



**ORDER
OF THE
WEST BENGAL ELECTRICITY REGULATORY COMMISSION
IN CASE NO. OA – 511 / 24 – 25**

IN REGARD TO THE APPLICATION SUBMITTED BY WEST BENGAL STATE ELECTRICITY DISTRIBUTION COMPANY LIMITED UNDER SECTION 86 (1) READ WITH SECTION 63 OF THE ELECTRICITY ACT, 2003 FOR SEEKING APPROVAL OF THE DEVIATIONS FROM THE MODEL BIDDING DOCUMENTS AS PER THE MINISTRY OF POWER GUIDELINES DATED 06.03.2019 FOR PROCUREMENT OF 660 MW POWER UNDER LONG TERM FROM A NEW BROWN FIELD POWER STATION TO BE SET UP ON DESIGN, BUILD, FINANCE, OWN AND OPERATE (DBFOO) AT THE EXISTING SURPLUS LAND OF 1050 MW POWER PLANT FACILITY OF BAKRESWAR THERMAL POWER STATION OWNED BY THE WEST BENGAL POWER DEVELOPMENT CORPORATION LIMITED

DATE: 06.5.2025



Application submitted by West Bengal State Electricity Distribution Company Limited under Section 86 (1) read with Section 63 of the Electricity Act, 2003 for seeking approval of the deviations from the Model Bidding Documents as per the Ministry of Power guidelines dated 06.03.2019 for procurement of 660 MW power under long term from a new brownfield power station to be set up on Design, Build, Finance, Own and Operate (DBFOO) at the existing surplus land of 1050 MW power plant facility of Bakreswar Thermal Power Station owned by the West Bengal Power Development Corporation Limited



Facts in brief:

- 1.0 West Bengal State Electricity Distribution Company Limited (WBSEDCL) submitted a petition on 24.01.2025 seeking approval of the deviations from the Model Bidding documents as per the Ministry of Power guidelines dated 06.03.2019 for procurement of 660 MW power under Long Term Arrangement from a new Power Station of 1 x 660 MW in terms of Section 86 (1) (b) read with Section 63 of the Electricity Act, 2003. The power plant is to be set up on Design, Build, Finance, Own and Operate (DBFOO) at the existing surplus land available at Bakreswar Thermal Power Station owned by the West Bengal Power Development Corporation Limited. The Commission admitted the petition in Case No. OA – 511 / 24 – 25.
- 2.0 In the petition, WBSEDCL has inter-alia stated the following:
- (i) WBSEDCL has envisaged that there shall be a substantial increase in power demand within its licensed area in the next five (5) to ten (10) years from the existing consumers as well as future prospective load growth. WBSEDCL has referred to the Resource Adequacy Plan published by Central Electricity Authority (CEA), which proposes requirement of additional 3773 MW of thermal power plant by 2008-29 and 6203 MW by 2034-35 to meet the power demand of the state of West Bengal. Thus, WBSEDCL is looking for available possibilities of power procurement within the state of West Bengal in order to achieve energy security on state specific generating units which will in turn help to provide reliable and quality power to the existing and intending consumers.
 - (ii) In view of the above, WBSEDCL proposes to procure 660 MW power from a Thermal Power Plant to be setup in the state of West Bengal through DBFOO model under the guidelines specified by the Ministry of Power on 06.03.2019. WBSEDCL submitted that, Department of Department of Power, Government of West Bengal has agreed to be the Nodal Agency for this purpose. WBSEDCL further stated that the West Bengal Power Development Corporation Limited (WBPDCCL) has informed



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the Nodal Agency about the possibilities of setting up a new 1 x 660 MW Supercritical/ Ultra-Super Critical Thermal Power Unit at 98.657 Acres of land within the premises of the existing 1050 MW Bakreswar TPS. Thus, the Department of Power being the Nodal Agency, will carry out the bid process and coordinate the activities between WBPDC, WBSEDCL, WBSETCL and the potential bidders. The Department of Power is also in a process to secure long term coal supply under SHAKTI Para B(iv.) notified by the Ministry of Coal vide Office Memorandum dated 22.05.2017 and amendment thereof, to assure coal availability to the developers.

- (iii) In this regard, WBSEDCL intends to make certain deviations to the Model Bidding Documents to ensure clarity on contractual provisions, since the project is to be set up in the available space of WBPDC and to facilitate e-reverse bidding, etc. Accordingly, WBSEDCL has made certain deviations/ modifications in Request for Qualification (RFQ) of Model Bidding Documents to enable them to initiate the process for inviting tender.
- (iv) WBSEDCL further submitted that deviations in applicable clauses in Model Request for Proposal (RFP) and Model Power Supply Agreement (PSA) shall be submitted for approval through fresh petition subsequently.

3.0 In view of the above, WBSEDCL in accordance to Clause 4 of the Guidelines dated 06.03.2019 has sought approval of the deviations/ modifications in RFQ of Model Bidding Documents from the Commission.

4.0 Upon scrutiny of the application, WBSEDCL was directed to submit the estimated tariff for the purchase of power from the proposed power plant and the consequent impact on consumer tariffs. In response, WBSEDCL, vide letter dated 10.03.2025, informed that, as of recent, there have been no bids for Brownfield Thermal Power Plants wherein the sharing of land on a lease basis and the utilization of existing infrastructure have been considered for calculating the capital cost of the project. However, in the recent past, the tariffs discovered for Greenfield Thermal Power Plants have ranged between Rs. 5.39 per kWh to Rs. 5.48 per kWh. WBSEDCL further stated that the available land at WBPDC



premises will unlikely to be sufficient to complete the power plant in absence of infrastructure sharing from WBPDCCL and thus there will be a possibility of requirement of additional land for the project which will in turn have an impact on tariff and cannot be ascertainable at present.

Observations of the Commission:

- 5.0 From the submitted Report of Resource Adequacy Plan prepared by CEA, the Commission observes that, overall demand of the State is proposed to be increased from 11626 MW in 2023 – 24 to 17657 MW in 2028 – 29 and to 24757 MW in 2034 – 35. To meet up this demand growth, in addition to the planned projects, CEA report proposes for additional 6203 MW Thermal power, 9000 MW of Wind power, 11327 MW of solar power, 3209 MW of storage and 6426 MW of DRE capacity during 2025 – 26 to 2034 – 35, as tabulated below:

Financial Year	Additional Thermal Capacity	Additional Wind Capacity	Additional Solar Capacity	Additional storage Capacity	Additional DRE Capacity
	In MW				
2025 – 26					438
2026 – 27		1000	7900	1123	479
2027 – 28		1000		457	542
2028 – 29	3773	1000			592
2029 – 30	429	1000			661
2030 – 31	293	1000			599
2031 – 32	199	1000	403	414	654
2032 – 33	764	1000	694	304	713
2033 – 34	187	1000	875	155	776
2034 – 35	558	1000	1455	756	972
Total	6203	9000	11327	3209	6426

- 6.0 The Commission observed that, WBSEDCL in the instant application proposes to purchase power 660 MW from the proposed 1 x 660 MW plant to be developed through competitive bidding process under section 63 of the Electricity Act 2003, where land will be provided at available space of existing WBPDCCL power station of Bakreswar under lease and linkage coal is proposed to be provided under SHAKTI scheme. In terms of



section 63 of the Electricity Act 2003, the Commission has to adopt the tariff if such tariff is determined transparent process of bidding in accordance with the guidelines issued by the Government of India. Any deviation from the guideline and Model Bidding Procedure needs prior approval of the Commission.

- 7.0 Model Bidding Document issued by Ministry of Power, Government of India contains Model Request for Qualification (RFQ), Model Request for Proposal (RFP) and Model Power Supply Agreement (PSA). In the instant petition WBSEDCL proposed certain deviations in the RFQ and submitted that petitions for deviation in RFQ and PSA will be submitted subsequently.
- 8.0 The Commission observed that the proposed deviations by WBSEDCL in the RFQ of the Bidding Documents are primarily related to the power plant capacity, its location in existing land of Bakreswar TPS, uses of common facilities of existing plant and to facilitate e-reverse bidding.
- 9.0 The Commission finds the proposed deviations are as per requirement of the specific project with e-reverse bidding to benefit the end consumers.

Order:

- 10.0 In view of the above, the Commission accords its approval of the deviations proposed by WBSEDCL in the RFQ from the Model Request for Qualification – DBFOO.
- 11.0 WBSEDCL may proceed with the tendering process. However, WBSEDCL shall submit a copy of the fresh RFQ specifying the dates in 'Schedule of Bidding Process' for record of the Commission within seven (7) days from the date of issuance of the order.
- 12.0 WBSEDCL shall seek approval of the RFP and PSA on any deviation from the Model Bidding Documents.
- 13.0 A copy of the order shall be posted in the website of the Commission.



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14.0 WBSEDCL shall download the copy of the order from the website of the Commission and act on it. Certified copy of the order, if applied for, be given to the parties on completion of formalities laid down in the West Bengal Electricity Regulatory Commission (Conduct of Business) Regulations, 2013, as amended and on submission of necessary fees.

Sd/-
(DR. MALLELA VENKATESWARA RAO)
CHAIRPERSON

Dated : 06.5.2025

Sd/-
DEPUTY DIRECTOR, WBERC