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December 14, 2017

**—Via Electronic Filing—**

Daniel P. Wolf  
Executive Secretary  
Minnesota Public Utilities Commission  
121 7<sup>th</sup> Place East, Suite 350  
St. Paul, MN 55101

RE: REPLY COMMENTS  
ACQUISITION OF 302.4 MW OF WIND GENERATION  
DOCKET NO. E002/M-17-694

Dear Mr. Wolf:

Northern States Power Company, doing business as Xcel Energy, submits these Reply Comments in response to the parties who submitted comments on or before December 1, 2017 in the above-referenced docket.

Portions of the enclosed documents are marked “NOT PUBLIC” as they contain information the Company considers to be trade secret data as defined by Minn. Stat. §13.37(1)(b). This data includes confidential pricing and other contract terms, as well as bid evaluation criteria. This information has independent economic value from not being generally known to, and not being readily ascertainable by, other parties who could obtain economic value from its disclosure or use. We have marked additional information as “NOT PUBLIC” trade secret because the knowledge of such information in conjunction with public information in our Petition also adversely impact future contract negotiations, potentially increasing costs for these services for our customers. Thus, the Company maintains this information as a trade secret.

Pursuant to Minn. Stat. §216.17, subd. 3, we have electronically filed this document with the Minnesota Public Utilities Commission, and copies have been served on all parties on the attached service list. Please contact Chris Shaw at (612) 330-7974 or [christopher.j.shaw@xcelenergy.com](mailto:christopher.j.shaw@xcelenergy.com) if you have any questions regarding this filing.

Sincerely,

/s/

BRIA E. SHEA  
DIRECTOR, REGULATORY & STRATEGIC ANALYSIS

Enclosures  
c: Service List

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STATE OF MINNESOTA  
BEFORE THE  
MINNESOTA PUBLIC UTILITIES COMMISSION

Nancy Lange	Chair
Dan Lipschultz	Commissioner
Matthew Schuerger	Commissioner
Katie J. Sieben	Commissioner
John A. Tuma	Commissioner

IN THE MATTER OF THE PETITION OF  
XCEL ENERGY FOR APPROVAL OF THE  
ACQUISITION OF 302.4 MW WIND  
GENERATION

DOCKET No. E002/M-17-694

**REPLY COMMENTS**

**OVERVIEW**

Northern States Power Company, doing business as Xcel Energy, submits these Reply Comments in response to the parties who submitted comments on or before December 1, 2017 in the above-referenced docket. In particular, we respond to the Department’s analysis and concerns regarding our compliance with the modified Track 2 process in advancing the Dakota Range I and II projects (collectively “Dakota Range”).

**REPLY COMMENTS**

In its Comments, the Department focused on the specific steps of the modified Track 2 process and concluded that the Company did not comply with the first step in that process—namely that it “justify a self-build proposal in light of the results of an RFP for IPP projects, for which proposals must be received shortly after Xcel submits its self-build proposal.”<sup>1</sup> The Department therefore concluded that the Company “did not follow the modified Track 2 process or another sufficiently competitive process to select Dakota Range I-II.”<sup>2</sup> On this basis, the Department recommends that the Commission deny the Company’s petition without prejudice.

We acknowledge the Department’s legitimate concerns regarding our acquisition process, and we appreciate the opportunity to provide additional information regarding our process and ultimate selection of Dakota Range for recommendation to

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<sup>1</sup> Department Comments at 4.

<sup>2</sup> Department Comments at 3.

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the Commission. We likewise acknowledge that our Dakota Range petition was filed several months after bids were received in the RFP and that this represents a departure from the modified Track 2 process. That said, our Dakota Range petition grew out of our 2016 RFP process, which was highly competitive and resulted in several projects that have already been approved by this Commission. And while we did not recommend approval of Dakota Range in our initial petition for the 1,550 MW portfolio, it is the next best project available from that RFP process and now has even better pricing and transmission certainty compared to Apex's initial bid. The net result is that Dakota Range—despite qualifying for only 80 percent of the PTC—has an LCOE within the range of projects comprising our initial 1,550 MW portfolio (and lower than one the projects in that portfolio). It also has certainty with respect to transmission costs, which sets it apart from every other reasonable alternative in the RFP, as discussed below. We therefore believe our acquisition process for Dakota Range was sufficiently competitive and that the Commission and other stakeholders can look to the RFP for confirmation that it is the best available project and will maximize customer benefits. We also believe our departure from the modified Track 2 process is justified by the unique circumstances that led to our Dakota Range petition and by the impending wind-down of the PTCs.

Delaying our petition for Dakota Range in order to issue another RFP and go through the modified Track 2 process again from the beginning would have substantially impacted the risk associated with qualifying the project for 80 percent of the PTC, which requires an investment of 5 percent of the project's total capital cost in 2017. Moreover, it is highly unlikely that any of the bids submitted in response to a new RFP would be lower than those submitted in 2016 before the PTC stepped down to 80 percent. Even if that were not the case, there are no other available projects from the 2016 RFP with costs close to Dakota Range that have made it through the MISO DPP Study process and have certainty with respect to transmission costs, as discussed further below. Given this, along with the recency of our 2016 RFP, we determined that it was reasonable and in our customers' best interest to move forward with Dakota Range as a follow-on to our 1,550 MW portfolio. In this way, we believe our departure from the modified Track 2 process reflects the Company's responsiveness to changing market conditions and our interest in capitalizing on a unique opportunity to secure substantial customer benefits rather than an attempt to gain any unfair competitive advantage.

Below, we discuss the circumstances and developments that led to our Dakota Range Petition and why we believe these facts justify our limited departure from the modified Track 2 process. We then turn to the 2016 RFP process and discuss why the Commission can be confident that Dakota Range is superior to any other projects that were bid into that RFP.

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**A. Circumstances Leading to Dakota Range Petition**

As discussed in our initial Petition, the Dakota Range project was initially bid into our RFP process in the recently concluded wind portfolio acquisition docket.<sup>3</sup> We ultimately did not pursue negotiations with APEX during that process based on our evaluation of the price and non-price factors in the RFP. Since that time, however, a number of things happened that had the combined effect of making Dakota Range a uniquely attractive project for our customers.

First, as a matter of context, we note that during the Commission’s July 2017 hearing on our 1,550 MW portfolio, stakeholders expressed concern regarding the transmission risk associated with some of our projects and our ability to find backup projects if one or more projects were unable to reach commercial operation. The Commission likewise suggested during the hearing that the Company should continue to evaluate and bring forward wind projects that are economical and will result in customer benefits. We listened carefully to this feedback. And as we mentioned during that hearing, we continued to have discussions with RFP bidders throughout the summer so we could continue to evaluate potential projects.

Second, we learned during the course of those ongoing discussions that Dakota Range made it through MISO’s August 2015 DPP Study Cycle and was assigned a reasonable amount of network upgrade costs. In addition, the Dakota Range GIAs<sup>4</sup> have been finalized, and will be executed within the next couple of weeks. This led not only to substantially greater transmission certainty for the project but also had the effect of reducing the total expected capital costs for the project because the assigned network upgrades were lower than APEX initially anticipated. These lower capital costs translate into better economics for the project and greater benefits for customers.

Third, through discussions with both APEX and Vestas, we found an opportunity to further reduce the overall cost (and LCOE) by converting the project from a BOT to a self-build project. To accomplish this, the Company leveraged its pre-existing relationship with Vestas to **[PROTECTED DATA BEGINS**

**PROTECTED DATA ENDS]**.

As a result of this and the lower transmission upgrades costs, we brought the projected LCOE down from APEX’s initial bid of **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS]**.

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<sup>3</sup> Docket No. E002/M-16-777

<sup>4</sup> The Dakota Range project is composed of two MISO interconnection projects – J436 and J437, which are each required to execute a GiA.

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Notably, this is *lower* than the LCOE for our **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]** project, which will qualify for 100 percent of the PTC and was approved by the Commission in the 1,550 MW portfolio docket.

Taken together, these developments led us to conclude that Dakota Range merited Commission consideration (and approval) despite not being included in our initial 1,550 MW petition. We also believe these unique circumstances justify a limited departure from our modified Track 2 acquisition process. Below, we discuss why that departure does not materially impact the competitiveness of our process and why the Commission can be confident that Dakota Range is superior to all other remaining projects from the RFP.

**B. 2016 RFP Results**

APEX bid the Dakota Range project in response to our initial RFP conducted in late 2016 as part of our project acquisition efforts in the wind portfolio acquisition docket. APEX offered multiple iterations of the project, including:

**Table 1  
APEX Project Options**

<b>Bid Format</b>	<b>Project Makeup</b>	<b>LCOE</b>
		<b>[PROTECTED DATA BEGINS</b>
700 MW PPA	Dakota Range I-V	
300 MW PPA	Dakota Range III-IV	
300 MW BOT	Dakota Range I-II	
300 MW PPA	Dakota Range I-II	
		<b>PROTECTED DATA ENDS]</b>

We assessed all projects bid into the RFP on the basis of LCOE in order to group them into similarly priced groups, or tiers. The final rankings and tiers for these projects is included as Attachment A.<sup>5</sup> The highest LCOE to make it into one of the top three tiers was **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]** and the price threshold for the third tier was **[PROTECTED**

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<sup>5</sup> The final ranking of the projects were also included in Attachment B1 of our March 16, 2017 Supplement in Docket No. E002/M-16-777. Note, however, that Attachment A to these Comments includes the Company's internal RFP evaluation team's summary comments, which discuss the transmission certainty (or lack thereof) associated with each of the projects. Although these comments were omitted from Attachment B1 to our March 16 Supplement, we believe they might be helpful in this docket.

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**DATA BEGINS** **PROTECTED DATA ENDS**]. These top three tiers included a total of 26 projects and included **[PROTECTED DATA BEGINS**

**PROTECTED DATA ENDS**]. The other two bids—a PPA and BOT option for 300 MW based on Dakota Range I-II—had LCOEs above the price threshold in the third tier. The BOT option was the more competitive of the two and only missed the threshold by **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS**].

As part of our initial RFP evaluation and selection process, the Company selected only two backup projects from the third tier **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS**] primarily because all of the other projects in that grouping had significant transmission risk. As evidenced in Attachment A, all of the remaining projects in the third tier have a MISO DPP queue position of February 2016 or later, which means they are still exposed to significant interconnection cost uncertainty and risk. MISO estimates<sup>6</sup> that the February 2016 projects will not complete their interconnection studies until June 2018 and will not execute GIAs until November 2018. As mentioned above, all interconnection studies are complete for Dakota Range and will very shortly have executed GIAs. For projects in the fourth tier, the Company did not go so far as creating non-price scores for all of the projects but did compile the transmission details for each project, which are provided in Attachment A.<sup>7</sup> As shown in that attachment, the majority of the bids in the fourth tier also have queue positions of February 2016 DPP or later. As a result, these projects—like the remaining projects in the third tier—continue to have significant interconnection cost uncertainty. Consequently, in our evaluation of potential projects leading to this petition, the Company focused on the five bids with either a generator interconnection agreement (GIA) or August 2015 DPP queue position, both of which have known transmission costs.<sup>8</sup>

The five bids include Dakota Range I-II BOT (Aug 15 DPP), **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS**] Dakota Range I-II PPA (Aug 15 DPP) and **[PROTECTED DATA**

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<sup>6</sup> Reference December 18, 2017 MISO IPTF meeting materials - Estimated DPP Study Schedule Update – West Region:

<https://www.misoenergy.org/Library/Repository/Meeting%20Material/Stakeholder/IPTF/2017/20171218/20171218%20IPTF%20Item%2004%20Estimated%20DPP%20Study%20Schedule%20Update.pdf>

<sup>7</sup> Transmission position served as the most significant driver in the non-price scoring, as it accounted for 5 of the 16 possible points.

<sup>8</sup> Since upgrade cost assignments for the August 2015 DPP queue were published in March of 2017, those bids have known transmission costs.

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**BEGINS** **PROTECTED DATA ENDS**]. Of these five bids, **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS]** was excluded because the Company was unable to successfully negotiate with them on the BOT option that made the back-up shortlist during our initial evaluation, and **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS]** are no longer available as their respective developers have contracted with other off-takers. This leaves Dakota Range as the only remaining transmission risk free project in the first four tiers and highlights the rationale behind the Company advancing Dakota Range for approval in this docket.

Aside from the attractive transmission position, as already discussed, our Dakota Range project (which is based on a conversion of APEX’s BOT bid) has a lower LCOE than was previously bid due to lower than expected network upgrade costs and our special turbine pricing from Vestas. That LCOE is **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS]**, which would have qualified Dakota Range for the third tier in our RFP evaluation process. Aside from Clean Energy #1 (which is part of our approved 1,550 MW portfolio and has a slightly higher LCOE compared to Dakota Range), no other project in the third tier achieved a non-price score above an 11 out of 16 whereas Dakota Range I-II would now achieve a near-perfect score with transmission cost certainty and third-party verified capacity factors, among other positive non-price attributes. It is clear, in other words, that Dakota Range—both as initially bid in its BOT form or as currently proposed as a self-build project—is the next best project available from the 2016 RFP process.

As demonstrated in the table below, the economics of the updated self-build project are extremely compelling with capital costs over **[PROTECTED DATA BEGINS** **PROTECTED DATA ENDS]** lower than the BOT option that was bid into the RFP that just missed consideration and shortlisting in the third tier.

**Table 2  
RFP BOT vs Updated Self Build Comparison**

	Capital Cost \$millions	Capital Cost \$/kW	LCOE \$/MWh
	<b>[PROTECTED DATA BEGINS</b>		
RFP BOT Bid			
Updated Self Build			
	<b>PROTECTED DATA ENDS]</b>		

That all said, we understand the Department has concerns regarding other bids received in the RFP and whether those bids—if also updated to reflect MISO study results or other developments—may outrank Dakota Range. We do not see that as



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possible for a couple of reasons. First, no project bid into the RFP with even remotely similar LCOEs to Dakota Range had a similarly advantageous position in the MISO study queue. The **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]** bid was the only bid with transmission certainty in close proximity to Dakota Range at **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]**, which is still more than **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]** higher than our Dakota Range self-build on an LCOE basis. But that developer has contracted with another off-taker so the project is no longer available. The two other GIA bids in the fourth tier—**[PROTECTED DATA BEGINS PROTECTED DATA ENDS]**—are also no longer available. Even if that were not the case, they had LCOEs priced nearly **[PROTECTED DATA BEGINS PROTECTED DATA ENDS]** higher than Dakota Range. Second, as mentioned above and during the hearing on our 1,550 MW portfolio, we have maintained communication with many of the bidders in the RFP, and we have continued to evaluate wind-related proposals over the course of 2017. Those discussions and evaluations have led us to conclude that Dakota Range is a genuinely unique opportunity, and we believe it may be one of the last projects in NSPM to have transmission certainty until mid-to-late 2018 or later.

Lastly, we note that our Dakota Range proposal is similar to the approach we took with the Courtenay wind farm in 2015.<sup>9</sup> There, the developer of Courtenay (Geronimo) was ultimately unable to move forward with the project as originally bid into the Company’s 2013 RFP. In an effort to preserve the benefits from the project, Xcel Energy negotiated to purchase it from Geronimo and convert the project from its original PPA format to a Company-developed project. Because we had to act quickly to preserve Courtenay’s PTC qualification, we could not issue a new RFP but instead compared the project to bids that were received in the 2013 RFP. By doing so, we were able to demonstrate that Courtenay would provide value to customers in comparison to bids received in the RFP process, including the other projects that were selected from that process (Pleasant Valley, Borders, and Odell). On the basis of this and other analyses, the Department concluded in its Comments that “Xcel’s proposal to purchase and develop the Courtenay Project appears reasonable and consistent with the public interest . . . .”<sup>10</sup> We believe similar circumstances exist here. While Dakota Range was not already in-flight like the Courtenay project, it was bid into our 2016 RFP and represents a limited-time opportunity to secure benefits for our customers that are not otherwise available from the remaining projects in the

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<sup>9</sup> Docket No. E002/M-15-401

<sup>10</sup> Docket No. E002/M-15-401 (DOC’s June 1, 2015 Comments at 23).

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RFP. It also compares favorably to the 1,550 MW portfolio that has already been approved by the Commission.

For all of these reasons, we believe the Commission can be confident that Dakota Range is a highly competitive project; that it will maximize customer benefits; and that our process—despite departing from the modified Track 2 process—was competitively sound. We respectfully request that the Commission approve our Petition.

**C. Approval Timing**

In our initial petition, we requested that the Commission complete deliberations on our proposal sometime before March 15, 2018. We made this request in order to facilitate a planning and construction schedule that would ensure an in-service date for Dakota Range by end of 2021 and, thus, our qualification for 80 percent of the PTC. That said, we recognize that this docket may stretch farther into 2018, and we have revised our planning and construction schedule accordingly. Provided that we receive a Commission decision in the first half of 2018, we remain confident that we will achieve the required milestones and in-service date to qualify the project for 80 percent of the PTC.

**CONCLUSION**

We appreciate the opportunity to respond to the Department's concerns, and we hope that the additional information provided in these comments addresses those concerns and demonstrates that we followed a reasonable selection process and that Dakota Range will maximize benefits for our customers.

Dated: December 14, 2017

Northern States Power Company





## CERTIFICATE OF SERVICE

I, Carl Cronin, hereby certify that I have this day served copies of the foregoing document on the attached list of persons.

xx by depositing a true and correct copy thereof, properly enveloped with postage paid in the United States mail at Minneapolis, Minnesota

xx electronic filing

**Docket No.        E002/M-17-694**

Dated this 14th day of December 2017

/s/

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Carl Cronin  
Regulatory Administrator

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