FORECAST CONGESTION IN THE NATIONAL ELECTRICITY MARKET

9 SEPTEMBER 2021



PURPOSE OF SESSION

To inform stakeholders about how congestion is forecast to change as renewables replace thermal generation.

These changes are why the ESB considers it imperative that we reform the transmission access arrangements.

SPEAKERS

- Dr Kerry Schott, Chair, Energy Security Board
- David Swift, Deputy Chair, Energy Security Board
- Jason Mann, Senior Managing Director, FTI Consulting
- Jess Hunt, Senior Advisor, Energy Security Board

FACILITATOR

• Mark Paterson, Chief Strategy Officer, Strategen

WEBINAR LOGISTICS

- This public webinar is being recorded. The >500 registered participants are in listen-only mode.
- We will actively invite your clarifying questions at key points:
 - Please enter questions in this field as we proceed through the content (please double check clarity); and,
 - The expert panel will answer as many clarifications as possible in the time available.
- Following today's event, we will provide participants with:
 - $\,\circ\,$ A link to the event recording and a copy of the slides; and,
 - $\,\circ\,$ A thematic summary of questions and answers.











CONTEXT – THE AUSTRALIAN SITUATION AT A GLANCE

- Congestion is a normal feature of a power system with high levels variable renewable energy.
- It is inefficient to build a transmission system that could carry all the power generated at the most sunny and windy of times as there is more than enough electricity to meet demand at those times.
- The NEM access regime means that it can be profitable for new generators to locate in parts of the network that are already full
 - This is a very unusual feature of our market design.
- The challenge for Australia is to connect high levels of new generation, mainly renewables it is a world leader in this.



WHY DID THE ESB PROCURE THIS ANALYSIS?



- Stakeholders have questioned whether congestion is a sufficiently large problem to warrant transmission access reform
 - Rather, we should focus on improving the connections regime and building new transmission
- Analysis aimed to explore the extent of congestion in 2030.
- A congested network is more likely to experience low marginal loss factors and technical difficulties in connections.

FTI's results reflect a best case scenario

- •Generation and transmission from step-change scenario (2020 ISP). Current investment levels are 27% above the step-change scenario.
- •Modelling assumes efficient placement of renewable generation and completion of network investment.
- •Modelling assumes parties bid their short run marginal cost. Alternative bidding practices will increase the costs.
- •Modelling excludes congestion associated with network outages, which account for a substantial portion of the costs of congestion.

ESB Post 2025: Electricity market redesign

FORECAST CONGESTION IN THE NEM

Webinar



9 September 2021



Agenda

1	Introduction to congestion in the NEM	3-6
2	Overview of our methodology	7-9
3	Results of our base case	10-16
4	Results of our sensitivity scenarios	17-24

Introduction to congestion in the NEM



The increase in congestion cost is a global phenomenon – increasingly an issue as more distantly located renewables generation connects

GB transmission constraint management costs 1.200 1.000 Five fold Ę,

Modelling

results

Sensitivity results

Congestion in

the NEM

Methodology



NEM constraint costs Generation (TWh) Tripleo Wind (TWh) Solar (TWh) ——Constraint costs (\$m)

sive fold 250 Seven fold





Globally – two broad market design philosophies have emerged as the way to manage congestion

Congestion management approach #1: "Leave to the SO"

Modelling

results

Methodology

Congestion i

the NFM

 Wholesale electricity market is "unconstrained" and has single energy price...

Sensitivity results

- ...market "ignores" transmission constraints.
- Congestion is resolved *outside* the wholesale market by local system operator....
-by making "constraint side payments" to chosen market participants located at certain critical points
- Costs of congestion resolution socialised across market



- US and NZ wholesale market are locational marginal pricing...
-market prices take account of transmission constraints.
- Prices vary by each node (with lower prices in export constrained areas)
- Market therefore resolves congestion no need for additional SO interventions

...however, the NEM has an unusual approach to congestion management

Congestion management approach #3: "Regional Reference Node"



- The wholesale price for each region is determined at the RRN which is sited at the point where demand is usually highest in the region.
- This price is then applied to the whole of the region.
- Participants behind a constraint are constrained off
 - but received no compensation

- Unlike the European model, the merit order and wholesale price includes some of the impact of transmission constraints (as constrained off plant cannot bid into the market)
- Unlike the US/NZ model, only one price is paid,
 paid to most market participants that generate in that price region regardless which side of constraint located



The congestion management approach in the NEM design is ill-suited to the large scale roll out of renewable generation

1 Inefficient investment decisions	 Because each region has a single clearing price, investors may not consider the impact of the transmission network in siting decisions fully other policy measures (e.g. connection charges) unlikely to fully mitigate this This could lead to a higher cost to consumers, either through a higher transmission cost or a congestion impact on prices.
2)	 With congestion, generators will have an incentive to submit bids into the market that
Inefficient	diverge significantly from their marginal cost to avoid being constrained off (this is known
operational	as "disorderly bidding" in the NEM).
decisions	 Highly unusual feature to design wholesale market that provides, in some circumstances, strong incentives for participants to not reveal marginal costs in bids (e.g. bidding -\$1,000). Means will lose merit order and cause operational inefficiency.
3)	 The clearing price for the entire region is set by the additional unit required to meet
Transfer of rent	demand at the Regional Reference Node
from consumers	 This likely leads to a higher price and thus cost to customers (i.e. an overall transfer of rent
to generators	from generators to consumers, although specific generators may also be affected).

It is in this context where we have been asked to assess the likely materiality of congestion in the NEM in the year 2030

Overview of our methodology



CONSULTING

Our modelling approach includes two-stages: first to determine the optimal annual capacity mix and second to optimise the hourly dispatch

Congestion in th

NEM

Methodology

Modelling

results

Sensitivity results





We project that wind and solar capacity will increase by over 200% to 31GW by 2030 – this is consistent with AEMO's Step Change forecast



NEM installed capacity projected over 20 years, GW

Modelling results Sensitivity results

Congestion in th

NEM

Methodology

2030 installed capacity by region and technology, GW (% increase from 2022)



- Installed capacity of 72GW in 2030.
- New wind and solar progressively replaces retiring coal capacity.
- Wind and solar constitutes over 40% of total installed capacity by 2030.

Note: (1) We have verified our long term forecast by comparing to AEMO's own forecast. The forecasts are broadly consistent, but small differences appear due to: i) updates to AEMO's ISP assumptions (July 2020) and AEMO's ESOO assumptions (December 2020); and ii) differences of categorisation (for example, Snowy is categorised as pumped hydro in our model and as utility storage by AEMO). Rooftop solar capacity is excluded.

Key results from our modelling







We project network constraints to occur frequently over the year, with peaks during summer periods

NSW QLD SA 100% 100% 100% 90% 90% 90% 80% 80% 80% 70% 70% 70% % hours binding % hours binding % hours binding 60% 60% 60% 50% 50% 50% 40% 40% 40% 30% 30% 30% 20% 20% 20% 10% 10% 10% 0% 0% 0% Jul Aug Sep Oct Jan Jan Mar Apr Vlay Jun Jun Aug Sep Oct Nov Dec Jan Feb Aug Sep ١ŋ Mar Apr May Jun ١IJ 2020 2030 2020 2030 2020 2030 Includes Marinus Link (1st cable) TAS VIC 100% 100% 90% 90% 80% 80% 70% 70% % hours binding % hours binding 60% 60% 50% 50% 40% 40% 30% 30% 20% 20% 10% 10% 0% 0% Jan Feb Sep Oct Dec Mar Apr Vlay Jun Jul Aug Sep Oct Nov Feb Mar Apr May Jun ١ŋ Aug Nov Dec Jan

Percentage of hours per month with at least one constraint binding by state



- Congestion is expected to significantly increase in the next ten years in all states other than Tasmania.
- Excluding Tasmania, the average % of hours per month with at least one constraint binding is 60% in 2030 compared to 21% in 2020.

2020 2030

2020 2030

Note: Charts display the number of hours in a year in what at least one constraint binds; Both the 2020 and 2030 figures relate to System Normal conditions Source: AEMO's monthly constraint reports 2019 & 2020. FTI analysis.



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We assess which generator units would run in scenarios with and without constraints to show the difference in dispatch profiles





The impact of constraints on generation, GWh With - without network constraints



- With network constraints, solar is typically constrained off, while additional thermal generation is dispatched in its place.
- Approximately 2.5 TWh of solar is constrained off, in addition to 1.0 TWh of hydro...
- ... compared to 3.0 TWh of thermal generation which is dispatched instead.

Distributed storage Hydro

Liquid fuel
 Natural Gas
 Utility storage
 Pumped hydro
 DSP

Note: The total positive and negative values in each month are not exactly equal due to: (i) differences in storage (battery and pumped hydro) generation and load profiles, resulting in

Solar





Wind and solar generation are key drivers of congestion, which may contribute to price spikes



Solar generation •••••• Potent

•••••• Potential solar generation ------ Wind generation

Congestion in the Methodology Modelling results Sensitivity results



Constraints lead to higher prices, and may lead to price spikes in specific periods when the system is under stress



Impact of constraints on time weighted prices, \$/MWh *With - without network constraints*



- Constraints generally lead to higher prices in each state each month. The average increase in price across each state is \$5/MWh.
- The prices presented are determined using SRMC bidding methodology and are therefore likely to be conservative.
- We also impose a price cap of \$1,000/MWh to prevent infrequent but significant price spikes at the Market Price Cap from biasing the impact of congestion disproportionately.

Note: The negative price differentials observed in Vic are driven by differences in hydro behaviour in Tas. This arises as hydro units located in Tasmania optimise their water storage levels differently between the two scenarios which affects the water value (i.e. the future value of water held in storage). Without constraints, Tasmanian hydro units optimise to generate at its maximum capacity to serve peak demand. However, when constraints are introduced, hydro units generate less output per hour, meaning that it generates for more hours to utilise its fixed water resource. In turn, this results in lower water values which benefits Vic, particularly during winter peak periods when hydro output is higher.

TAS _____VIC ____SA _ Average





Constraints lead to higher consumer costs, in particular during periods of system stress

Increase in the cost to load by region in 2030



- Congestion increases cost to load consistently throughout the year, with an average increase of \$18m per state per month.
- The total increase in cost to load due to constraints is **\$1.05 billion** in 2030.



Additionally, generators may face significant loss of revenues depending on where they are located in the NEM



Modelling

results

Sensitivity results

Congestion in the

NEM

Methodology

- The majority of solar generators are not significantly affected by grid constraints and competition with other generators. However, a few units experience high curtailment indicating potential excess capacity or "solar spill".
- The location of solar and/or combination with batteries are critical factors for investors. Locating behind a constraint could result in significantly lower output relative to available output.

Wind curtailment by unit



 Relative to an unconstrained scenario, wind generators experience less curtailment than solar due to a more diffused production during the day. The most adversely affected state is Queensland.

Results of our sensitivity scenarios







Sensitivity scenarios: We test the impact of additional renewable capacity and alternative battery placement on congestion

- The purpose of the sensitivities is to assess the incremental impact on congestion when <u>market-driven investment in</u> generation and storage deviates from the investment outcomes <u>anticipated in the ISP.</u>
- The modelled deviations are consistent with the incentive properties of the current market design and are already occurring in the NEM.

Sensitivity scenario	Solar	Wind	Location	
Scenario 1	+300MW per region		Additional installed capacity is added to the most productive zone ir each region	
Scenario 2		+300MW per region		
Scenario 3	N/A		NSW only: move 35MW of total battery capacity located in the REZ to near the RRN (Eraring and Vales Point B)	

Map of Renewable Energy Zones ("REZ") by state



Source: AEMO.





When additional solar capacity is added, the potential incremental output from solar generation is reduced by over 20% because of constraints



Change in generation mix, sensitivity - base,



Wind

Utility storage

Sola

Pumped hydro

Distributed storage Hydro

DSP

With network constraints

Brown coal

Natural Gas

Black coal

Liquid fuel

Change in total constrained generation given 1.5GW of additional solar capacity, sensitivity – base, GWh With - without network constraints



- <u>Without constraints</u>, the additional solar capacity increases total solar generation by 3,500 GWh. Additionally, 1,800 GWh of thermal generation is displaced, primarily black coal.
- However, <u>with constraints</u>, some of the additional potential solar generation is constrained off. Total solar generation therefore increases by 2,700 GWh. In this case, 1,500 GWh of thermal generation is displaced relative to the base scenario.

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The cost of constraints also increases when additional solar capacity is introduced







Impact of additional congestion on the cost to load, \$m



- Without constraints, the addition of 300 MW of solar capacity per state reduces total cost to load by \$436m or 5.3% (from \$8,266m to \$7,830m).
- With constraints, the same addition reduces total cost to load by \$259m or 2.8% (from \$9,320m to \$9,061m).

Note: the Capex and transmission cost of the additional 1.5GW solar capacity is not considered.





Constraints also limit the potential incremental output in wind generation associated with additional wind capacity, to a lesser extent than solar



Change in generation mix, sensitivity - base, GWh



Wind

Utility storage

Solar

Pumped hydro

Distributed storage Hydro

DSP

With network constraints

Brown coal

= Natural Gas

Black coal

Liquid fuel

Without network constraints

Change in total constrained generation, sensitivity – base, GWh

400 300 146 200 123 112 109 112 90 100 gWh -100 -144 -112 -111 -103 -128 -200 -123 -155 -140 -300 ٩f -273 -400 -500

- Jul Aug Sep Oct Nov Dec Jan Feb Mar Apr May Jun
 <u>Without constraints</u>, the addition of 300 MW of wind capacity per state increases total net wind generation by 4,600 GWh. Additionally, 4,300 GWh of thermal generation is displaced, primary black coal and natural gas relative to the base scenario.
- <u>With constraints</u>, approximately 4% of the potential incremental increase in wind generation is constrained off, meaning total net wind generation increases by a smaller 4,500 GWh. 4,100 GWh of thermal generation is displaced, relative to the base scenario.

With - without network constraints





As with solar, additional wind capacity increases the cost of constraints



Impact of additional congestion on the cost to load, \$m



- Without constraints, the addition of 300 MW of wind capacity per state reduces total cost to load by \$1,173m or 14.2% (from \$8,266m to \$7,093m).
- With constraints, the same addition reduces total cost to load by \$1,001m or 10.7% (from \$9,320m to \$8,319m).

Note: the Capex and transmission cost of the additional 1.5GW wind capacity is not considered.

Note #2: The total hours binding across all constraints remained stable when additional wind capacity is added at 32,300.





In both scenarios, additional renewable capacity will increase congestion, and in turn, affect the revenue potential across different generators



Impact of 1.5GW of additional wind capacity



- From an investor perspective, the forecast shows that that investments in additional renewable generation ahead of transmission development may result in an increase in congestion volumes across both new renewable capacity and incumbent generation capacity.
- In turn, this would lead to a fall in revenue potential across a wide range of market participants.





We anticipate that the propensity of loop-flows across the NEM will increase counter-price flows

16%

Background

- In a system without constraints, electricity flows across interconnectors from a lower price region to a higher price region. These flows reduce the overall cost of meeting demand as imported low cost electricity displaces higher cost electricity.
- On some occasions, constraints in a particular region may lead to electricity flows across interconnectors from a higher price region to a lower price region (i.e. "counter-price flows") due to market design idiosyncrasies. This represents a negative rent for consumers, that is, an additional cost.

Counter-price flow percentage of total flows



NSW - QLD VIC - NSW VIC - SA TAS - VIC NSW - SA

- Loop flows occur when electricity trades in one region impact the flow in a neighbouring region (i.e. when scheduled flows in one area leads to a divergence in scheduled and physical flows in another region). This feature of electricity markets is more prominent when there are multiple connection lines between two regions or a "triangle" connection between three or more regions.
- We forecast that the NSW-VIC-SA triangle will experience greater counter-price flows. This varies considerably across boundaries and months.





Notes: (1) Transmission investment profiles taken from the ISP; (2) All outputs from the model are presented in real 2020 terms; (3) the Short Term model calculates outcomes based on an SRMC basis.





- Installed capacity of 72GW in 2030.
- New wind and solar progressively replaces retiring coal capacity.
- Wind and solar constitutes over 40% of total installed capacity by 2030.

Note: (1) We have verified our long term forecast by comparing to AEMO's own forecast. The forecasts are broadly consistent, but small differences appear due to: i) updates to AEMO's ISP assumptions (July 2020) and AEMO's ESOO assumptions (December 2020); and ii) differences of categorisation (for example, Snowy is categorised as pumped hydro in our model and as utility storage by AEMO). Rooftop solar capacity is excluded.

Congestion in Methodology Modelling Sensitivity results

WE ASSESS WHICH GENERATOR UNITS WOULD RUN IN SCENARIOS WITH AND WITHOUT CONSTRAINTS TO SHOW THE DIFFERENCE IN DISPATCH PROFILES

NEM total generation in 2030, TWh *Without network constraints*

25





The impact of constraints on generation, GWh With - without network constraints



- With network constraints, solar is typically constrained off, while additional thermal generation is dispatched in its place.
- Approximately 2.5 TWh of solar is constrained off, in addition to 1.0 TWh of hydro...
- ... compared to 3.0 TWh of thermal generation which is dispatched instead.

 Black coal 	Brown coal	 Wind 	Solar	Distributed storage Hydro
 Liquid fuel 	= Natural Gas	 Utility storage 	Pumped hydro	DSP

Note: The total positive and negative values in each month are not exactly equal due to: (i) differences in storage (battery and pumped hydro) generation and load profiles, resulting in different charging requirements; (ii) differences in auxiliary loads; and (iii) losses on the system (grid and storage efficiency cycle).

Appendix 1: Battery sensitivity







Relocating NSW battery capacity closer to the RRN increases the impact of constraints on cost to load



Change in cost to load, sensitivity - base, \$m







- Without constraints, moving 35MW of batteries in NSW towards the RRN increases cost to load by \$11m.
- With constraints, cost to load increases by \$121m.

Change in cost of constraints from relocating battery





Battery location is important in determining whether benefits largely accrue during periods of high demand or high renewables generation



Appendix 2: Illustrative example on counterpriced flows



Counter-price IC Executive Congestion in Modelling Constraint Impact on Impact on Sensitivity Sensitivity Sensitivity Impact on flows binding hours summarv the NEM approach generation mix prices consumer cost scenario - solar scenario - wind scenario - battery



Intra-regional constraints could distort the flow of electricity across interconnectors from a highpriced region to a low-priced region

Explanation of counter-price flows across interconnectors due to intra-regional constraints

Background to counter-price flows due to intra-regional constraints

- In a system without constraints, electricity flows across interconnectors from a lower price region to a higher price region. These flows reduce the overall cost of meeting demand as imported low cost electricity displaces higher cost electricity. These flows also create a positive rent based on the difference customers pay for imports in the higher price region and the amount paid to generators in the lower price region for exporting. The positive rent is known as the positive inter-regional settlements residues ("IRSR").
- On some occasions, constraints in a particular region may lead to electricity flows across interconnectors from a higher price region to a lower
 price region (i.e. "counter-price flows") due to market design idiosyncrasies (as described in slides 5 and 6). This represents a negative rent for
 consumers, that is, an additional cost. We set out an example below.

Illustrative example



- Gen 1 is constrained and unable to generate at its full capacity to meet demand at RRN A. Nonetheless, it can operate at 200MW as 100MW is exported to meet demand at RRN B.
- Gen 1 is paid the clearing price at \$100/MWh. However, consumers pay Gen 1 \$50/MWh for the 100MW imported. This creates a **negative IRSR of -\$5,000** for this hour (100MW x (\$50 - \$100/MWh)).
- In this example, the allocation of capacity is efficient; due to constraints, low cost Gen 1 is dispatched for Region B in place of more costly Gen 3. However, due to the congestion management approach, the allocation of financial payments leads to a material transfer from customers to generators. This is because Gen 1 receives \$100/MWh instead of its value to Region B (\$50/MWh) or its cost (\$25/MWh).
- Additionally, **disorderly bidding** may arise where generators bid negative values as they compete to be exported instead of being constrained off. This "race to the floor" may lead to greater IRSR values.
- When the negative IRSR exceeds \$100,000 in a dispatch period, AEMO is able to "clamp" the interconnector to prevent flows. While this reduces inefficient financial flows, this solution is suboptimal as it leads to capacity being allocated less effectively.

Experts with Impact

тм





CONCLUSIONS



- The level of congestion is much higher than we see today, but efficient given the high price of transmission.
- The effects of incremental additional generation without matching transmission are very severe.
- If generation and transmission investment remain out of sync, we can expect to see a range of congestion-related problems
 - Highly loaded lines will lead to low marginal loss factors.
 - Technical challenges during the connection process.



There is a need to coordinate transmission and generation investment and ensure that transmission upgrades are efficiently used.

CONCLUSIONS



- Current regime makes it profitable to invest in congested locations.
 - New generators cannibalise the profits of their neighbours.
- A 'tragedy of the commons' situation arises, with more generators seeking access in certain locations than is good for the system overall.
 - An analogous situation is global fish stocks.
- Given that the location of existing generators is locked in, it is highly likely that they will be worse impacted by congestion than those who come after them.
- Rational for new generators to pick locations where they congest others off, rather than being congested themselves.

CMM seeks to ensure that new investment adds usable MW rather than forcing existing renewables offline.



THANKS FOR ATTENDING

Please provide any feedback to info@esb.org.au