Before the

MAHARASHTRA ELECTRICITY REGULATORY COMMISSION

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Case No. 137 of 2008

In the matter of

Reliance Infrastructure Limited- Distribution Business's Petition for Approval of Proposed Quantum of power for Long-Term Power Procurement through Competitive Bidding route via Case-I and approval of Bid Documents.

> Shri. V.P Raja, Chairman Shri. A. Velayutham, Member Shri. S. B. Kulkarni, Member

ORDER

Dated: July 15, 2009

Reliance Infrastructure Limited-Distribution business (RInfra-D) filed a Petition under affidavit before the Commission on February 3, 2009, seeking approval of the proposed quantum of power for long-term power procurement through competitive bidding process under Case-1 bidding and for the approval of Bidding Documents.

- 2. The prayers made by RInfra-D in the Petition are:
 - a) "Examine and approve the proposed quantum of power procurement under Long Term
 - b) Condone any inadvertent omissions/ errors/ shortcomings and permit the Petitioner to add/ change/ modify/ alter this filing and make further submissions as may be required at a future date.
 - c) Grant suitable opportunity to the petitioner within a reasonable time frame to file additional material information that may be subsequently available and / or as may be required by the Hon'ble Commission.



- d) Pass such order as the Hon'ble Commission may deem fit & proper in the facts & circumstances of the case."
- 3. RInfra-D made the following submissions in its Petition:
 - a) The overall peak demand in RInfra-D's area of supply exceeds 1500 MW, which is met by generation from its own generating station at Dahanu, i.e., Dahanu Thermal Power Station (DTPS) to the extent of 500 MW, RInfra-D's share in the capacity of The Tata Power Company Limited's (TPC) generating stations to the extent of 500 MW, and balance through procurement from short-term sources and surplus power available in the State Imbalance Pool.
 - b) RInfra-D submitted that it is presently meeting a substantial part of demand in its area of supply through procurement from short-term sources, which is mostly procured on a day-ahead basis. Further, the cost of such procurement varies in the range of Rs. 6/kWh to Rs. 11/kWh, with the average price being Rs. 8.50/kWh.
 - c) RInfra-D submitted that in order to ensure reliable power supply and to reduce the power procurements cost to its consumers, it has planned to procure the power on long term basis through Case-I bidding, in accordance with the Guidelines for Procurement of Power by Distribution Licensees issued by Ministry of Power (MoP), Government of India.
 - d) RInfra-D submitted that the Petition for approval of quantum of power to be procured through Medium-Term Power Procurement process and deviations sought in the Bidding Documents for such procurement is presently before the Commission. The power procurement from the said Medium-Term Power Procurement is envisaged till March 31, 2015.
 - e) In accordance with the Competitive Bidding Guidelines (CBG), the following conditions are to be met by the procurer:
 - i. Approval of the appropriate Regulatory Commission to be sought for the quantum of energy to be procured;
 - ii. Bid Documents to be prepared in accordance with the CBG and the approval of appropriate Regulatory Commission to be obtained for the deviations in the bidding documents with respect to the Standard Bidding Documents (SBD) issued by the Central Government;



- iii. Approval of the appropriate Regulatory Commission to be sought in the event of deviations from the Guidelines
- f) The relevant Clauses of the CBG issued by the MoP are as given below:
 - "2.3. Unless explicitly specified in these guidelines, the provisions of these guidelines shall be binding on the procurer. The process to be adopted in event of any deviation proposed from these guidelines is specified later in these guidelines under para 5.16."

. . .

"Deviation from process defined in the guidelines

5.16 In case there is any deviation from these guidelines, the same shall be subject to approval by the Appropriate Commission. The Appropriate Commission shall approve or require modification to the Bid Documents within a reasonable time not exceeding 90 days."

- g) RInfra-D submitted that in order to estimate the quantum of energy to be procured, it instituted a study to forecast demand (and hence power requirement) and has submitted the study report, which provides the projections of energy required and peak demand.
- h) RInfra-D submitted that based on the aforementioned study, it has proposed to procure 1000 MW 'Round the Clock (RTC) power on long term basis.
- i) RInfra-D submitted that in accordance with Clause 5.1 of the CBG, it was required to prepare the Request for Proposal (RFP) and Power Purchase Agreement (PPA) in accordance with the SBD and circulate the same to the Bidders after issuing the RFP Notice. However, to expedite the power procurement process, RInfra-D has modified the Bid Documents as deemed necessary, with an objective to promote more competition and to protect the interest of its consumers. RInfra-D submitted that a pre-bid meeting was conducted, in which the comments of the prospective Bidders were taken and the same have been incorporated in the Documents as deemed appropriate.
- j) RInfra-D submitted that the overall objective of the above process was to expedite the power procurement process, so as to make the



- power available from this bidding process as early as possible and thus, reducing the higher cost of power procurement through shortterm sources.
- k) RInfra-D submitted that it proposes to undertake the process of inviting bids for Long-Term Power Procurement, selection of preferred bidder, signing of the PPA and other related activities and expects to complete the process in a time period of three months after approval of deviations sought in the Bid Documents from the Commission.
- RInfra-D also submitted the summary of the deviations in the RFP and PPA as compared to the draft SBD issued by MoP for Case-I bidding.
- 4. The Commission scheduled the Technical Validation Session (TVS) in the matter, on March 4, 2009, and directed RInfra-D to serve a copy of its Petition to the four authorised Consumer Representatives. The TVS in the matter was held at the Commission's office on March 4, 2009.
- 5. During the Technical Validation Session, RInfra-D made a presentation highlighting the salient features of the proposed Bid Documents. RInfra-D submitted that there are basically two types of changes/deviations proposed in the documents:
 - (i) Customisation of the Bid Documents based on the Draft Standard Bid Documents (SBD) issued by MoP for Case-I bidding;
 - (ii) Changes to have better participation and competition.
- 6. In the context of 'Bid Process Overview', RInfra-D submitted the following:
 - a) Single stage bid process advertised;
 - b) Bid Documents, i.e., RFP and PPA hosted on the website in downloadable format and made available for purchase;
 - c) Comments/Observations received from prospective Bidders;
 - d) Pre-bid conference held;
 - e) Bid Documents revised based on comments, observations and interactions during the pre-bid conference;

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- f) Petition submitted to the Commission for;
 - i. Quantum approval and;
 - ii. Bid document approval.
- RInfra-D submitted that the SBD for Long-Term Power Procurement under Case-I bidding are yet to be issued by MoP; however, MoP has issued draft Case-I SBD, which stipulates the two-stage process, i.e., Request for Qualification (RFQ) and RFP. RInfra-D submitted that in order to reduce the time frame for completing the bidding process, it has proposed a single-stage process and accordingly has prepared the Bid Documents for Case-I bidding. The Commission enquired as to whether the CBG issued by MoP has provisions for adopting a single stage process for long term Case-I bidding. The Commission's Regulatory Expert, Shri Suresh Gehani submitted that in accordance with Clause 5.1 of the Competitive Bidding Guidelines, the Procurer may, at its option adopt a single stage tender process for medium-term procurement, i.e., combining RFQ and RFP processes. Shri Suresh Gehani also quoted the relevant provision of the Competitive Bidding Guidelines which stipulates as under:

"For long-term procurement under these guidelines, a two-stage process featuring separate Request for Qualification (RFQ) and Request for Proposal (RFP) stages shall be adopted for the bid process under these guidelines. The procurer may, at his option, adopt a single stage tender process for medium term procurement, combining the RFP and RFQ processes. Procurer or authorized representative shall prepare bid documents including the RFQ and RFP in line with these guidelines and standard bid documents."

8. The Commission opined that as compared to medium-term bidding, long-term bidding process requires much more due-diligence as the risk of default for delivery/supply is higher in long-term as compared to medium-term. Accordingly, the Commission suggested RInfra-D that a two-stage tender process, i.e., RFQ followed by RFP should be adopted in accordance with the provisions of the Competitive Bidding Guidelines.



- 9. In the context of financial bid evaluation and selection of successful bidder, RInfra-D submitted that in case two Bidders have same Levelised Landed Tariff upto four decimals, preference would be given as follows:
 - a) Bidder with higher ratio of minimum and maximum Capacity Charge;
 - b) Sources located in the State of Maharashtra or Western Grid shall be given preference in that order;
 - Bidder with lower simple average Capacity Charges in initial five years;
 - d) Bidder that offers earlier Commercial Operation Date (COD) shall be selected.
- 10. The Commission directed RInfra-D to submit the appropriate basis and justification for all the proposed criteria for evaluation in case two Bidders have same Levelised Landed Tariff.

The Commission enquired of RInfra-D about participation of traders in the bidding process and whether draft SBD under Case-I route allows traders to participate in such bidding. RInfra-D submitted that capacities have been tied up by traders as they have entered into PPA with the Generators. Hence, to have better participation, traders have been allowed. RInfra-D added that the draft SBD is silent on this issue and does not specifically permit or disallow traders from participating in the bid process; however, the issue of inclusion of trader is under consideration by MoP. The Commission suggested RInfra-D to analyse in detail whether as a Distribution Licensee it wants to procure power through traders on long-term basis.

- 11. In the context of the proposed amendment regarding maintenance and scheduled outage, RInfra-D submitted that this section has been introduced in order to provide for Procurer:
 - a) To have a say in scheduled outages;
 - b) To outline the modalities for maintenance outages;
 - c) To ensure the compliance with prudent maintenance practices.



- 12. The Commission suggested that RInfra-D may re-consider the issue as there has already been existing process for scheduling planned outage wherein all participants including generator and Distribution Licensees are being consulted based on the demand and supply estimation.
- 13. In the context of various information to be submitted by the Seller to the Procurer during the term of the Agreement in case the Seller is an Electricity Trader, the Commission suggested to RInfra-D that it may incorporate the condition that the period of the licence issued to the Trader should not be less than the term of the Agreement.
- 14. Meanwhile, on March 27, 2009, the Ministry of Power issued the "Amendment to the Guidelines for Determination of Tariff by Bidding Process for Procurement of Power by Distribution Licensees" (dated March 27, 2009) and also the "Standard Bid Documents for procurement of power on (Long-Term or Medium-Term) under Case-I bidding."
- 15. Subsequently, RInfra-D vide its submission on affidavit on May 6, 2009 submitted that it has reviewed the final SBD and proposed to adopt the Standard Bid Documents in toto and therefore, is not seeking any deviations from the SBD. RInfra-D further sought permission from the Commission to withdraw the request for approval of deviations sought under the Petition, however, it sought the approval of the proposed quantum of power that can be procured under long-term competitive bidding.
- 16. Based on the analysis of additional submissions made on affidavit on May 6, 2009 in the matter, the Commission accepted RInfra-D's request for withdrawal of the prayer regarding the approval of the deviations sought under the Petition considering the fact that RInfra-D has now proposed to adopt the Standard Bid Documents issued by MoP in toto and hence, there are no deviations in the Bid Documents prepared by RInfra as compared to the final SBD issued by MoP for Case-I bidding.
- 17. As regards the request of RInfra-D for approval of the proposed quantum, Clause 3.1 (iii) (b) of the CBG stipulates as follows:



- ""Approval of the Appropriate Commission shall be sought prior to initiating the bidding process in respect of the following aspects:
- ...For the quantum of capacity / energy to be procured, in case the same is exceeding the projected additional demand forecast for next three years following the year of expected commencement of supply proposed to be procured. Such demand forecast shall be based on the latest available (at the time of issue of RFQ) Electric Power Survey published by Central Electricity Authority. (Both for Case 1 and Case 2)..."
- 18. The Commission observed that the Electric Power Survey (EPS) Report published by Central Electricity Authority (CEA) provides the demand forecasts for the entire State and not for each Distribution Licensee separately and directed RInfra-D to obtain the information from CEA about the demand projected for RInfra-D licence area while projecting the demand for the State of Maharashtra. The Commission further directed RInfra-D that based on this information; RInfra-D should submit a clarification in this regard whether the capacity proposed to be procured is exceeding the projected additional demand forecast for next three years following the year of expected commencement of supply.
- 19. Subsequently, RInfra-D vide its letter dated June 16, 2009 submitted that it has already sought information from CEA about the demand projected for RInfra-D licence area in the 17th EPS and also submitted the copy of the communication with CEA. RInfra-D further submitted that it has been informally communicated to them that demand projections are made for the entire State and not Utility-wise.
- 20. Subsequently, the Commission scheduled a hearing in the matter on July 3, 2009 in the presence of the authorised Consumer Representatives and notice was issued accordingly.
- 21. During the hearing, RInfra-D made a presentation on the comparison of the demand projected by it based on the study report with demand as projected by the Maharashtra State Transmission Utility (STU). The summary of demand projected by RInfra-D is given in following Table:



Year	Demand in MW
FY 2009-10	1,623
FY 2010-11	1,719
FY 2011-12	1,822
FY 2012-13	1,931
FY 2013-14	2,047

- 22. The Commission directed RInfra-D to provide:
 - a) Comparison of actual demand for the first 3 months of FY 2009-10 with the demand projected by RInfra-D in its Petition
 - a) Comparison of actual demand for the first 3 months of FY 2009-10 with demand projected by the STU
 - a) Comparison of demand projections by STU with CEA's 17th EPS projections for FY 2009-10 onwards for the State
- 23. Shri. Shantanu Dixit, representing Prayas Energy Group, one of the authorised Consumer Representatives, enquired of RInfra-D regarding revised quantum of procurement of power under Medium-Term and Long-Term considering the latest development with respect to the fact that The Tata Power Company Ltd.- Generation Business's (TPC-G) may not supply 500 MW power to RInfra-D beyond FY 2009-10.
- 24. Shri Shantanu Dixit also enquired of RInfra-D regarding how the PPA addresses the issue of the change of licensee as the distribution licence of RInfra is valid only till August 15, 2011. RInfra-D submitted that the relevant Clause of the PPA does consider such a situation, which stipulates as under:

"This Agreement shall be binding upon, and inure to the benefit of the Parties and their respective successors and permitted assigns. This Agreement shall not be assigned by any Party other than by mutual consent between the Parties to be evidenced in writing:

Provided that, such consent shall not be withheld if the Procurer seeks to transfer to any transferee all of its rights and obligations under this Agreement; and



- (a) such transferee is either the owner or operator of all or substantially all of the distribution system of such Procurer and /or such transferee is a successor entity of the Procurer; and
- (b) this Agreement and the other RFP Documents shall continue to remain valid and binding on such successor."
- 25. Shri Shantanu Dixit requested the Commission to obtain an independent legal opinion on the assignment of PPA in case of change in license. The Commission directed RInfra-D to submit the legal opinion with respect to assignment clause in the PPA in case of change in licensee.
- During the hearing, the Commission allowed two of Interveners to present their views on the present Petition. Shri Rakshpal Abrol quoted Regulations 21, 22 and 23 of the MERC Tariff Regulations regarding the Power Purchase Agreement or Arrangement and submitted that RInfra-D has not entered into any agreement with any source of generation apart from its own generating stations. Shri N. Ponrathnam submitted that though the present case is for RInfra-D's proposal for long-term power procurement, however, it also needs to be analysed as what has happened in the past. He further submitted that RInfra-D does not have valid licence to supply power in the Mumbai region and moreover it has also not entered into any agreement till date apart from the arrangement entered into with its own generating station.
- 27. During the hearing, the Commission observed that issues relating to validity of licence and non execution of long term power purchase agreement/arrangement till date except the arrangement for 500 MW with RInfra-G, are do not fall in the purview of the present case which is for the approval of the proposed quantum for procurement on long-term basis via Case-I bidding.
- 28. Subsequently, RInfra-D vide its letter dated July 8, 2009 submitted replies to the information as sought by the Commission during the hearing.
- 29. As regards the comparison of the actual demand of FY 2009-10 for first three months with the demand projected in the Petition, RInfra-D submitted that the actual demand as recorded in RInfra-D system at T<>D interface in the first three months of FY 2009-10 is as under:



- April 2009 1516 MW
- May 2009 1446 MW
- June 2009 1516 MW (estimated)

RInfra-D submitted that it is observed in the past years that the peak system demand in RInfra-D system has reached in the month of October-November due to festivals as well as hot weather. In FY 2007-08, the peak demand at T< >D interface was recorded in the month of November 2007, which was 1443 MW and in FY 2008-09, the peak demand was recorded in October 2008, which was 1476 MW.

RInfra-D further submitted that the demand recorded at T<>D interface is grossed up to arrive at demand at G<>T interface, which is the power purchase requirement. Assuming about 4.85% losses in Intra State Transmission System (InSTS), the peak demand at G<>T interface so far in FY 2009-10 would be about 1600 MW. RInfra-D, in its Petition, has projected demand of 1623 MW for FY 2009-10, which is fairly close to the likely actual to be achieved during the year.

- 30. As regards the comparison of the actual demand for first three months of FY 2009-10 with the demand projected by the STU, RInfra-D submitted that the peak demand projected by the STU for FY 2009-10 for Mumbai is 3368 MW. Considering RInfra's contribution to the Mumbai demand at about 56.7%, as per STU data, the demand in RInfra system would be about 1910 MW, which is substantially higher than the actual demand recorded in the first 3 months.
- 31. As regards the comparison of the demand projections by STU with CEA 17th EPS projections for FY 2009-10 onwards for the State, RInfra-D provided the comparison as shown below:

Peak Demand in MW (Maharashtra State)	STU	CEA (17th EPS)
FY 2009-10	21880	19839
FY 2010-11	23166	20870
FY 2011-12	24522	21954

32. As regards the revised quantum of power procurement under Long-Term considering the latest development with respect to TPC-G capacity, RInfra-D submitted that for Long-Term procurement, the revised quantum for procurement

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shall be 1500 MW as against 1000 MW shown in the Petition and the requisite changes shall be carried out in the Bid Document.

33. As regards the legal vetting of the proposed Clause with respect to assignment of the PPA in case of change in License, RInfra-D submitted that it has confirmed with its Legal Counsel that the ruling of the Honourable Supreme Court in its judgment dated May 6, 2009 in Civil appeal nos. 3510 - 3511 of 2008, 4269 of 2008, 3593 of 2008, 6098 of 2008, 6099 of 2008 with respect to freedom of generator and that a generator could not be directed by a Regulator in respect of which seller it wishes to sell its power to, shall not be of any consequence in the present PPA as the assignment clause contained in the PPA is mutually agreed between the buyer and seller at the time of signing the PPA.

Commission's Analysis and Ruling

- 34. Having heard RInfra-D and the stakeholders, and after considering the material placed on record, the Commission is of the view as under:-
- 35. In accordance with the provisions of the CBG, the Commission has to approve the quantum of the power to be procured and deviations in the Bid Documents from the CBG and the Standard Bidding Documents before they are finally issued to the prospective bidders.

A. Bidding Process

36. As regards the Commission's observation during Technical Validation Session regarding the adoption of the single-stage bidding process by RInfra-D, the Commission observes that the Amended CBG stipulates as under in this regard:

"Clause 5.1 is replaced by the following:

For long-term procurement under Case 2, a two-stage process featuring separate Request for Qualification (RFQ) and Request for Proposal (RFP) stages shall be adopted for the bid process under these guidelines. The procurer may, at his option, adopt a single stage tender process for long term or medium term

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procurement under Case 1, combining the RFP and RFQ processes. However, as specified earlier in para 2.2, the Procurer shall adopt separate RFP processes for procuring base load or peak load or seasonal load requirements, as the case may be. Procurer or authorized representative shall prepare bid documents including the RFQ and RFP (only RFP in single stage process) in line with these guidelines and standard bid documents." (emphasis added)

37. As observed from the above provisions of the Amended CBG, the Procurer (RInfra-D) has now been allowed to adopt a single stage tendering process for long-term power procurement under Case-I by combining the RFP and RFQ process. Accordingly, the Commission permits RInfra-D to proceed with the single-stage process for procurement of power through competitive bidding under Case-I route. However, as per the provisions of CBG, RInfra-D will have to adopt a separate RFP process for procuring base load power and for procuring peak load power.

B. Approval of the deviations in the Bid Documents

38. As regards the approval of the deviations in the Bid Documents, RInfra-D has now proposed to adopt the Bid Documents issued by MoP in toto and hence, there are no deviations in the Bid Documents prepared by RInfra as compared to final SBD for Case-I bidding. Therefore, no approval of the Commission is required in this case as no deviation has been sought from the SBD for Case-I. RInfra-D shall be bound by its declaration that it will adopt the Bid Documents issued by MoP in toto for its procurement of power.

C. Approval of Quantum to be procured

- 39. As regards the approval for the quantum of power to be procured, the Commission observes that Clause 3.1 (iii) (b) of the CBG stipulates as follows:
 - ""Approval of the Appropriate Commission shall be sought prior to initiating the bidding process in respect of the following aspects:
 - ...For the quantum of capacity / energy to be procured, in case the same is exceeding the projected additional demand forecast for next three years following the year of expected commencement of supply proposed to be



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procured. Such demand forecast shall be based on the latest available (at the time of issue of RFQ) Electric Power Survey published by Central Electricity Authority. (Both for Case 1 and Case 2)..."

- 40. The Commission observes that the EPS Report published by CEA provides the demand forecasts for the entire State and not for each Distribution Licensee separately. As discussed in previous paragraphs, the Commission obtained the details of the actual demand in first three months of FY 2009-10 and compared the same with the demand projected by RInfra-D in its Petition. The actual demand during first three months of FY 2009-10 is around 1516 MW, which is fairly close to the demand projected by RInfra-D for FY 2009-10 in the Petition.
- 41. The Commission also analysed the details of the demand as projected by CEA and STU for the period from FY 2009-10 to FY 2011-12 for the State of Maharashtra and observed that there is a wide variation between the same. Further, currently RInfra-D has a Power Purchase Arrangement of 500 MW for Dahanu Thermal Power Station owned by its Generation Business, i.e., RInfra-G. Therefore, considering the current demand of around 1516 MW during first three months of FY 2009-10 and a firm capacity of 500 MW, the current demand shortfall is more than 1000 MW. The Commission is of the view that the demand projected by RInfra-D for future years appears to be reasonable considering the demand projected for FY 2009-10 and actual demand witnessed during the first 3 months.
- 42. As regards RInfra-D's proposal to procure additional capacity of 500 MW in addition to earlier proposed quantum of 1000 MW, the Commission has accepted the request of RInfra-D in this regard, on account of the fact that TPC-G through its letter dated June 25, 2009 has communicated that its generation capacity would not be available to RInfra-D beyond FY 2009-10. Therefore, RInfra-D also needs to procure this additional capacity of 500 MW.
- 43. Considering the above aspects, the Commission accords its approval to RInfra-D's request to procure 1500 MW power on long-term basis through competitive bidding process under Case-1 Bidding.



D. Assignment of the PPA in case of change in Licensee

44. The Clause related to assignment of the PPA is reproduced as under:

"This Agreement shall be binding upon, and inure to the benefit of the Parties and their respective successors and permitted assigns. This Agreement shall not be assigned by any Party other than by mutual consent between the Parties to be evidenced in writing:

Provided that, such consent shall not be withheld if the Procurer seeks to transfer to any transferee all of its rights and obligations under this Agreement; and

- (a) such transferee is either the owner or operator of all or substantially all of the distribution system of such Procurer and /or such transferee is a successor entity of the Procurer; and
- (b) this Agreement and the other RFP Documents shall continue to remain valid and binding on such successor."
- 45. As regards the impact of the Supreme Court Order, RInfra-D has submitted its legal opinion that the said Order is not of any consequence on the present PPA as the assignment Clause contained in the PPA is mutually agreed between buyer and seller at the time of signing of PPA. There is a sanctity of contract.
- 46. The Commission is of the view that to provide more clarity and to incorporate such conditions for assignment of PPA on account of change in the Licensee, the clause should be modified as under:

"This Agreement shall be binding upon, and inure to the benefit of the Parties and their respective successors and permitted assigns. This Agreement shall not be assigned by any Party other than by mutual consent between the Parties to be evidenced in writing:

Provided that, such consent shall not be withheld if the Procurer seeks to transfer to any transferee all of its rights and obligations under this Agreement; and

(a) such transferee is either the owner or operator of all or substantially all of the distribution system of such Procurer and /or such transferee is a successor entity of the Procurer; and



(b) this Agreement and the other RFP Documents shall continue to remain valid and binding on such successor.

Provided that, in case the Procurer opts out of the License or any new entity becomes the Licensee in its place, , the Procurer shall ensure that it transfers all of its rights and obligations under this Agreement to such successor entity and that such successor entity executes this Agreement on identical terms and conditions for the balance term".

With this Order, the Commission disposes off RInfra-D's Petition in Case No. 137 of 2008.

(S. B. Kulkarni) Member (A. Velayutham) Member (V. P. Raja) Chairman

(D)

(P B Patil) Secretary, MERC