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mn.gov/commerce/energy

December 9, 2013

Burl W. Haar Executive Secretary Minnesota Public Utilities Commission 121 7th Place East, Suite 350 St. Paul, Minnesota 55101-2147

RE: Supplemental Comments of the Minnesota Department of Commerce, Division of Energy Resources

Docket No. E-002/M-13-315

Dear Dr. Haar:

Attached are the Supplemental Comments of the Minnesota Department of Commerce, Division of Energy Resources (the Department) in the following matter:

In the Matter of a Rate for Large Solar Photovoltaic Installations.

Based on our review of the reply comments of other parties, the Department recommends that the Commission continue with the existing interim solar Standby Service capacity credit of \$5.15 per kW/month until the Commission has made a determination on a final value based on a complete Effective Load Carrying Capability report. The Department expects to provide the Commission its recommendation for a final solar capacity credit by February 14, 2014. The Department is available to answer any questions the Commission may have.

Sincerely,

/s/ CHRISTOPHER T. DAVIS Rates Analyst

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BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

COMMENTS OF THE MINNESOTA DEPARTMENT OF COMMERCE DIVISION OF ENERGY RESOURCES

DOCKET NO. E-002/M-13-315

I. INTRODUCTION

On May 13, 2013, the Commission issued its ORDER SETTING INTERIM RATE AND ESTABLISHING NEW SOLAR RATE DOCKET, in the above-cited docket. In this Order, the Commission established an interim photovoltaic (PV) capacity credit of \$5.15 per kW/month and ordered Northern States Power Company d/b/a Xcel Energy (Xcel) to file a large customer PV rate proposal by October 1, 2013. On October 1, 2013, Xcel filed a letter explaining that the Commission's May 13 Order was issued prior to the passage of legislation establishing the timeline to develop a value of solar (VOS) methodology. Since the capacity value of solar will be addressed in the Minnesota Department of Commerce-s (Department) VOS methodology, and is related to the calculation of a large customer PV rate, Xcel believes filing a final rate proposal at this time would be premature.

On October 29, 2013, the Department submitted initial comments on Xcel's proposal. In our comments, the Department recommended that the Commission approve Xcel's proposal to continue the existing interim solar Standby Service capacity credit of \$5.15 per kW/month until the Commission has made a determination on the Value of Solar methodology. The Commission also received comments from:

- Sundial Solar;
- Izaak Walton League of America, Midwest office (IWLA); Minnesota Center for Environmental Advocacy, and Fresh Energy (collectively, Environmental Intervenors);
- Solar Rate Reform Group;
- AEG Group, LLC; and
- Minnesota Solar Energy Industries Association.

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None of the other commenters supported delaying approval of the final capacity credit for the solar standby rate until the Value of Solar (VOS) tariff is finalized.

In our November 12, 2013 reply comments the Department proposed the following process and schedule to follow to ensure that Xcel's Rate for Large Solar Photovoltaic Installations is based on a valid Effective Load Carrying Capability (ELCC) Study:

- On December 2, 2013, the Department and other parties would submit written comments and recommendations on Xcel's November 1, 2013 ELCC and address the issue of REC ownership and any other relevant issues.
- On January 15, 2014, Xcel would submit an updated ELCC along with the Company's recommendations for the final solar capacity value.
- On February 14, 2014, parties would submit recommendations on the final solar capacity value.

On November 25, 2013, the Commission set a deadline of December 9, 2013 for supplemental comments on this issue and established the following areas in which it was seeking additional comments:

- Xcel's recommendation to continue the interim solar Standby Service capacity credit of \$5.15 per kW/month until the Commission has made a determination on the Value of Solar (VOS) methodology, which will be filed by the Department of Commerce (DOC) by January 31, 2014.
- Whether the Commission should modify the level of the interim capacity credit to reflect Xcel's updated ELCC and other record evidence without waiting for results of the DOC VOS methodology.
- Responses to any additional reply comments/recommendations filed in this docket.

The Department's response to the Commission's request for supplemental comments is provided below.

II. DEPARTMENT SUPPLEMENTAL COMMENTS

As a general overview, the Department notes that calculating the appropriate rate for a large PV installation will require both proper methodology and proper estimates of the values to be used in the methodology. The three components that should be used in the methodology include:

- The percent of PV plant capacity.¹
- The value to which the percent of PV plant capacity should be applied.²

¹ The percent of PV plant capacity is determined through the proper administration of an ELCC.

² Xcel contends that the percent of PV plant capacity from the ELCC should be applied to the demand component of the customer's standby rate. Other parties contend that the percent of PV plant capacity should be applied to the Company's avoided capacity cost as represented by the capacity costs of a natural gas fired combustion turbine.

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• The period during which the percent of PV plant capacity should be applied.³

A. Xcel's Updated Solar ELCC Study, filed October 31, 2013.

In general, the Department agrees with Xcel's assessment that for the three years analyzed in Xcel's updated ELCC study (2008, 2009, and 2010), only the 2010 results demonstrated a valid reliability risk distribution. The years 2008 and 2009 showed significantly uncharacteristic distribution of system reliability risk hours and the ELCC study results for those two years should not be used. Although a proper ELCC study should be based on more than one year of data, the Department understands that data for 2011 and 2012 is not presently available. Thus, for now, it is reasonable for the ELCC study to be based on only one year of data. In future years the ELCC study should be updated to include additional years of data.

The Department notes that in general the capacity value (credit) for a generator is the amount of additional load that can be served due the addition of a generator while maintaining the same level of reliability. The ELCC methodology for a PV generator results in a capacity value which is expressed as a percentage of the PV plant (including module, inverter, etc.) capacity (also in kW-AC). Tables 3 (page 3) and 5 (page 11) of Xcel's October 31, 2013 study incorrectly state that the ELCC is a percentage of "AC nameplate capacity." The Department recommends that Xcel correct these tables to clearly state that ELCC is "AC capacity value as percentage of AC PV plant capacity."

B. Length of Interim Solar Standby Service Capacity Credit

While the Department understands the desire for a final rate as soon as possible, it is important for rates to be accurate and for the final solar Standby Service capacity credit to be recalculated based on a proper vetting of the issues before the Commission and the best currently available data and analysis. Thus, the Department recommends that the Commission maintain the interim solar Standby Service capacity credit of \$5.15 per kW per month at this time and revisit the interim rate after the Commission has made a determination on the Value of Solar (VOS) methodology, which will be filed by the Department by January 31, 2014.

C. Whether the Interim Capacity Credit Should be Modified to Reflect Xcel's Updated ELCC and Other Record Evidence

The Department recommends that the Commission maintain the interim rate of \$5.15 per kW per month until the Commission approves the final rate based on the best available methodology, analysis, and data, including the following key components:

³ Some parties contend the percent of PV plant capacity should be applied during all months. Xcel contends that the percent of PV plant capacity should not be applied during grace periods. Standby service demand charges are applied after the annual grace period. Xcel calculates the grace period from the forced outage rate of its generation fleet (generation fleet Force Outage Rate of 11% times 8760 hours = 964 hours per year).

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- 1. The percentage capacity value,⁴
- 2. Avoided costs.
- 3. Avoided transmission, and
- 4. Avoided line losses.

D. Response to Comments from Other Parties

The Department notes that the issue of Renewable Energy Credit (REC) ownership has been raised in this docket. However, the issue of REC ownership has also been raised in other solar energy dockets before the Commission, including Xcel's Community Solar Garden Proposal (Docket No. E002/M-13-867) and Xcel's Solar Rewards project (Docket No. E002/M-13-1015). The Department believes that the issue of RECs will be further explored in these dockets and in the Value of Solar tariff methodology filing which the Department will present to the Commission in January 2014.

III. DEPARTMENT RECOMMENDATIONS

The Department recommends that the Commission maintain the present Standby Service capacity credit of \$5.15 per kW until Xcel's October 31, 2013 ELCC study is properly vetted and a final Standby Service capacity credit is established based on the best available methodology and data. The Department will make its recommendation concerning final solar capacity values on February 14, 2014.

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⁴ The percentage capacity value should be determined by applying either the 2010 fixed panel average ELCC (Table

5 of Xcel's October 31, 2013 updated study) or, the MISO rating methodology (SRRG Information Request 22, November 18, 2013; Section 4.2.2.4 of the MISO Resource Adequacy Business Practices Manual, BPM-011) to the

specific PV plant.

CERTIFICATE OF SERVICE

I, Sharon Ferguson, hereby certify that I have this day, served copies of the following document on the attached list of persons by electronic filing, certified mail, e-mail, or by depositing a true and correct copy thereof properly enveloped with postage paid in the United States Mail at St. Paul, Minnesota.

Minnesota Department of Commerce Supplemental Comments

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Dated this 9th day of **December**, 2013

/s/Sharon Ferguson

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