BEFORE THE
PUBLIC SERVICE COMMISSION
OF WISCONSIN

Joint Application of American Transmission Company LLC and Northern States Power Company – Wisconsin, as Electric Public Utilities, For Authority to Construct and Operate a New 345 kV Transmission Line from the La Crosse area, in La Crosse County, to the greater Madison area In Dane County, Wisconsin.	DOCKET NO. 5-CE-142

POST-HEARING BRIEF
BY
THE MIDCONTINENT INDEPENDENT SYSTEM OPERATOR, INC.

I. INTRODUCTION

The Midcontinent Independent System Operator, Inc. ("MISO") supports approval of the Applicants' Badger – Coulee 345 Kilovolt Transmission Project ("Badger-Coulee Project" or the "Project"). The evidentiary hearing that commenced on January 6, 2015 provided record support for approval of a Certificate of Public Convenience and Necessity for the Badger-Coulee Project under Wisconsin Statute § 196.491(3).[1] That statute applies to a "high-voltage transmission line,"[2] in this case the Badger-Coulee Project, whose facilities include a 345 kV line from the existing Briggs Road substation near La Crosse to the existing North Madison substation and continuing to the Cardinal substation in Middleton, Wisconsin.[3]

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1 Expert testimony supporting the need for the Project was presented by Applicants (American Transmission System, "ATC," and Northern States Power Company, a Wisconsin corporation, "NSPW"), the Staff of the Public Service Commission ("Staff"), Clean Energy Intervenors ("CEI") (composed of Wind on the Wires, Fresh Energy, and Izaak Walton League – Midwest Office), and MISO.

2 Wis. Statute § 196.491(3)(d).

3 Direct-MISO-Rauch-7.

MISO is a regional transmission organization ("RTO"), under the supervision of the Federal Energy Regulatory Commission ("FERC") and other federal authorities, that (among other matters) is responsible for ensuring that the regional transmission system is reliably planned to provide for existing and expected use of that system.[4] MISO performs collaborative planning functions for the regional transmission system with its member transmission owners and other stakeholders, including state agencies, while independently assessing regional transmission needs.[5] Those collaborative planning functions resulted in the identification of the Badger-Coulee Project as an important link that is needed to support public policy requirements and ensure the continued existence of an economic and reliable transmission system in Wisconsin as well as the surrounding region.

The Badger-Coulee Project is an important part of MISO's Multi-Value Project ("MVP") portfolio of transmission upgrades for the MISO region.[6] The MVP portfolio is a group of transmission projects distributed across the regional transmission system whose expansion is overseen by MISO.[7] After an extensive, multi-year, collaborative planning effort that involved approximately 35,000 staff hours and included information provided by transmission owners, state regulatory personnel, and other stakeholders, the MVP portfolio was approved as part of the

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4 MISO's functions and general description is the subject of testimony by Laura Rauch, MISO's Manager of Resource Adequacy Coordination. Direct-MISO-Rauch-3 & 4.

5 *See*, *e.g.*, *id*. at 4, 12, & 13; Rebuttal-MISO-Rauch-6.

6 MISO's MVP process and portfolio is generally the subject Direct-MISO-Rauch-15 through 22. Results and analyses concerning the entire portfolio are presented in an exhibit to Laura Rauch's testimony. Ex.-MISO-Rauch-1 ("Multi Value Project Portfolio, Results and Analyses"). The analysis of economic benefits begins on page 49 of the MISO report.

7 MISO is a not-for-profit regional transmission organization that provides reliability and market services over a region that stretches from the Ohio-Indiana border to Eastern Montana and south to New Orleans. Direct-MISO-Rauch-3.

MISO Transmission Expansion Plan ("MTEP") for 2011.[8] The MVP portfolio was reevaluated in 2014 in MISO's MVP Triennial Review, which supports the net benefits provided by the MVP portfolio with the advantage of updated information.[9] The MVP portfolio will produce $17.3 to $59.6 billion in present value adjusted production cost benefits, which is sizable increase from the original MTEP 11 valuation.[10]

Each MVP Project is a necessary component of the portfolio that provides benefits that broadly span the MISO footprint. Correspondingly, the costs of all the MVP projects, including the Badger-Coulee Project, are spread across the MISO region as it existed when the portfolio was approved by MISO.[11]

The Project should proceed in a timely manner. Economic benefits from the Project include development of wind resources for the generation of electricity and the realization of the full benefit of existing wind turbine generation sources whose interconnection to the transmission system is conditioned upon the completion of the Badger-Coulee Project.[12] The December 2018 in-service date for the Project[13] is designed to provide the intended benefits.[14]

> The MTEP amounts to the design of a very complex system that will serve both short- and long-term needs of the bulk electrical grid in a coordinated manner. The inability to construct a key element of the regional expansion plan, especially a "backbone" element such as the one proposed in the Application that is designed for both reliability and its economic attributes, could result in the loss of the economic benefits provided by the project and the need to develop less optimal solutions to reliability concerns. The revised plan would likely have a negative economic impact to portions of ratepayers in the MISO footprint.

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8 *Id*. at 17 and 19.
9 *Id*. at 36-39.
10 *Id*. at 38.
11 Direct-Applicants-Henn-6.
12 Direct-MISO-Rauch-41.
13 Direct-MISO-Rauch-40; Ex.-Applicants-Henn-1; Joint Application, Executive Summary.
14 Direct-MISO-Rauch-40.

The Commission should issue a Certificate of Public Convenience and Necessity for the Badger-Coulee Project.

II. REQUIREMENTS FOR A CERTIFICATE OF PUBLIC CONVENIENCE AND NECESSITY AND OVERVIEW

The application for the Project satisfies the requirements of Wisconsin Statute § 196.491(3) for a certificate of public convenience and necessity, and an order should be issued that determines the existence of need for the facilities and authorizes the construction of the proposed high voltage transmission facilities. The technical information filing requirements were satisfied through testimony and exhibits sponsored by Applicants' witnesses as well as its application filed with the Public Service Commission of Wisconsin ("Commission"). Applicants also satisfied the notice requirements and public hearing requirements.

Applicants have demonstrated, based upon the application and the evidentiary record, that the Project is needed and addresses multiple elements stated in Wis. Stat. § 196.491(3)(d) for the evaluation of need. As more fully delineated below regarding the overall need for the proposed facilities, the record demonstrates that the Project is necessary to provide adequate, reliable, economic, and environmentally beneficial transmission service while supporting regional reliability benefits in a cost effective manner.

III. NEED FOR THE PROPOSED FACILITIES

The Project is needed, according to the schedule presented by Applicants, to provide the State of Wisconsin and the region with the benefit of MISO's MVP portfolio of transmission projects.[15] The Commission has been presented with a strong record according to the evaluation elements stated in Wis. Stat. § 196.491(3)(d). As summarized above, the need for a Project was

[15] *Id*. at 37-38.

partly determined through a deliberate, collaborative stakeholder process, which included the design and planning of transmission projects through a structured, multi-year planning process. MISO witness Rauch stated:[16]

> Each of the transmission owners, including NSPW and ATC, collaborated with MISO staff to identify potential transmission expansions that were consistent with the regional needs, would address identified local needs, and would provide additional benefits on their respective systems and the MISO footprint as a whole. These potential expansions were then intensively studied through the MISO open and transparent study process.
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> This intensive process began with analysis conducted in the RGOS analyses and discussions around the MVP cost allocation process in a number of MISO stakeholder forums from 2008 through 2011. This process culminated in 2011, when MISO performed a final set of reliability, economic, and public policy assessments, as discussed in more detail later in this testimony, resulting in a final set of projects that was approved in MTEP 11 as the MVP portfolio. * * *
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> The overall goal for the MVP portfolio analysis was to design a transmission portfolio that takes advantage of the linkages between local and regional reliability and economic benefits to promote a competitive and efficient electric market within MISO. The portfolio was designed using reliability and economic analyses, applying several Future Scenarios to determine the robustness of the designed portfolio under a number of potential energy policies.

The MVP portfolio that resulted from this extensive process includes the Badger-Coulee Project's new 345 kV transmission line stretching from La Crosse to Madison.

The Badger-Coulee Project "satisfies the reasonable needs of the public for an adequate supply of electric energy," as stated in Wis. Stat. § 196.491(3)(d)2. The MVP planning process involved the identification of candidate transmission projects, identification of alternatives, and completion of reliability analyses of all identified projects and alternatives, stakeholder vetting, and multiple studies that consider various options and alternatives to designing and structuring

[16] *Id*. at 19-20.

needed transmission facilities.[17] MISO Witness Rauch concluded that the "facilities proposed by NSPW and ATC would provide substantial reliability, economic, and public policy benefits to Wisconsin. These facilities also fit well as a component of the MISO regional plan for the continued development of a reliable and efficient regional transmission system"[18]

The Badger-Coulee Project provides important benefits "in the public interest considering . . . economic . . . factors," as stated in Wis. Stat. § 196.491(3)(d)3. As summarized by MISO Witness Rauch, "[t]he Triennial MVP Review found that the MVP portfolio continues to allow for a more efficient dispatch of generation resources, opening wholesale markets to competition and spreading the benefits of low cost generation to Wisconsin and throughout the MISO footprint through the reduction of transmission congestion and more efficient use of generation resources."[19] Benefits stem from congestion-driven production cost reductions as well as benefits from reductions in operating reserve requirements, reduced planning reserve margin requirements, reduced transmission system losses, lower capital costs of renewable resources, and deferrals of transmission investments.[20]

The record reveals important benefits from the Project facilities "in the public interest considering . . . reliability . . . factors," as stated in Wis. Stat. § 196.491(3)(d)3. MVPs (*i.e.* Multi Value Projects) such as the Badger-Coulee Project were designed, evaluated, and approved to meet local reliability needs as well as enhance regional reliability, access to the transmission system, and the deliverability of generation. "MISO's analyses found that the Badger Coulee project will be needed in order to ensure the continued reliable operation of the regional

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17 *Id*. at 19.
18 *Id*. at 41. The MVP portfolio was approved by MISO's Board of Directors. *Id*. at 9.
19 *Id*. at 37-38; *accord*, Direct-Applicants-Burmester-17 through 28.
20 Direct-MISO-Rauch-37 & 38.

transmission system, including the NSPW and ATC transmission systems . . . ."[21] Also according to MISO Witness Rauch, as further detailed directly below, MISO's "analyses identified numerous reliability issues that will occur for the projected future system if the Badger Coulee project is not completed. The Badger Coulee project addresses these issues by creating a tie between the 345 kV network in western Wisconsin to the 345 kV network in south-central Wisconsin. This provides an additional transmission path across the state, strengthening the overall transmission system and increasing its ability to serve load under contingent conditions."[22]

Upon the completion of the extensive, multi-year planning process, MISO determined that the Project is necessary to meet transmission needs in the area.[23] As stated by MISO Witness Rauch, "the Badger Coulee project solves overloads near the 345 kV path from King to Werner West, and it also solves a number of overloads stretching down the southwest side of Wisconsin, from North La Crosse to Nelson Dewey."[24] Ms. Rauch testified:[25]

> The highest loaded Bulk Electric System ("BES") elements that experienced violations under Category B conditions are * * *
> - Werner – Rocky Run 345 kV line
> - North La Crosse – Mayfair 161 kV line
> - North La Crosse – La Crosse Tap 161 kV line
> - Seneca – Genoa 161 Kv line
> - Hydro Lane 161 / 115 kV transformer
> - Arpin 345 / 138 kV transformer
> - Adams 345 / 161 kV transformer"

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[21] *Id*. at 20; *accord*, Direct-Applicants-Burmester-28 through 31.
[22] Direct-MISO-Rauch-25.
[23] *Id*. at 22-26.
[24] *Id*. at 27. Benefits spread outside the State. *Id*. ("Without the Badger Coulee project, the west to east flows overload components of the 161 kV network stretching down from Minnesota into Iowa.").
[25] *Id*. at 27-28. A copy of Appendix E4 of the MTEP 11 report that shows the constraints is an exhibit to the Direct Testimony of Laura Rauch. Ex.-MISO-Rauch-2.

The elements of Wis. Stat. § 196.491(3)(d)3 – "environmental factors" – are addressed by the Project since it assists the development of renewable generation that is required by the laws of Wisconsin and its neighboring states. The Badger-Coulee Project importantly contributes to satisfaction of renewable portfolio standards of Wisconsin and other states in the MISO footprint, which will enhance environmental quality.[26] The MVP portfolio:[27]

> allows for the integration of high quality wind in these western areas as well as within Wisconsin to support the satisfaction of R[enewable]P[ortfolio]S[tandard] requirements across the MISO footprint. More specifically, Badger Coulee, in conjunction with the rest of the MVP portfolio, will enable the production of approximately 41 million MWh of wind energy annually throughout the MISO footprint. This includes a total of 1005.4 MW of new nameplate capacity within Wisconsin, in addition to 1124 MW of nameplate capacity within the state that was planned or in-service as of the start of the 2011 MVP analyses.

MISO Witness Rauch testified regarding the importance of the Project to interconnection requests that involve wind turbines:[28]

> Generator Interconnection Agreements or final Generator Interconnection studies for units that are electrically close to Wisconsin have the Badger Coulee project as a condition of their full interconnection service. The Badger Coulee project was identified as a necessary facility for generators from recent studies such as 2012 August West Definitive Planning Phase ("DPP"), 2013 February West DPP, and 2013 August West DPP. This condition will continue to be placed on generators in similar future studies and agreements.

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[26] Direct-MISO-Rauch-33 & 35; *accord*, Direct-CEI-Goggin-27 ("dispatch to displace generation from the generator with the highest marginal cost of production at that time, which is almost always the least efficient fossil-fired power plant.").

[27] Direct-MISO-Rauch-33; *accord*, Direct-Applicants-Burmester-32 through 33.

[28] Direct-MISO-Rauch-41; *accord*, Direct-CEI-Goggin-3 & 4.

The Certificate of Public Convenience and Necessity for the Project is necessary since otherwise "new generation investment in the western portion of MISO would be greatly delayed."[29]

The Project may also respond to Federal environmental requirements. MISO's planning anticipated the possible benefit of upgrading the transmission system in order to assist wind power development as one means by which carbon emissions could be limited. The stakeholder review of the MVP portfolio included study of MVP performance under government policies that would limit carbon dioxide emissions.[30] The United States Environmental Protection Agency proposed rules on the release of carbon dioxide on June 18, 2014.[31] Those proposed rules would require reductions by Wisconsin and other states in the per MWH rate of carbon dioxide emissions.[32] Depending upon the form the final rules take, the zero emissions associated with wind power could help Wisconsin comply with the environmental regulation of carbon emissions. Also, if such "environmental regulation leads to the retirement of some coal-fired plants, transmission investment through the MVP portfolio, including the Badger Coulee project, provides a robust transmission supply that will be available to provide needed support to maintain reliable service."[33]

The record reveals the 345 kV Project "provides usage, service or increased regional reliability benefits to the wholesale and retail customers or members in this state" as stated in

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[29] Direct-MISO-Rauch-41. The Project provides environmental benefits, and therefore "will not have undue adverse impact on other environmental values . . . ." Wis. Stat. § 196.491(3)(d)4.

[30] Direct-MISO-Rauch-32.

[31] Carbon Pollution Emission Guidelines, 40 C.F.R. Part 60 (June 18, 2014), *cited in* Direct-MISO-Rauch-35.

[32] *Id*.

[33] Direct-MISO-Rauch-35. CEI testimony also addresses the possibility that the Project could assist Wisconsin in meeting EPA requirements, depending upon the form of the final rules. Direct-CEI-Goggin-5 through 7. *Accord*, Direct-Applicants-Burmester-32 through 33.

Wis. Stat. § 196.491d)3t. The Badger-Coulee Project develops the transmission grid, and improves the efficiency of both the transmission system and the provision of generation supply that will provide net benefits to Wisconsin and others in the region:[34]

> MISO's analyses show that the MVP portfolio of projects that include the Badger Coulee project provides additional connectivity across the grid, reducing congestion and enabling access to a broader array of resources by loads in Wisconsin. These improvements increase market efficiency, competitive supply, and provide opportunity for economic benefits to retail electric consumers well in excess of the portfolio costs.

Benefits from the transmission improvements were identified by MISO Witness Rauch as associated with "congestion-driven production cost[s,] * * * reductions in operating reserve requirements, reduced planning reserve margin requirements, reduced transmission system losses, lower capital costs of renewable resources, and deferrals of transmission investments that would be required for the reliability of the system in the absence of the MVPs."[35]

CETF/SOUL Witness Lanzalotta questioned benefits provided by the Project from reduced congestion based upon an ATC index that has shown reductions over time in congestion. MISO Witness Rauch addressed Mr. Lanzalotta's concerns, stating:[36]

> Both the initial MVP portfolio analysis and the Triennial MVP Review found that the MVP portfolio provides benefits throughout the MISO footprint through the reduction of transmission congestion, when the generation required to meet the renewable energy mandates was reliably interconnected to the system. Mr. Lanzalotta does not directly address this matter in his direct testimony.
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> Instead, Mr. Lanzalotta focuses his attention on ATC's congestion severity index. Such a reduction would be expected due to the reduced severity of congestion on ATC's system resulting from various transmission projects placed into service over time. But congestion continues to exist on ATC's system as well on other parts of the MISO footprint, and reduced congestion on the ATC system and non-ATC system will provide benefits to persons served by these systems.

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34 Direct-MISO-Rauch-20; *accord,* Direct-Applicants-Burmester-31.
35 Direct-MISO-Rauch-33.
36 Rebuttal-MISO-Rauch-8 & 9; *accord,* Rebuttal-Applicants-Burmester-12.

Ms. Rauch's testimony focused on the evaluation of all factors considered in planning the Badger-Coulee Project, including latent congestion in the form of limitations placed on existing sources of wind generation:[37]

> Regarding the significance of reducing congestion or justification of the Badger Coulee project, the benefits of the Badger Coulee project and the MVP portfolio as a whole are premised upon the ability of the transmission system to reliably and economically incorporate renewable energy to meet state renewable energy mandates. A look at congestion on the system as it exists at a point in time would understate the benefits of Badger Coulee since reliability limitations exist that are currently preventing some of this new renewable generation from interconnecting.

The Badger-Coulee Project provides multiple benefits, including the removal of congestion-related restrictions that do not appear in ATC's congestion severity index.

Wis. Stat. § 196.491(3)(d)3t regarding improvements in transmission system that show "benefits of the high-voltage transmission line [that] are reasonable in relation to the cost of the high-voltage line" is also implicated in testimony regarding the results of the MVP Triennial Review that updated information used in MISO's MTEP 11 analyses.[38] "The review found that the MVP portfolio will produce $17.3 to $59.6 billion in present value adjusted production cost benefits (2014 dollar terms), an increase of 22 to 44 percent from the original MTEP 11 valuation."[39] These benefits are greater than those stated for the MVPs at the time when they were first studied and approved.

CETF/SOUL Witness Lanzalotta supported further study to determine whether a low voltage alternative might be more reasonable in relation to cost. His pre-filed testimony stated that "MISO rejected the low voltage alternative because of cost" and that "this cost was inflated

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[37] Rebuttal-MISO-Rauch-8 & 9; *accord*, Direct-Applicants-Burmester-31.

[38] Direct-MISO-Rauch-36 through 39.

[39] *Id*. at 38. Staff Witness Urban stated that the Badger-Coulee Project provides net benefits to Wisconsin ratepayers. Direct-PSC-Urban-6.

because the very high growth rates used in the study provided for more overloaded facilities . . . ."[40] Although Mr. Lanzalotta has forecasting experience,[41] he relied upon the work of CETF/SOUL Witness Powers[42] – who lacks such load forecasting experience[43] -- for the opinion that load growth assumptions were inflated. MISO Witness Rauch stated that reliability problems can be "near term" even in the absence of load growth.[44] Load growth forecasts were among the updated information that was used in the Triennial MVP Review that reaffirmed the economic benefits of the MVP portfolio.[45] The updated load growth forecast in the Triennial Review was obtained through a stakeholder process undertaken by MISO.[46] While that forecast used a lower growth rate than that used in MTEP 11 (containing the MVP portfolio), MISO Witness Rauch stated that MISO's experience with forecasts from various sources continues to show positive growth rates.[47] A zero or negative load forecast growth rate, that CETF/SOUL would have liked studied, is unreasonable.[48]

Wis. Stat. § 196.491(3)(d)7 requires a showing regarding whether a transmission line "will not have a material adverse impact on competition in the relevant wholesale electric service market." The Badger-Coulee Project will have a *positive* impact on wholesale completion. As

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40 Direct-CETF/SOUL-Lanzalotta-22p.
41 Tr. Vol. 10 (January 8, 2015) at 177 (Lanzalotta).
42 *Id*. at 172 (Lanzalotta)..
43 *Id*. at 33 (Powers) ("[n]o professional training" and "have not done it professionally").
44 Rebuttal-MISO-Rauch-3, *referencing examples in* Direct-MISO-Rauch-30 & 41; *accord* Rebuttal-Applicants-Burmester-1 & 2.
45 Rebuttal-MISO-Rauch-7 & 8.
46 *Id*. at 7 ("updated parameters were developed based on stakeholder discussions of the appropriate metrics to use in long-term economic analyses, with input from all MISO stakeholders, including regulatory authorities, public consumer advocates, environmental representatives, end-use customers, and independent power producers.").
47 Tr. Vol. 9 (January 7, 2015) at 39 (Rauch) ("not seen any projections where the load growth actually stops").
48 CETF/SOUL did not perform its own economic analysis of scenarios that include a zero or negative growth rate. Tr. Vol. 10 at 169-170 (Lanzalotta).

stated MISO Witness Rauch, the "MVP portfolio allows for a more efficient dispatch of generation resources, opening wholesale markets to competition and spreading the benefits of low cost generation to Wisconsin and throughout the MISO footprint."[49] Ms. Rauch also concluded that the "MVP portfolio allows for a more efficient dispatch of generation resources, opening wholesale markets to competition and spreading the benefits of low cost generation to Wisconsin and throughout the MISO footprint . . . ."[50]

CEI also filed and presented testimony regarding the need for the Project. The CEI testimony is broadly consistent with that presented by MISO. An overview of the CEI position was stated by CEI Witness Goggin:[51]

> [T]he Badger Coulee 345kV transmission project ("Project") is needed to allow greater amounts of low-cost wind energy resources to reach consumers in Wisconsin and the region. The Project will help satisfy Wisconsin's need for an adequate supply of electricity and will improve the robustness of the transmission system so that the region can reliably meet its current and future electricity needs at a lower cost than if the line were not built.

The CEI testimony recognizes that the Project resolves a multitude of situations faced by Wisconsin and the surrounding region in a manner that cannot be resolved by alternatives.

IV. THE PROJECT SHOULD PROCEED WITHOUT DELAY

As stated above, the need exists for the proposed transmission facilities. Additionally, there is a need to proceed in a timely manner with the Project. Delay could cause additional expense and could impact the reliable addition of new generation supplies required to serve customers. Wind power development, including its associated economic development benefits, would be lost.

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[49] Direct-MISO-Rauch-33; *accord* Direct-PSC-Urban-9 & 10.
[50] Direct-MISO-Rauch-9; *accord*, Direct-Applicants-Burmester-37.
[51] Direct-CEI-Goggin-1.

MISO is concerned that denial or delay in approval of Applicants' request could disrupt plans for developing the transmission system for Wisconsin as well as efforts to address reliability concerns. MISO Witness Rauch addressed the negative impact that would result from denial of a Certificate of Public Convenience and Necessity for the Project:[52]

> The result of not constructing the Badger Coulee project would be the inability of the existing transmission system to reliably deliver power in support of the existing renewable energy mandates and the failure to realize the other MVP benefits identified earlier in my testimony. As described, the MISO analyses of the projects identified numerous transmission facilities that will be loaded above safe operating levels or below adequate voltage levels without the Badger Coulee MVP. The overall system would also be less secure, with additional voltage and transient stability limitations. In addition, without the Badger Coulee project, Wisconsin and the other states in the MISO footprint would not receive the full set of economic benefits that is provided by the MVP portfolio.

A revised plan would likely have a negative reliability and economic impacts to Wisconsin's electric customers and others in the MISO footprint."[53] The Project is not only needed, but needed on a timely basis to prevent negative ripple effects from occurring due to failure to construct a necessary component of the MVP portfolio.

V. CONCLUSION

MISO respectfully requests that the Commission grant a Certificate of Public Convenience and Necessity to Applicants and issue an order that authorizes or directs construction of the Project. The Project should be approved, as proposed and as adjusted by the efforts of Applicants in this proceeding. The timely construction of the Project is important for the ability of the transmission system in Wisconsin to continue to provide reliable service and to deliver the economic benefits of the MVP portfolio of transmission projects to Wisconsin.

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[52] *Id.*
[53] *Id.*

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Respectfully submitted,

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