsin Solar for All according to the highest ethical standards informed by the State of Wisconsin Code of Ethics for Public Officials and Employees. This will include consistent oversight of funds through audits and reporting requirements for non-profit partners and utility companies. WEDC submits the following reports on their programs throughout the grant period:

- **Legislative Activities Report:** On or before January 31 and July 31 annually, WEDC must submit to the Ethics Commission a statement that identifies the officers and employees of the agency who are paid a salary and whose regular duties include attempting to influence legislative action. (Wis. Stat. § 13.695)

- **Items of Value Report:** No later than April 30 annually, WEDC must submit to the Ethics Commission a report specifying the source and amount of anything of value received by the WEDC during the preceding calendar year for a purpose specified in Wis. Stat. § 19.56(3)(e) and the program or activity in connection with which the thing is received, together with the location and date of that program or activity.
- **Conflicts of Interest Report:** Annually, for the previous fiscal year, WEDC's Chief Executive Officer or Chief Legal Officer must report to the Board of Directors: (Wis. Stat. § 238.046) the name of WEDC employees or WEDC Board members who have a direct or indirect, private, pecuniary interest in a contract being negotiated, bid for, or entered into with WEDC, and the relevant contract. In addition, the name of WEDC employees who have a controlling interest in an entity that is negotiating, bidding for, or entering into a contract with WEDC, and the name of the entity must likewise be reported.
- **Ethics Hotline Report:** Annually, WEDC will provide the Board with a report on all ethics cases submitted to WEDC's Ethics Hotline for the previous fiscal year.
- **Suspected Fraud, Misconduct, or Misrepresentations Report:** Annually, WEDC will provide the Board with a report on any suspected misrepresentations by WEDC awardee applicants and recipients that have been referred to authorities.

Wisconsin Solar for All also includes the following ethical agreements in contracts with partners:

- **Cost Control Agreements:** Contracts with property owners will include mandates that ensure landlords do not raise rents to compensate for reduced power bills due to solar power installation.
- **Diversity Agreements:** Contracts with colleges and workforce development programs will ensure that they concentrate recruitment efforts on people most affected by the negative effects of low income in Wisconsin.
- **Compensation Agreements:** Contracts with construction companies will include mandates that ensure fair compensation, including working with unions and ensuring livable wages for non-union construction workers.

**WEDC Board-level Policies:** The following WEDC policies have been finalized and were approved by the board on November 29, 2022. WEDC will continue to bring these for approval on an annual basis:

- Ethics Policy
- Fund Balance Policy
- Cash and Investment Policy
- Procurement Policy
- Audit Policy
- Awards Administration Policy
- Budget Approval Policy

**WEDC Divisional Procedures:** Each division owns and manages procedures, and all WEDC staff are responsible for carrying out the processes outlined within these procedures.

**WEDC Program Guidelines:** Program guidelines direct the administration of WEDC's award programs. Each WEDC program is covered by a program guideline that describes the program and its purpose, budget, activities, expected outcomes, and relevant statutory parameters, among other information.



**Fund Balance Policy:** Fund balance is the excess of assets over liabilities for governmental fund types. Fund balance can also be thought of as the cumulative balance of revenues exceeding expenditures. WEDC has only one fund, the General Fund. The General Fund is a governmental fund type. WEDC fund balance consists of four categories:

1. Non-spendable - used for amounts that cannot be spent, such as prepaid expenses, and long-term receivables. The majority of WEDC's non-spendable fund balance represents outstanding loan balances.
2. Restricted - unspent funds with third-party constraints on their use, including open award contracts. WEDC also receives Brownfield Site Assessment and State Small Business Credit Initiative (SSBCI) funding, which can only be spent on those specific programs.
3. Assigned - amounts that are intended to be used for a specific purpose. Amounts included in the assigned category on the budget summary include funds set aside for:
  - a. open commitments.
  - b. estimated amount owed to the state for a long-term note payable incurred under the Department of Commerce for pension obligation; and c. other amounts expected to be used in next year's budget.
4. Unassigned - any remaining equity after all other categories have been calculated. WEDC policy targets unassigned fund balance to be two months of operating expenditures.

WEDC focuses on fund balance to manage our financial position, including understanding the commitments, open contracts, and payments of loans. WEDC's fund balance is fully compliant with the Governmental Accounting Standards Board (GASB).

**Cash and Investment Policy:** This policy establishes the framework for WEDC's daily banking and investment activities. The primary objectives of this policy for idle cash, in order of priority, are safety, liquidity, and yield. WEDC investments are limited to those permitted by the policy. Funds subject to additional federal, state, and/or contractual laws and regulations are invested according to those laws and regulations. WEDC reports cash and investment activities to the Audit and Budget Committee on a quarterly basis. The report includes investments held and transactions made. It also discusses the current portfolio in terms of maturity, liquidity, rates of return, market values at risk, and other features.

**Audit Policy:** WEDC is subject to the following audits:

- The Annual Comprehensive Financial Report (ACFR), which includes a set of financial statements and related notes audited independently in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in Government Auditing Standards. WEDC has been successful in winning the Government Finance Officers Association's Certificate of Achievement Award for Excellence in Financial Reporting for its annual comprehensive financial reports for 10 consecutive years. The report is judged by an impartial panel to meet the high standards of the program, which includes demonstrating a constructive "spirit of full disclosure" to clearly communicate its financial story and motivate potential users and user groups to read the report.
- Wis. Stat. § 238.03(2)(e) requires WEDC to annually and independently verify the accuracy of the information required to be reported, using a sample of loan awards, and tax credits. WEDC engages an independent auditor to perform adequate sample

selection audits on an annual basis to verify the information provided by awardees to WEDC.

- Following Wis. Stat. § 13.94(1)(dr), the Legislative Audit Bureau conducts a biennial financial audit and program evaluation audit of the economic development programs administered by WEDC.
- Information systems security audits are performed annually by an external party through risk assessment and/or penetration testing to ensure proper controls and adequate security safeguards are implemented following applicable standards and best practices.

### **Investing in Consumer Protection and Household Savings**

Wisconsin Solar for All will utilize existing robust consumer protection laws, strategies and guidelines to ensure compliance and safeguards are in place for participants. WSFA will collaborate with Focus on Energy, which has safeguards in place to strengthen and expand the existing Focus on Energy Trade Ally network, positioning it as a preferred vendor qualification to ensure accountability, high-quality service, and consumer protection.

WSFA will require its administrator to conduct regular reviews of solar deployment, household savings, and other key features to maintain quality control and transparency. These reviews will also ensure accountability in how funds are spent, household savings are delivered, and customers are served.

Disclosure forms will be required from all vendors and reviewed to ensure the forms meet all compliance requirements. These forms will offer participants comprehensive details, including a financial summary of savings and costs, contract terms, system equipment, warranty information, as well as estimates on system price, performance, and other relevant details.

### **TIMELINE AND MILESTONES**

The following timeline outlines key tasks:

<b>Timeline and Milestones</b>				
<b>Task</b>	<b>Start Date</b>	<b>End Date</b>	<b>Interim Milestones</b>	<b>Deliverables</b>
Stakeholder Engagement (Stakeholder Advisory Group (SAG) meetings)	October 21, 2024	February 14, 2025	Monthly Stakeholder Advisory Group (SAG) working group meetings	Stakeholder Engagement Report (completed for planning period)
Program design	January 6, 2025	April 30, 2025	Refine the strategy, metrics, and outcomes for all program elements as required by the terms and conditions, including: <ul style="list-style-type: none"> <li>• Household energy savings calculations</li> <li>• Total number of households served</li> <li>• New solar generation capacity added</li> <li>• Estimated reduction and avoidance of GHG emissions</li> </ul>	Implementation Plan (completed)



Timeline and Milestones				
Task	Start Date	End Date	Interim Milestones	Deliverables
			<ul style="list-style-type: none"> <li>• Workforce development outcomes</li> <li>• Strategy for equitable access and meaningful involvement</li> <li>• Resilience and sustainability benefits</li> <li>• Promotion of community ownership models</li> <li>• Financial assistance strategy</li> <li>• Technical assistance, income verification, and customer acquisition process</li> <li>• Framework for participatory governance</li> <li>• Education and outreach initiatives</li> <li>• Fiscal responsibility and stewardship</li> </ul>	
Develop Quality Management Plan (QMP)	January 6, 2025	February 25, 2025		Detailed Quality Management Plan (QMP) (completed)
Develop Quality Assurance Project Plans (QAPP)	February 14, 2025	March 11, 2025		Detailed Quality Assurance Project Plans (QAPP) (completed)
Submit Implementation work plan	June 6, 2025			Implementation work plan (pending approval)
Develop Administrator Request for Proposals	January 6, 2025	June 13, 2025	Define scope of work for the Administrator (PA)	Administrator RFP outlining all activities and responsibilities of the Administrator (completed)
Select Program Administrator	June 13, 2025	September 25, 2025	<ul style="list-style-type: none"> <li>• Release program administrator RFP</li> <li>• Assemble RFP review panel</li> <li>• Score RFP responses</li> <li>• Select administrator and conduct contract negotiations</li> </ul>	Executed program administrator contract
Program launch	Winter 2025			Program opens. Starts providing technical assistance and financial assistance to qualifying projects.
Reporting and Compliance Activities	May 1, 2024	August 28, 2029		Semi-annual performance reports and semi-annual

Timeline and Milestones				
Task	Start Date	End Date	Interim Milestones	Deliverables
				transaction-level and project-level data
Program close out	June 30, 2030	January 30, 2032		Close out report

A program timeline in Excel format, adhering to the EPA template, is included in the work plan package.

## REPORTING REQUIREMENTS

### Performance Reports

**Semi-Annual Report:** The program agrees to submit semi-annual performance reports electronically to the EPA Project Officer within thirty calendar days after the semi-annual reporting period ends. The semi-annual reporting periods are as follows: July 1 to December 31; January 1 to June 30. The semi-annual performance report should cover activities from the preceding two quarters.

**Final Report:** The program agrees to submit a final report in a format conducive for immediate public consumption. The final report must contain detailed narratives describing program performance for the entire period of performance, representing an overall assessment of the recipient's implementation of its EPA-approved Solar for All Workplan, supported with qualitative discussions and quantitative metrics. Additionally, the program should detail its program strategy and plans for performance reporting under the Closeout Agreement. The program will include the following broad, non-exhaustive elements in its final report:

- Progress towards objectives on key performance metrics over the entire period of performance,
- Summary of key activities completed in the entire period of performance, including case studies across different types of financial assistance and project-deployment technical assistance undertaken to enable income-qualified and disadvantaged communities to deploy or benefit from zero-emissions technologies,
- Geographic coverage of financial assistance and project-deployment technical assistance deployed in the entire period of performance,
- Descriptions and examples of actions the program took over the entire period of performance to meaningfully involve the communities the program serves in program design and operations,
- Plans for key activities (including current transaction pipeline) to be completed as well as outputs and outcomes to be achieved under the Closeout Agreement.

The program agrees to submit the final performance report electronically to the EPA Project Officer no later than 120 calendar days after the end date of the period of performance.

**Transaction-Level and Project-Level Data Reports:** The program agrees to submit semi-annual transaction-level and project-level data in accordance with information collection instruments approved through GGRF Accomplishment Reporting (EPA ICR Number 2783.01, OMB Control Number 2090-NEW). The program agrees to submit the transaction-level and project-level data electronically to the EPA Project Officer within thirty calendar days after the semi-annual reporting period ends. The semi-annual reporting periods are as

follows: July 1 to December 31; January 1 to June 30. The semi-annual transaction-level and project-level reports should cover transactions originated in the preceding two quarters.

## **BUDGET NARRATIVE**

### **Project Budget**

WSFA has a \$62 million budget plus \$400,000 of in-kind technical assistance. The budget will be distributed across various categories including personnel, fringe benefits, travel, supplies, contractual services, and financial assistance. Below is a breakdown of the allocation of funds over the five-year program.

**Personnel:** Personnel costs amount to \$1,291,130 over the five-year period, supporting key staff, including:

- 0.7 FTE at \$127,500/year for the WEDC Vice President of Productivity and Sustainability, with a total cost of \$473,840 for the total grant period of performance.

This senior-level role provides strategic leadership and oversight for the Solar for All program. The VP ensures that the program aligns with overall goals, fosters stakeholder relationships, and drives high-level decision-making. The VP's involvement ensures the program stays on track, addresses key challenges, and achieves long-term objectives, including maintaining relationships with public and private sector partners. Their focus is on ensuring program objectives are met while also navigating regulatory and financial complexities.

- 1 FTE at \$90,900 for the WEDC Project Director Solar for All, costing \$482,600 for the total grant period of performance.

The Project Director is responsible for managing the day-to-day operations of the Solar for All program. This role ensures the work plan is executed effectively, manages project timelines, and coordinates with other departments and stakeholders. The Project Director oversees the implementation of program activities, from outreach to partnerships with community-based organizations (CBOs) and ensures that the program delivers on its targets.

- 1 FTE at \$80,000 for a Project Manager starting in Year 2, costing \$334,690 for the total grant period of performance.

The Project Manager will support both the Vice President and the Project Director by managing specific components of the work plan. This role focuses on detailed coordination, tracking project progress, compliance, and managing technical and operational tasks. The Project Manager ensures that each stage of the program—such as vendor management, partner engagement, and reporting—runs smoothly. They provide essential support in streamlining workflows, ensuring compliance with reporting requirements, and addressing challenges that arise during implementation.

**Fringe Benefits:** Fringe benefits total \$523,842, calculated as follows:

- 0.7 FTE allocation for the Vice President of Productivity and Sustainability totals \$161,899. Fringe benefits for Year 1 for the Vice President of Productivity and Sustainability are calculated at 34% of the portion of the salary funded by Solar for

All. The precise percentages and corresponding dollar amounts are broken down as follows:

- FICA: 7.5% of the allocated salary, amounting to \$6,678.
- Health Insurance: 17.1% of the allocated salary, equaling \$15,292.
- Pension: 6.9% of the allocated salary, contributing \$6,159.
- Prof Development: 1.2% of the allocated salary, contributing \$1,050.
- Other Benefits (including leave): 2.15% of the allocated salary, totaling \$1,919.

The total fringe benefits for this role in year 1 amount to \$31,097, with a 3% annual escalator applied for subsequent years.

- 1 FTE Project Director: \$204,678. Fringe benefits for Year 1 for the Project Director are calculated at 43% of their salary. The exact percentage and corresponding dollar amounts are detailed as follows:
  - FICA: 7.5% of the salary, amounting to \$6,829.
  - Health Insurance: 24.7% of the salary, totaling \$21,846.
  - Pension: 6.9% of the salary, contributing \$6,272.
  - Prof Development: 1.7% of the salary, equating to \$1,500.
  - Other Benefits (including leave): 3.0% of the salary, amounting to \$2,742.

The total fringe benefits for this role in year 1 amount to \$39,188, with a 3% annual escalator applied for subsequent years.

- 1 FTE Project Manager starting Year 2: \$157,265. Fringe benefits for the Project Manager, starting in year 2 are calculated at 47% of their salary. The exact percentage and corresponding dollar amounts are detailed as follows:
  - FICA: 6.8% of the salary, amounting to \$5,400.
  - Health Insurance: 28.0% of the salary, totaling \$22,427.
  - Pension: 6.8% of the salary, contributing \$5,440.
  - Prof Development: 1.9% of the salary, equating to \$1,500.
  - Other Benefits (including leave): 3.5% of the salary, amounting to \$2,824.

The total annual fringe benefits for this position are \$37,590. with a 3% annual escalator applied for subsequent years.

**Travel:** Travel costs, including local and out-of-state conferences, amount to \$68,135. This includes:

- Attendance at National Renewable Energy Conference (RE+, Anaheim or Las Vegas) for two staff members each year. This participation is essential for staying updated on best practices and industry trends, ensuring the program aligns with evolving standards. The budget covers round-trip airfare from Madison to Anaheim or Las Vegas, a per diem of \$92 per day for each staff member and hotel accommodations at \$191 per night.
- Attendance at the National Energy Summit for States in Washington, D.C. The budget includes round-trip airfare from Madison to Washington, D.C., a per diem of \$92 per day for each staff member, and hotel accommodations at \$275 per night.
- In-State Travel for Groundbreakings, Ribbon Cuttings, and Media Events: Two senior staff will travel within Wisconsin for events such as groundbreakings and media engagements. Budgeted expenses include 10 nights of hotel accommodations per year at \$140 per night and a per diem of \$80 per day for each staff member.

- Travel also includes 200 miles per month per staff member at a rate of \$0.65/mile.
- In-State Travel for Outreach, Site Visits, Training Demonstrations, and Community Meetings: Travel will include outreach activities and site visits, with particular emphasis on community meetings and training sessions, including visits to Native Nations Reservations. Local mileage for two senior staff members is calculated at 200 miles per month per person at \$0.65/mile.

**Equipment:** There are no equipment expenses associated with this grant.

**Supplies:** Office supplies and materials essential for outreach, training, and program implementation are budgeted at \$12,400 over the program period, with an annual allocation of \$3,100 starting in year 2. Below is a preliminary list of supplies. WEDC will utilize its established procurement policies to efficiently acquire necessary supplies, ensuring cost-effectiveness and alignment with program goals. Specific acquisition procedures will be outlined in the implementation work plan to ensure transparency and accountability throughout the process.

Category	Description	Annual Allocation
Office Supplies	General office materials such as paper, pens, markers, binders, notebooks, and folders.	\$800
Workshop Supplies	Materials for training sessions and outreach workshops, including flip charts, sticky notes, handouts, and participant kits.	\$2,000
Miscellaneous	Unforeseen expenses such as additional supplies or special event needs.	\$300
	<b>Total</b>	<b>\$3,100</b>

**Contractual Services:** Contractual services will total \$9,908,321, including the following:

**Contractual Administrator(s):** \$4,661,452

The Administrator will be a dedicated team of professionals who will provide technical assistance to WEDC and to WSFA subawardees. This experienced company will facilitate marketing and community outreach, beneficiary engagement, technical assistance, reporting, contractor management, community engagement and education, and workforce development activities, ensuring effective and efficient delivery of financial assistance in alignment with WSFA goals.

Responsibilities include coordinating and executing community engagement initiatives, provide technical assistance for project deployments across Wisconsin, and monitoring and reporting on financial assistance distribution. Throughout the WSFA's duration, the Administrator will provide periodic reporting to stakeholders, ensuring transparency and accountability.

The cost for the Administrator's services is estimated at 10% of the total financial assistance budget. The administrator may be a single entity or a partnership of multiple entities with the expertise and capacity needed to deliver the program's benefits effectively. WEDC will engage the Administrator through a competitive Request for Proposal (RFP) process to identify the most qualified candidate for the role. The RFP will include detailed key performance indicators to ensure the selected administrator has the necessary experience and expertise to successfully achieve the objectives of the Solar for All program.

**Community Engagement, Education, and Workforce Development Financial Assistance: \$4,517,420**

This funding provides direct financial assistance for initiatives that advance community engagement, education, and workforce development related to solar energy deployment across Wisconsin, in alignment with the WSFA workplan and the Solar for All Terms and Conditions. The WSFA Administrator will collaborate with nonprofit organizations, technical colleges, and other eligible entities to design and implement programs that build local capacity, raise public awareness, and ensure workforce readiness for solar installation and maintenance. Funding will support activities that promote equitable access to training and employment opportunities within the solar industry. Allowable activities include, but are not limited to:

- Community Ambassadors
- Curriculum Partnerships.
- Educational Toolkits
- Skills Training Programs
- Apprenticeships / Internships
- Contractor Accelerators
- Career Coaching & Navigation
- Wraparound Services

**Outreach Consultant (approximately 543 hours per year @ \$184/hour with a 3% escalator): \$511,250**

The Outreach Consultant will lead the design and execution of community engagement activities aimed at increasing awareness and participation in the program, particularly among underserved communities. This consultant will provide information for the development of outreach materials, conduct workshops, and facilitate partnerships with local organizations. The consultant's work will span over the program duration, involving consistent engagement with stakeholders to ensure inclusive participation. Procurement will involve a competitive selection process, ensuring the consultant has a strong track record in public engagement and renewable energy outreach. The consultant will be selected through a competitive process in accordance with WEDC procurement policies and will be responsible for facilitating the Stakeholder Advisory Group (SAG) meetings and other related activities as determined by the program director and the SAG.

Outreach Consultant, approximately 543 hours per year at \$184 per hour.	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	\$80,336	\$103,000	\$106,090	\$109,361	\$112,551	\$511,250

**Legal Consultant (approximately 51 hours per year @ \$256/hour with a 3% escalator): \$56,258**

The Legal Consultant will provide advice on compliance with federal, state, and local regulations related to the Solar for All program. This includes reviewing contracts, ensuring adherence to energy policies, and helping navigate legal challenges tied to program implementation. The legal consultant's engagement will be on an as-needed basis throughout the program duration. Given the specialized nature of the work, procurement will follow a qualifications-based selection process.

Legal Consultant, approximately 51 hours per year at \$256 per hour.	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	\$0	\$13,447	\$13,851	\$14,266	\$14,694	\$56,258

**Events Consultant (approximately 32 hours per year @ \$184/hour with a 3% escalator, 2 events/year): \$25,037**

The Events Consultant will facilitate two major events annually for Wisconsin Solar for All. These events will include workshops and stakeholder gatherings aimed at raising awareness, fostering collaboration, and showcasing progress in solar adoption. The consultant will handle logistics, event coordination, and participant engagement. Procurement will involve a competitive bid process to ensure the selection of a highly qualified consultant with experience in energy-related events.

Events Consultant (event facilitator, approximately 32 hours per year at \$184 per hour) - 2 events/year	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	\$0	\$6,065	\$6,247	\$6,435	\$6,290	\$25,037

**Year-End Single Audit Reports (assuming a 3% cost escalator): \$31,905**

To comply with grant requirements, a Year-End Single Audit will be conducted annually by an independent auditor. This audit will ensure proper financial management and adherence to federal regulations governing the program. The auditor will review the program's financial statements and internal controls. Procurement will follow WEDC's procurement policies.

Year End Single Audit reports	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	\$6,009	\$6,190	\$6,375	\$6,567	\$6,764	\$31,905

**Internal Third-Party Auditor: \$105,000**

The Internal Third-Party Auditor will provide independent oversight to ensure program integrity, reviewing internal operations, vendor contracts, and financial distributions. The auditor's work will occur at various stages throughout the program duration, with an emphasis on identifying risks and ensuring compliance with all applicable guidelines. Procurement will follow WEDC's procurement policies.

Internal Third- Party Auditor	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	\$5,000	\$25,000	\$25,000	\$25,000	\$25,000	\$105,000

**Construction:** Not Applicable. Wisconsin Solar for All will not fund activities such as site preparation, demolition, construction or permanent improvements to facilities, major renovations, contamination remediation, or associated architectural, engineering, or contractor services.

**Other - Subawards (Financial Assistance):** Includes financial assistance for solar installations across single-family, multifamily, and community solar projects totaling \$50,246,171.

- **Financial Assistance Subaward (Grants) – Single-Family Homes:**  
**\$12,906,694**



The subaward recipient has not yet been identified and will be selected using WEDC's awards procedures prior to any subaward drawdown. Subawards will be granted to organizations selected to deliver the benefits of the Solar for All program to eligible recipients. These organizations are most likely to be nonprofit, income-qualified single-family housing developers. The selection will be conducted in accordance with the EPA's Subaward Policy.

- **Financial Assistance Subaward (Grants) – Multifamily Homes: \$9,421,427**  
The subaward recipient has not yet been identified and will be selected using WEDC's awards procedures prior to any subaward drawdown. Subawards will be granted to organizations selected to deliver the benefits of the Solar for All program to eligible recipients. These organizations are most likely to be income-qualified multifamily housing developers. The selection will be conducted in accordance with the EPA's Subaward Policy.
- **Financial Assistance Subaward (Grants) – Community Solar: \$27,298,050**  
The subaward recipient has not yet been identified and will be selected using WEDC's awards procedures prior to any subaward drawdown. Subawards will be granted to organizations selected to deliver the benefits of the Solar for All program to eligible recipients. These organizations are most likely to be utilities, cooperatives, municipalities, and Tribes. The selection will be conducted in accordance with the EPA's Subaward Policy.
- **Financial Assistance Subaward (Grants) – SolarShare Wisconsin Cooperative Community Solar: \$620,000**  
This subaward to SolarShare Wisconsin Cooperative provides financial assistance to program beneficiaries through a membership-based model. Under this approach, member-investors receive shares in community solar projects. Instead of receiving monthly bill credits for kilowatt-hours (kWh) of solar energy consumed, members receive dividend payments based on their share ownership. These dividend payments must be equivalent to at least 20% of the member household's electricity bill. This model offers a streamlined alternative by eliminating the need for utility companies to implement special billing procedures.

**Other - Participant Support Costs:** Wisconsin Solar for All will not cover stipends, subsistence allowances, travel allowances, or registration fees paid to or on behalf of participants or trainees.

**Indirect Cost:** Not Applicable. Wisconsin Solar for All will not charge indirect costs to the project budget, as general operations are funded by the overall WEDC budget.

**Program Income:** As a grant-based program, Wisconsin Solar for All will not generate any program income.

**Other - In-Kind Technical Assistance:** WEDC will receive \$400,000 in in-kind technical assistance from the National Renewable Energy Laboratory (NREL).