September 17, 2024



Mr. Will Seuffert Executive Secretary Minnesota Public Utilities Commission 121 7<sup>th</sup> Place East Suite 350 St. Paul, MN 55101-2147

### RE: In the Matter of Impacts of the "Capacity" Definition in Minn. Stat. § 216B.164 and Associated Rules on Net Metering Eligibility for Rate-Regulated Utilities Docket No. E017/CI-24-200 Reply Comments

Dear Mr. Seuffert:

Otter Tail Power Company (Otter Tail) hereby submits to the Minnesota Public Utilities Commission (Commission) its Reply Comments in the above-referenced matter.

We have electronically filed this document with the Commission and copies have been served on all parties on the attached service list. A Certificate of Service is also enclosed.

Please contact me at 218-739-8227 or <u>canderson@otpco.com</u> if you have any questions regarding this filing.

Sincerely,

/s/ CODY ANDERSON Cody Anderson Transmission & Distribution Studies Engineer Delivery Planning

lcd Enclosures By electronic filing c: Service List



### STATE OF MINNESOTA BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

In the Matter of Impacts of the "Capacity" Definition in Minn. Stat. § 216B.164 and Associated Rules on Net Metering Eligibility for Rate-Regulated Utilities Docket No. E017/CI-24-200

**REPLY COMMENTS** 

## I. INTRODUCTION

Otter Tail Power Company (Otter Tail) respectfully submits these Reply Comments in response to the Initial Comments submitted by the Department of Commerce, Division of Energy Resources (The Department), Xcel Energy, Dakota Electric Association (DEA), Minnesota Power, Minnesota Solar Energy Industries Association (MnSEIA), Nokomis Energy, and Minnesota Rural Electric Association (MREA) on September 3<sup>rd</sup>, 2024 in the above dockets.

# II. OTTER TAIL RESPONSES

The Initial Comments from the Department, MnSEIA, and Nokomis correctly quote the statutory definition of capacity in Minn. Stat. §216B.164, subd. 2a, however, they misconstrue the Commission's rules implementing that definition and PURPA requirements, while ignoring other Commission rulings and relevant statutes.

The Commission's rules, in part 7835.0100, subp. 4, define capacity as: "...the capability to produce, transmit, or deliver electric energy, and is measured by the number of megawatts alternating current at the point of common coupling between a qualifying facility and a utility's electric system." The Department, MnSEIA and Nokomis ignore this rule's salient language, which refers to "capacity" as "the *capability to produce*, transmit or deliver electric energy . . .." (Emphasis added). They also ignore the Commission's explanation in its Statement of Need and Reasonableness that "capacity is, in effect, the amount of *electricity actually produced*."<sup>1</sup> Hence, these commenters completely ignore the fact that a distributed solar facility's capacity is determined by its production capability, not by how much power is "exported" beyond the customer premise to the grid. And because the statute defines capacity as its *alternating current*, a generation facility's capacity is properly tied to the *production capability*, or nameplate rating, of its inverters.

<sup>&</sup>lt;sup>1</sup> SONAR R-04214 pg. 4 – In the Matter of the Proposed Rules of the Public Utilities Commission Governing Cogeneration and Small Power Production.

As explained in the Initial Comments of Xcel Energy, MREA, Dakota Electric, and the other utilities, MnSEIA's interpretation of capacity (apparently adopted by The Department and Nokomis Energy) does not align with the statutes applying that term to net metering or with the Commission's definition of "Capacity" in Rule Part 7835.0100, subp. 4, which measures the capacity based on the system's "*capability to produce*." And as Dakota Electric pointed out in its Initial Comments, the Commission's definition of "point of common coupling" does not support MnSEIA's misreading of those relevant statutes and rules.

The basis behind MnSEIA and Nokomis Energy's misconstrued and incorrect conclusions is their misunderstanding of the differences between the Point of DER Connection / Interconnection (PoC / POI) and the Point of Common Coupling (PCC), both of which were defined in Otter Tail's Initial Comments. MnSEIA and Nokomis Energy are seemingly conflating the PoC / POI definition with the definition of the PCC as if they represent the same point within the system. As previously outlined in our Initial Comments, the PoC / POI is the point just beyond the inverters on the alternating current (AC) side and before any onsite customer load where the generator production is measured by the aggregate nameplate rating of the inverter(s), which are the devices that convert the direct current (DC) into usable 60 Hz alternating current (AC). Conversely, the PCC is the point beyond both the PoC / POI and the customer onsite load where any excess generation gets exported out to the Distribution Grid or Area Electric Power System (Area EPS). MnSEIA is incorrectly arguing that the exported value, which is inclusive of onsite customer load, is the location to measure capacity as it pertains to qualifying for certain rate eligibility. Due to customers being able to add or remove onsite load without informing the Utility, this would make capacity variable in nature, at the point MnSEIA wants to measure it. This means there would be no fixed capacity value to properly classify the capacity of the facility in an adequate, fair, and consistent manner. The only reasonable location to classify a facility's capacity is the PoC / POI, as outlined extensively in Otter Tail's Initial Comments. This is because measurement at the PoC / POI location provides a *fixed* (exclusive of onsite load) and *consistent* way to measure capacity so that the utility may determine if the capacity qualifies for the average retail utility rates for 40 kW and under.

As explained in MREA's Initial Comments and the Initial Comments of others, the plain language of the capacity definition statute ties a Qualified Facility's (QF's) eligibility for retail rate compensation specifically to the capacity that QF possesses. In other words, a QF's net input to the grid is eligible for retail rate compensation only if it is produced by a QF that has a capacity below 40 kilowatts. The statute clearly differentiates between "net input" or "export" to the grid on one hand and a "QF's capacity" on the other. If the

statute had meant what MnSEIA, Nokomis Energy, and The Department suggest, it would have simply provided that a QF's "net input of up to 40 kilowatts is eligible for retail rate compensation." Instead, the statute says a QF's "net input" is eligible for retail rate compensation *if that net input comes from "a qualifying facility having less than 40 kilowatts capacity*..." Therefore, MnSEIA's interpretation that a QF's net grid export defines its capacity is nonsensical and cannot be reasonably reconciled with the plain language found in the statute. MnSEIA's interpretation also conflicts with the statutorily defined intent that net metered facilities are for the purpose of offsetting energy use, not exporting power to the grid because it would allow retail rate compensation for net exports without accounting for the interconnection customer's onsite load and offsetting use of the QF's production.

The Department and MnSEIA also do not properly apply subd. 2 of Minnesota's PURPA Implementation Statute, which provides that the FERC regulations under PURPA, unless otherwise provided by the Minnesota PURPA Implementation Statute, apply to all Minnesota electric utilities, including cooperative electric associations and municipal electric utilities. The Company's Initial Comments showed that the FERC's regulations under PURPA require that the capacity of a QF be measured based on energy produced at the inverter with no off-set for onsite load not associated with the energy generation.

Yet, the Department acknowledges that the "net metered" facility, under the Minnesota PURPA Implementation Statute, and a QF under both this statute and PURPA, have the same definition of capacity. We agree with the Department that the definition of the capacity of a "net metered facility" is the same as that for a QF. A "net metered facility" is a subset of what qualifies as a QF. A "net metered facility" is a QF that is constructed for the purpose of offsetting energy use through the use of renewable energy or high-efficiency distributed generation sources (Minn. Stat. §216B.164, subd. 2a (j)) and if it has a capacity below a certain threshold (40 kW for cooperative and municipal utilities, 1000 kW for investor-owned utilities) it is eligible for average retail utility rate compensation.

The inter-relatedness of what the term "capacity" means for QFs and "net metered facilities" as a subset of QFs is apparent in the fact that neither the applicable statutes nor rules suggest any difference between the two. The state statutes equate the capacity determination for each in subd. 3 (pars. e and f) and in subd. 3a (par. b). The Uniform Statewide Contract under Minn. R. 7835.9910 (to which net metering applies) refers to the customer as being a QF. Instead of following the FERC definition of capacity for a QF under PURPA and using the same approach for a "net metered facility," the Department suggests an alternate definition of capacity for a "net metered facility" different than how

FERC defines capacity for a QF. This approach would violate the state law that requires symmetry between the Minnesota PURPA Implementing Statute and PURPA.

The Department further shows its misunderstanding of the interrelatedness of capacity definitions for billing and interconnection purposes at page 7 of its comments where it asserts the following:

For purposes of interconnection requirements, DER capacity is referred to in a distinct manner from that of net-metered rate eligibility. This distinct approach is appropriate for the context, given the safety and reliability concerns related to interconnection, but it also must remain distinct from net-metered rate eligibility.

The Department's position is untenable. State law requires participants in net metering to sign the Commission's Uniform Statewide Contract at Minn. R. 7835.9910. This contract form has a blank space towards the beginning where the party need to enter the "rating" of the QF system that is subject to the Uniform Statewide Contract. Under MN DIP 1.1.5, the Uniform Statewide Contract replaces the need to have a signed Minnesota Distributed Energy Resource Interconnection Agreement (MN DIA) where the system is 20 kW or less capacity. Accordingly, there are many QFs that have signed the Uniform Statewide Contract with a single set capacity size that applies to both the MN DIP size and net metering size. Further, there are many systems that require having both a signed Uniform Statewide Contract and a MN DIA. Under the Department's approach, these two contracts would reflect differently sized systems. This would unnecessarily complicate the already complex statewide interconnection and net metering process in Minnesota.

# **III. CONCLUSION**

The Commission should not change its long-standing interpretation of "capacity." The Commission should continue to align with the FERC definition of capacity for QFs (and the subset of QFs called net metered facilities). The Minnesota PURPA Implementation Statute on this issue has not changed. It would not be proper for the Commission to change its interpretation of this statute now.

Dated: September 17, 2024

Respectfully submitted,

# **OTTER TAIL POWER COMPANY**

By: <u>/s/ CODY ANDERSON</u> Cody Anderson Transmission & Distribution Studies Engineer Delivery Planning Otter Tail Power Company 215 S. Cascade Street Fergus Falls, MN 56537 (218) 739-8227 canderson@otpco.com

# **CERTIFICATE OF SERVICE**

#### RE: In the Matter of Impacts of the "Capacity" Definition in Minn. Stat. § 216B.164 and Associated Rules on Net Metering Eligibility for Rate-Regulated Utilities Docket No. E017/CI-24-200

I, Laura Dewey, hereby certify that I have this day served a copy of the following, or a summary thereof, on Will Seuffert and Sharon Ferguson by e-filing, and to all other persons on the attached service list by electronic service or by First Class Mail.

### Otter Tail Power Company Reply Comments

Dated this 17th day of September, 2024.

### /s/ LAURA DEWEY

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First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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