



Improving the National Electricity Market design in the light of recent experience

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Outline

- WMO, *Climate breaks multiple records in 2016*:
<https://public.wmo.int/en/media/press-release/climate-breaks-multiple-records-2016-global-impacts>
- *We are seeing other remarkable changes across the planet that are challenging the limits of our understanding of the climate system. We are now in truly uncharted territory*
- The NEM is in trouble & won't be easy to fix:
 - Now very decentralised with a high rate of uncoordinated, near-chaotic, innovation
 - Governance failings (also in the gas industry)
 - Engineering challenges
- Background: complex socio-technical systems
- Key decentralised electricity industry issues:
 - Creating & maintaining a balanced resource mix
 - Theoretical insights, limitations & practical implications
- Recommendations



Sustainability – the underlying problem

- No universally agreed definition but equity related:
 - Human perspective: intra- vs inter-generational
 - Broader eco-system perspectives
- Much of our societal debate relates to priorities:
 - Example: Adani coal mine proposal:
 - Profits & regional jobs now vs environmental impacts now & later
- The electricity industry faces the “trilemma”:
 - Reliability vs cost vs environmental impact
- Energy storage is an emerging issue:
 - Fossil fuels are stored & processed biomass being used in unsustainable ways (depletion, impacts)
 - Reversible storage such as pumped hydro or batteries:
 - Diverse characteristics & niches
 - External impacts as with all other options



Hewson J, Markets need to work for the greater benefit of everyone, *The Age*, 16/3/17 <http://www.theage.com.au/comment/im-no-socialist-but-markets-need-to-work-for-the-greater-benefit-of-everyone-20170316-guz660.html>

- *In policies such as privatisation we have transferred economic power and privilege from the public to some in the private sector, in a quest for greater "economic efficiency".*
- *However, we need to first set the necessary regulations to limit the use of that power.*
- *So, in many cases, the result has been exploitation and price gouging – think of electricity and gas, airports, airlines, toll ways and hospitals*

Comment: The electricity industry including its governance regime is in danger of losing its societal licence to operate



Robert Gottlieb, Where did they go so wrong? *The Australian*, 21/3/17,
<http://www.theaustralian.com.au>

- ...Our energy crisis actually started back in the first decade of this century when in both state and federal spheres we began to appoint public servants who were just “yes” men and women who would tell the politicians what they wanted to hear.
- And then we also surrounded ministers with advisers who all had the same view
- ...And so if you want to go renewables in power generation to 20, 30, 40 or 50 per cent then you must find people who know what is required

Comment: The electricity industry including its governance regime is in danger of losing its societal licence to operate



Recent specific criticisms of the NEM: Governance (gas governance also being criticised)

- Electricity reform has been a comprehensive failure¹
- Policy uncertainty, lack of coordination and unreformed markets increase costs, undermine investment and worsen reliability risks²
- The SCO, AEMC, AER, AEMO are the prime bodies entrusted with delivering electricity and gas to the NEM and collectively they have done a very poor job³
- More clearly assign forward-looking risk assessment and management roles to agencies such as AEMO and NSPs with a view to identifying emerging technical issues early⁴

1. Quiggin J. 2017. *Grid Renationalisation*

2. Joint statement 2017. *No room for partisan politics in energy*

3. Leitch D. 2017. *The NEM is a mess – so who will clean it up?*

4. AEMO 2017. *Submission to Independent Review into the Future Security of the NEM*



Recent specific criticisms of the NEM: Economic

- Generation & retail markets:
 - Excessive horizontal & vertical integration¹
 - Competition in electricity retailing hasn't delivered what was promised: lower prices for consumers. The failure is worst in Victoria – with the most retailers & longest experience²
 - Greater load & embedded generation participation in real-time markets would enhance power system management³
- Transmission & distribution economic regulation:
 - Successive Australian governments have gifted the energy distribution & transmission industries a return on investment which Asian billionaires dream about³

1. Leitch D. 2017. *Too much power: The real crisis in Australia's energy markets*
2. Grattan 2017. Price shock: is the retail electricity market failing consumers?
3. AEMO 2017. *Submission to Independent Review into the Future Security of the NEM*
4. West M. 2017. *As power bills swell, so do fortunes of power companies & billionaires*

Recent specific criticisms of the NEM: Engineering

- Security management:
 - Reassess the market framework for frequency control to address loss of performance & power system control¹
- Technical standards:
 - Millions of low-quality solar panels have been installed on Australian roofs in the past decade²
 - Contrary to recent speculation, Standards Australia is not developing standards that will ban the introduction of on-site lithium-ion battery storage in homes³
 - More than 80% of transmission line failures in Australia are attributed to extreme weather conditions⁴

1. Summers K. 2017. *Fast Frequency Service – Treating the symptom not the cause?*
2. Johnson W. 2017. *How long will your solar panels last, & how well will they perform?*
3. Standards Australia 2017. *Speculation regarding on-site battery storage in homes*
4. Kulkarni & McCormack 2014. *Forensic Engineering for a Transmission Line Failure*

Independent Review into the Future Security of the National Electricity Market: *Extracts from the Terms of Reference*

<http://www.environment.gov.au/energy/national-electricity-market-review>

- ✓ The Australian electricity market is undergoing a significant transition, including due to rapid technological change, the increasing penetration of renewable energy, a more decentralised generation system, withdrawal of traditional baseload generation and changing consumer demand.
- ✓ Energy security is the paramount responsibility of governments. Recent events have once again highlighted the importance of ensuring the security and reliability of the National Electricity Market (NEM).
- ✓ The purpose of the review is to develop a national reform blueprint to maintain energy security and reliability in the NEM, for consideration by the Council of Australian Governments through its Energy Council.
- ✓ The review will draw together and build on the analysis and findings of the recent and ongoing work streams, as identified above. It will also consider any other matters and processes that may be relevant to system security and reliability.
- ✓ The blueprint will outline national policy, legislative and rule changes required to maintain the security, reliability and affordability of the NEM in light of the transition taking place
- ✓ Consistent with the National Electricity Objective, the review will examine the costs and benefits, including to consumers and industry, of the options to address any current or future vulnerabilities identified in the NEM.

Comment: A good start but TOR too narrow



Independent Review into the Future Security of the National Electricity Market: *Preliminary Report observations*

<http://www.environment.gov.au/energy/national-electricity-market-review>

- The security & reliability of our electricity supply is less assured than in the past
- The rate of technological change is unprecedented and consumer expectations are shifting rapidly
- Household energy bills rose on average almost 50 per cent (inflation adjusted) in the six years to 2014
- Inadequate supply and the high cost of natural gas are contributing to electricity price rises
- There is broad enthusiasm for a coordinated national approach to energy and emissions reduction policies

Comment: Useful observations but arguably already going outside the TOR



NEM-related definitions for *Security & Reliability*

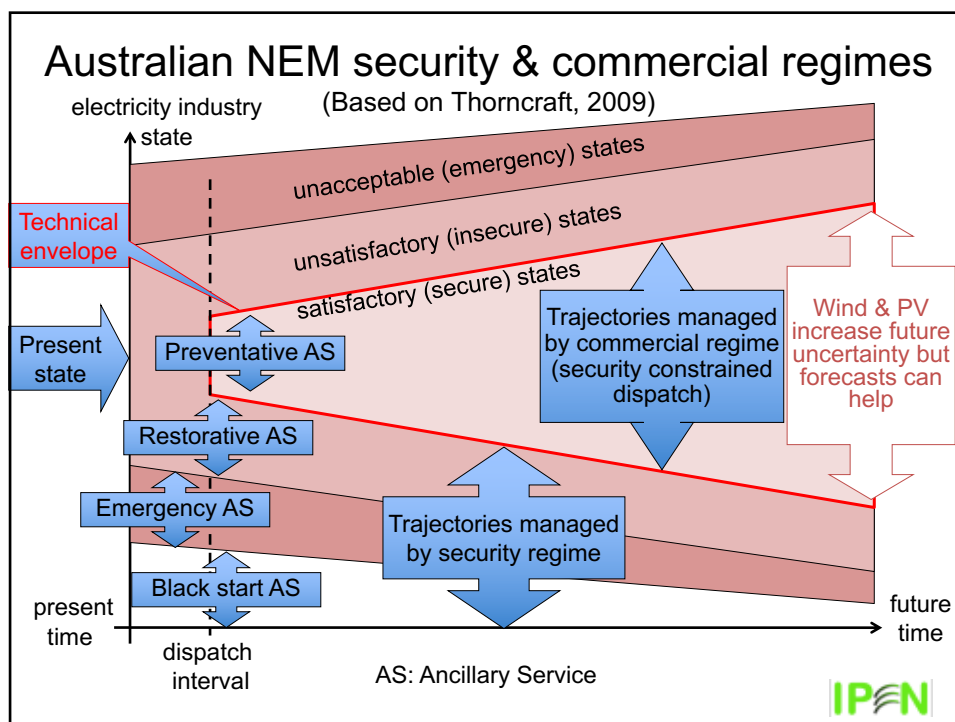
National Electricity Rules Chapter 10 Glossary:

- **Power system security:** The safe scheduling, operation and control of the power system on a continuous basis (*practical interpretation: technical parameters within & expected to remain within safe limits*)
- **Reliability:** The probability of a system, device, plant or equipment performing its function adequately for the period of time intended, under the operating conditions encountered

Finkel Review Preliminary Report:

- A **secure power system** is one that is able to continue operating within defined technical limits, even in the event of the disconnection of a major power system element such as an interconnector or large generator. (p 10)
- A **reliable power system** is one in which there is sufficient generation and **transmission** capacity to meet all grid demand. The National Electricity Rules include mechanisms to ensure reliable supply. These include a reliability standard that requires that no more than 0.002 per cent (11 minutes in a year) of customer demand within a region go unmet. (p 10)
- The increasingly active role of consumers will be important in supporting the future security and affordability of the power system (p 18)

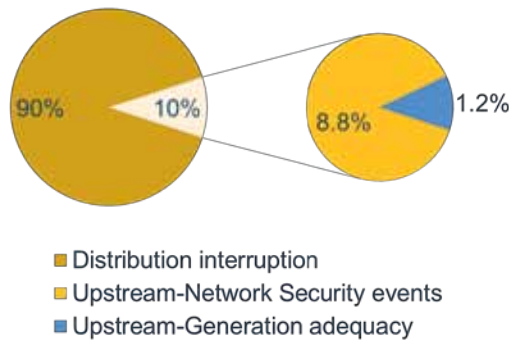
Note: Both sets of definitions imply management of risks from physical devices, human decisions & the external environment but without clearly stating how. They also downplay the importance of the distribution network



AEMO (27/2/17). Submission to the Independent Review into the Future Security of the National Electricity Market, p 25

<https://www.aemo.com.au/Media-Centre/Submission-to-Independent-Review-into-the-Future-Security-of-the-National-Electricity-Market>

Sources of Customer Interruption 2005-10 (AEMC)



Notes:

1. Distribution networks are more extensive than transmission networks and, if above ground, more exposed to external risks (weather, vegetation, lightning, vehicles, etc.)
2. NEM design still focused on transmission-level issues



Critical for complex
socio-technical
systems

Complex socio-technical systems (Dobrov, 1979; Carnes, 2011, Arthur, 2013)

Orgware (institutions, rules, culture):

- Legislation etc. (federal, state & local government)
- Judiciary, regulatory, rule management, mores
- Industry structure, self-regulation, micro-economics: eg. ombudsmen, codes, culture, internal markets

Orgware
Layer

Software (know-how):

- Knowledge & skills to design, build, connect & operate at component & system levels
- Systems for information gathering, decision-making & control, including commercial, technical & regulatory

Software
layer

Hardware (tools, machines, equipment):

- Equipment for energy conversion chain – generation, transmission, distribution, end-use
- Equipment for monitoring, analysis & control
- Tools & machines for construction & maintenance

Hardware
layer

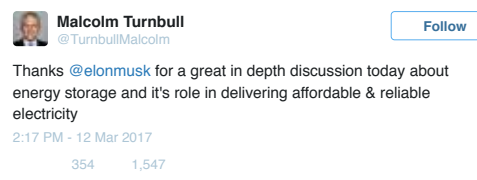


The electricity industry as an increasingly complex socio-technical system

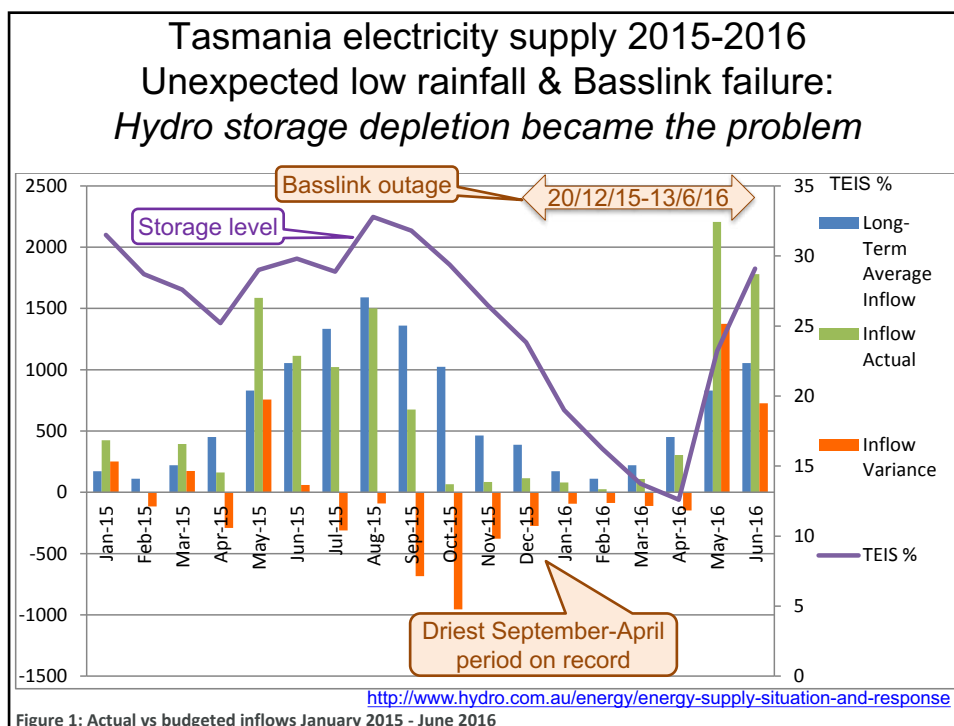
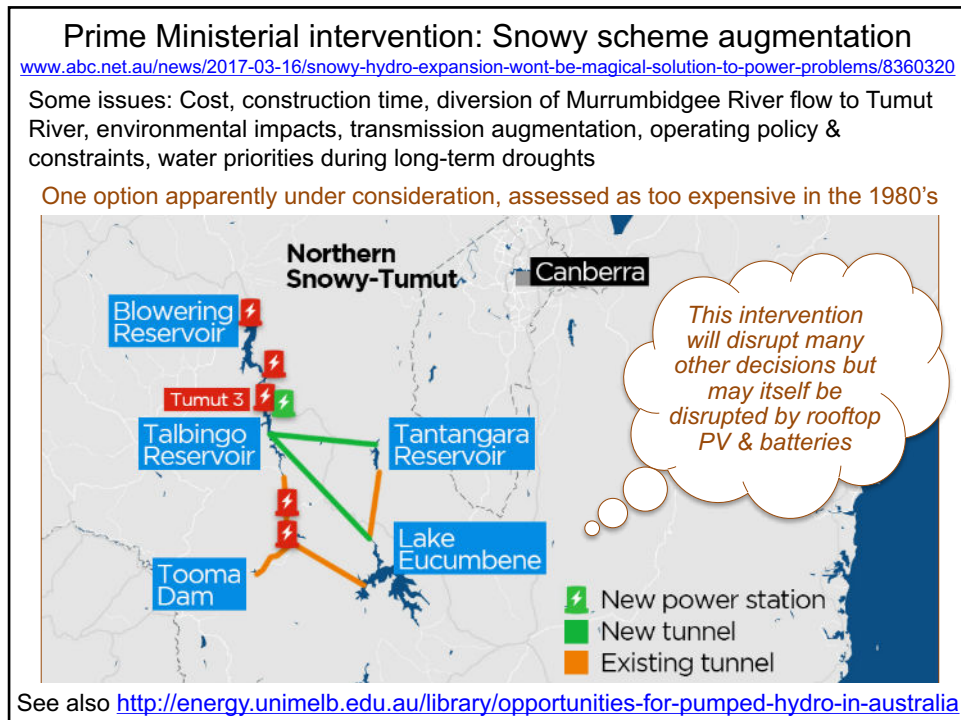
- Capital-intensive with long investment lead times:
 - Now with *a multitude of empowered decision-makers*
- Continuous, complex, shared, fast energy flow from primary energy forms to end-use energy forms via:
 - Non-storable AC electrical energy with quality attributes (voltage, frequency, waveform purity, phase balance)
- An industry infused with risk from micro-second to decades with many participants & shared risks:
 - *Never in equilibrium, inherently stochastic, emergent behaviour, significant unintended consequences*
 - *Growing problems with Observability, Predictability, Flexibility, Controllability: increasing risks of instability*
 - *Competing with other ways to provide energy services*

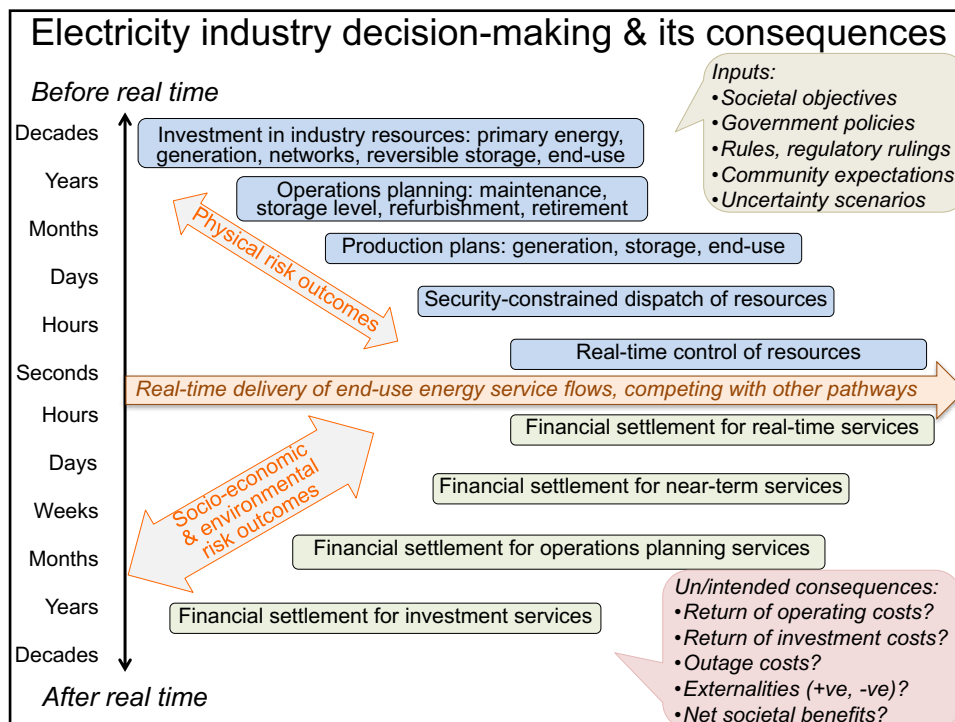
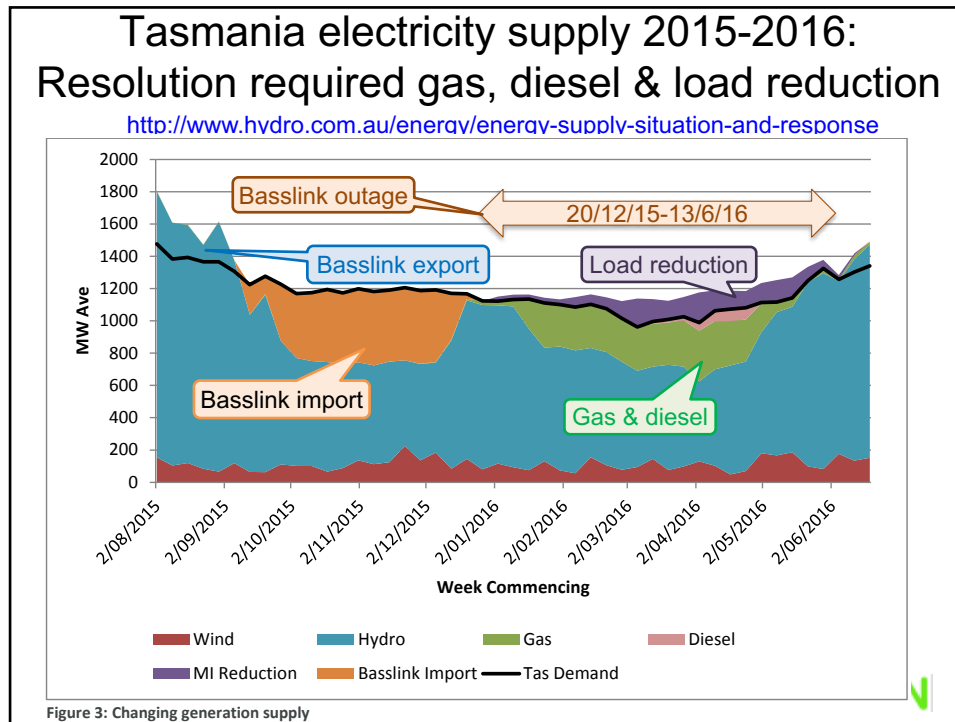
The role of storage in the electricity industry: *permits temporal reshaping of an energy flow*

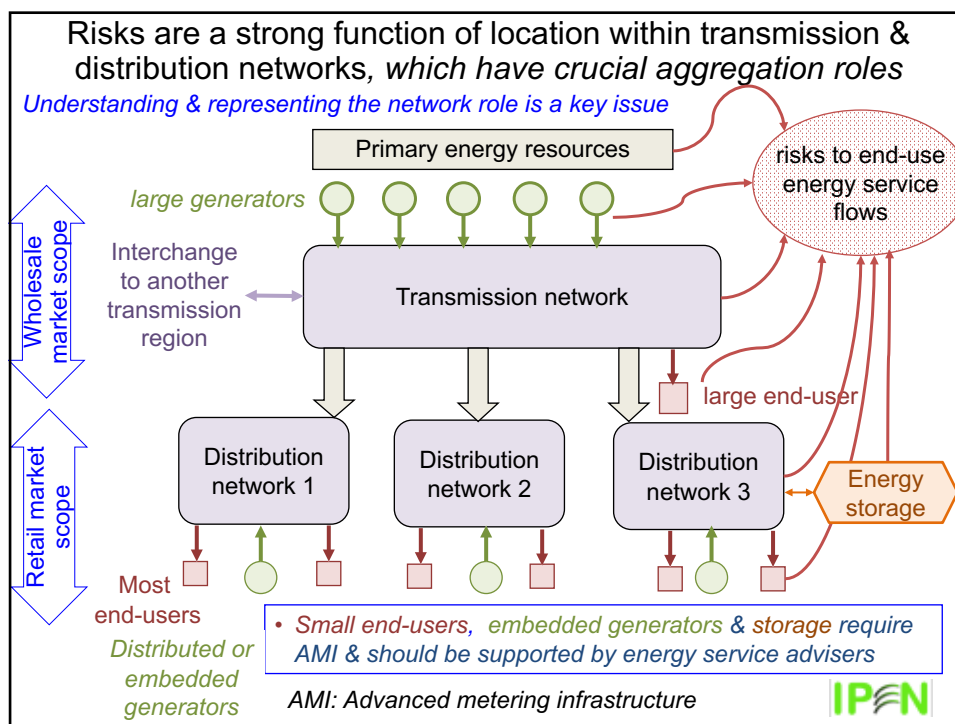
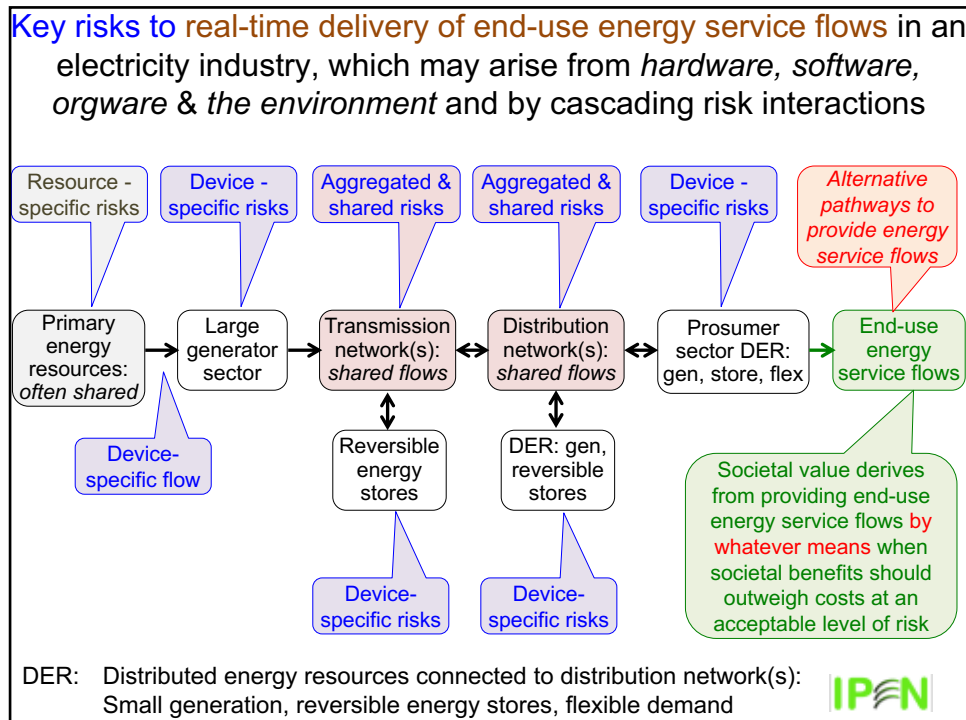
- AC electrical energy is effectively non-storable but many other options:
 - Resource: fossil fuels, hydro, solar thermal
 - Reversible: pumped storage, inertia, batteries, flywheels
 - End-use: hot water, ice, room temperature, factory products
 - Different costs & characteristics
- Storage difficult to manage:
 - Risk/opportunity assessment
 - Needs temporally detailed CfD & option forward curves



<http://www.abc.net.au/news/2017-03-12/elon-musk-malcolm-turnbull-in-talks-on-renewables/8347554>

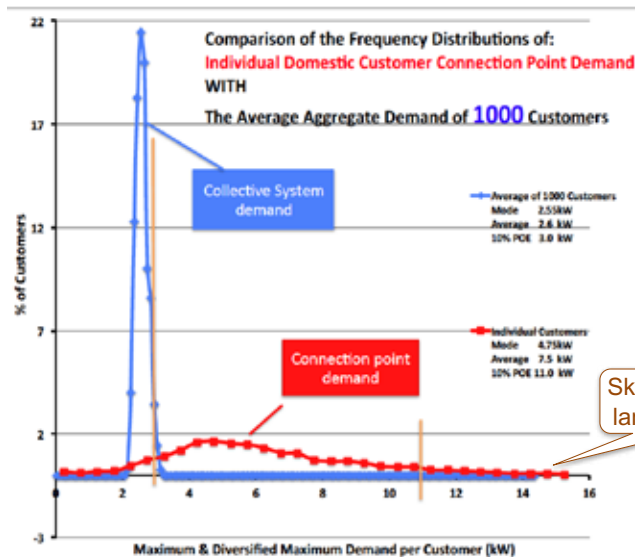






Distribution network aggregation: Individual domestic customers vs aggregated 1000 domestic customers

Ausgrid Finkel Review sub: <http://www.environment.gov.au/submissions/nem-review/ausgrid.pdf>



Note: Aggregation value falls if diversity lost, e.g. extreme temperature or rooftop PV on sunny day

Skewed by a few large customers

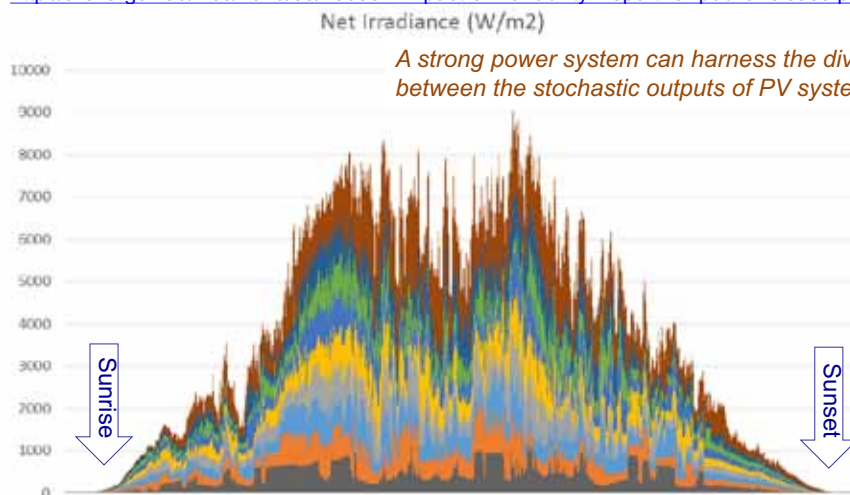


Aggregation of energy from solar energy fluxes:

Solar flux at 9 Alice Springs sites on 11/9/13 (cloudy & windy)

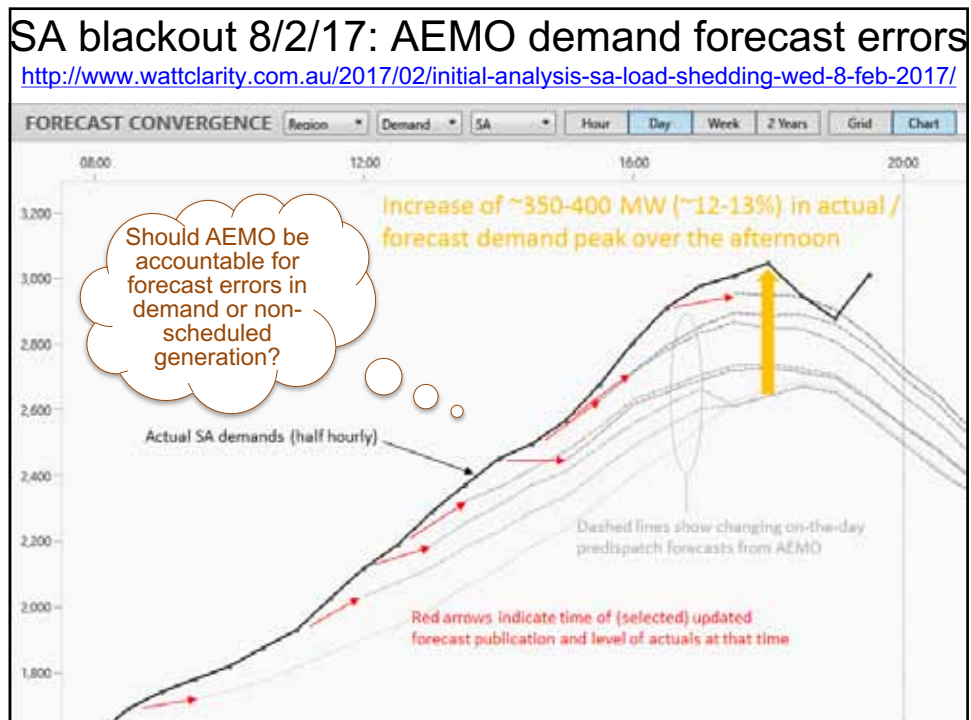
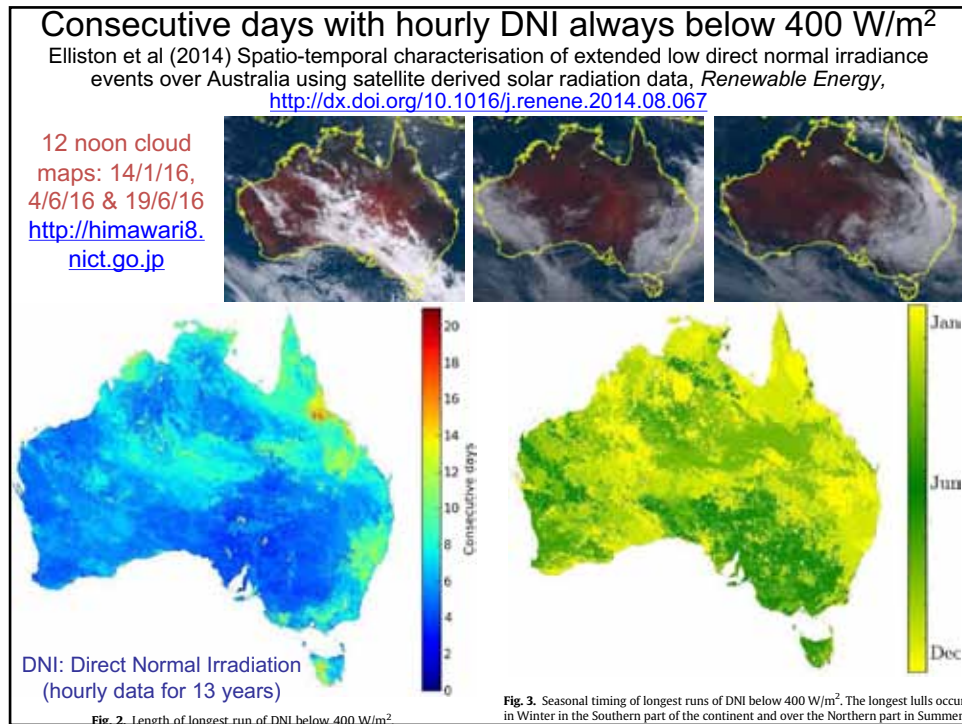
(CAT Projects, March 2015, Investigating the Impact of Solar Variability on Grid Stability)

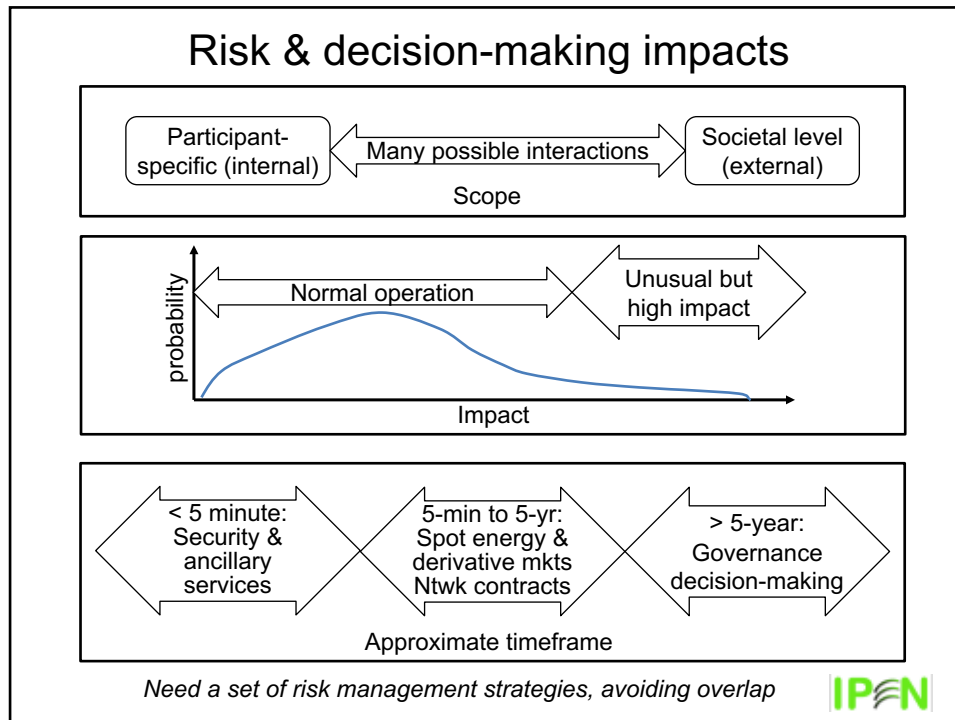
<http://arena.gov.au/files/2015/03/150302-Impact-of-Variability-Report-for-public-release.pdf>



- Diversity lost on a sunny day, at night & in a solar eclipse
- Second-by-second to multi-week variability due to cloud behaviour
- Seasonal variability depends on latitude & climate







Decision-making framework (DMF) for a decentralised electricity industry (Outhred, Bull & Kelly, 2007; Outhred, 2007)	
Governance & reg. regime: O <i>Cooperative</i>	<ul style="list-style-type: none"> Formal institutions, legislation & policies Informal socio-political coordination <i>Long-term, societal-level risk management</i>
Security regime: HSO <i>Cooperative</i>	<ul style="list-style-type: none"> Ensure core integrity on industry-wide & local basis with over-ride authority <i>Short-term industry-level risk management</i>
Technical regime: HS <i>Cooperative</i>	<ul style="list-style-type: none"> Ensure connected components function as an effective, efficient industry-wide machine <i>Facilitate desirable emergent properties</i>
Commercial regime: SO <i>Competitive</i>	<ul style="list-style-type: none"> Coordinate decentralised decision-making according to commercial criteria, including: <ul style="list-style-type: none"> <i>Formally designed electricity & gas markets</i>
<p style="text-align: center;">Governance & reg. regime: Governance & regulation regime Commercial regime: plays a key role in a decentralised industry H: Hardware; S: Software; O: Orgware</p>	

Manage boundaries & minimise overlaps & gaps

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Important challenges in designing a DMF for a decentralised electricity industry

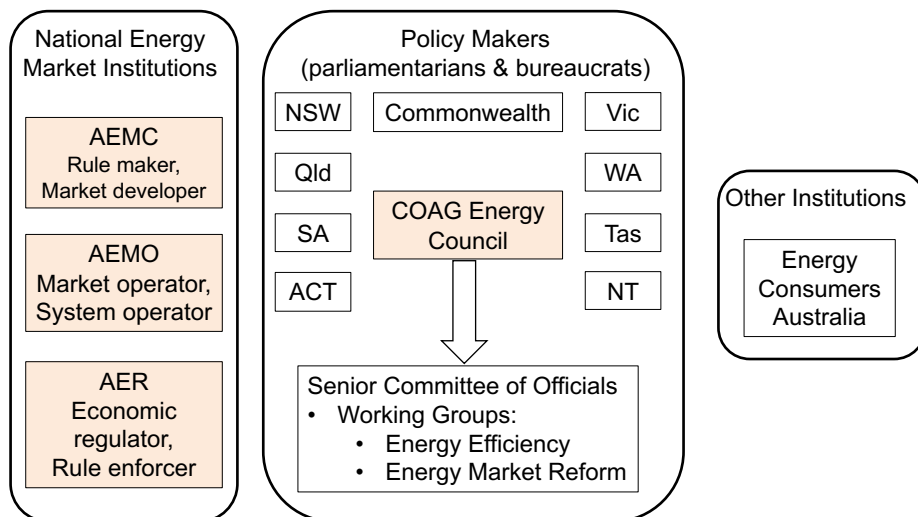
- Contrasting styles of decision-making:
 - Cooperative decision-making requires establishing & maintaining societal consensus: *difficult to achieve cooperation except within a competitive context*
 - Competitive decision-making requires effective governance oversight: *difficult to achieve*
- Limitations of decision-making:
 - Governance decisions often short-term & politicised
 - Decisions by corporations are narrowly profit-focused
 - Small participant decision-makers need support:
 - “there is abundant empirical and theoretical research to show that consumers do not always act in their own best interest”¹
- ***Wise governance essential but may not be possible***

1. Philip R Lane, Governor of the Central Bank of Ireland, 23/2/17
<http://www.bis.org/review/r170310b.pdf>



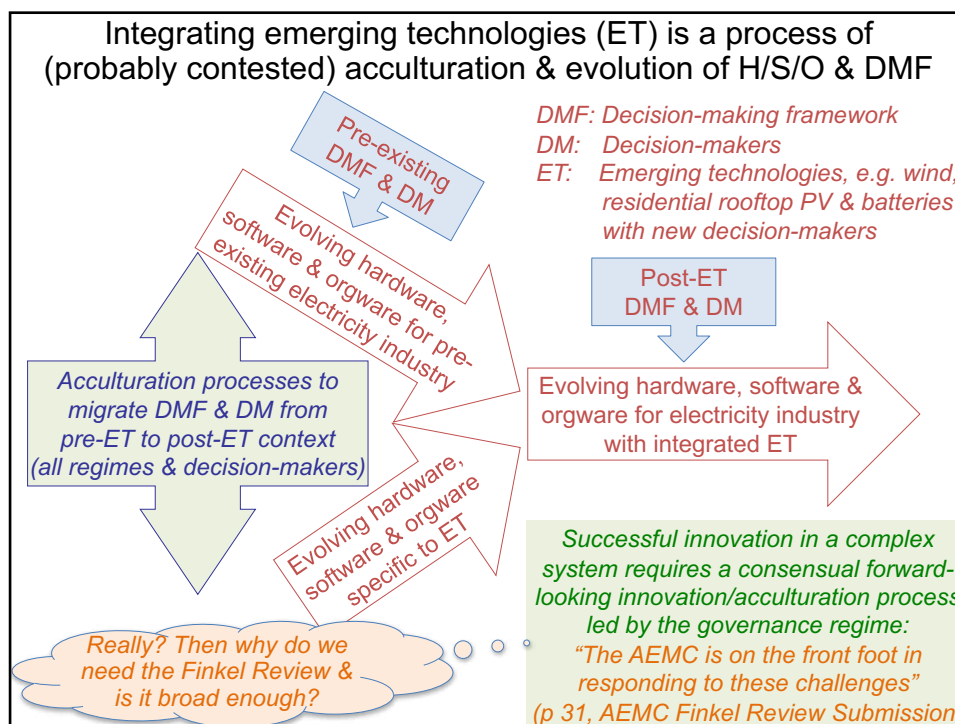
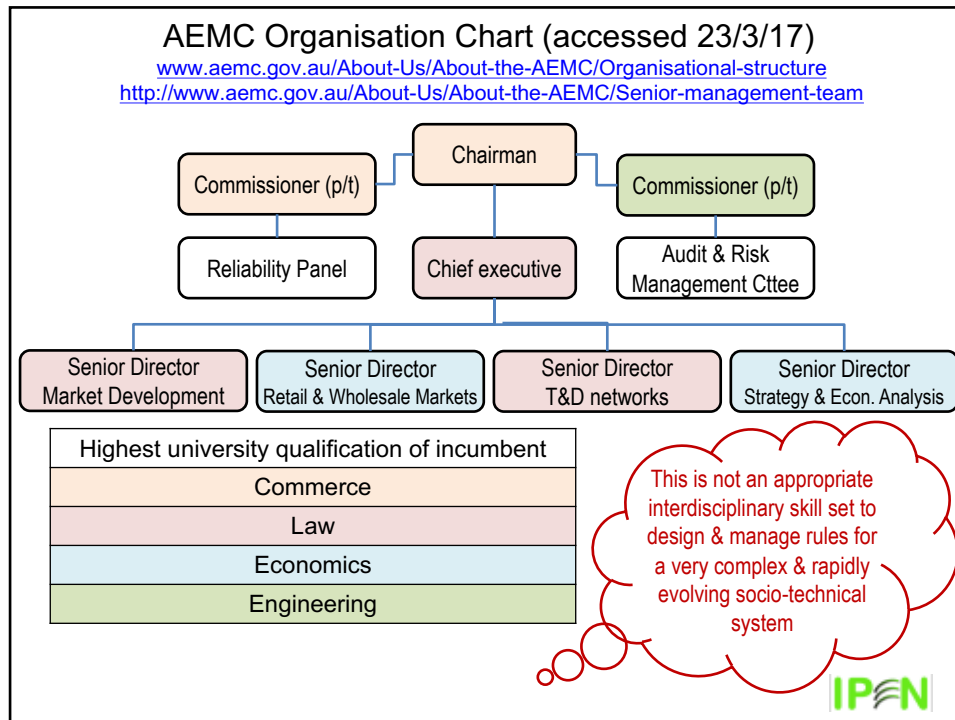
National Energy Governance Structure

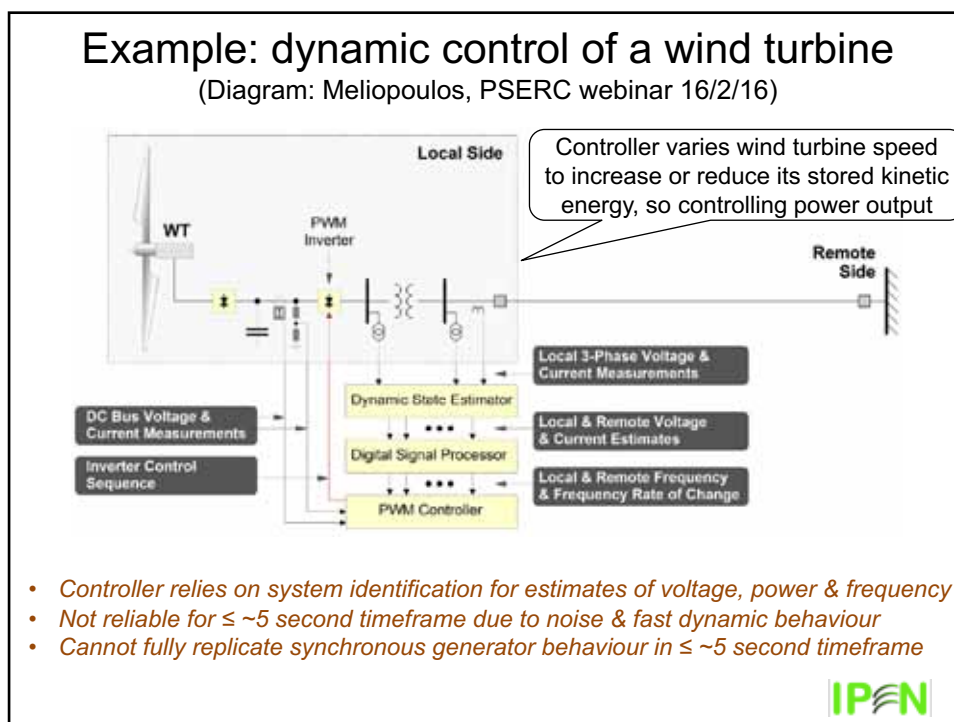
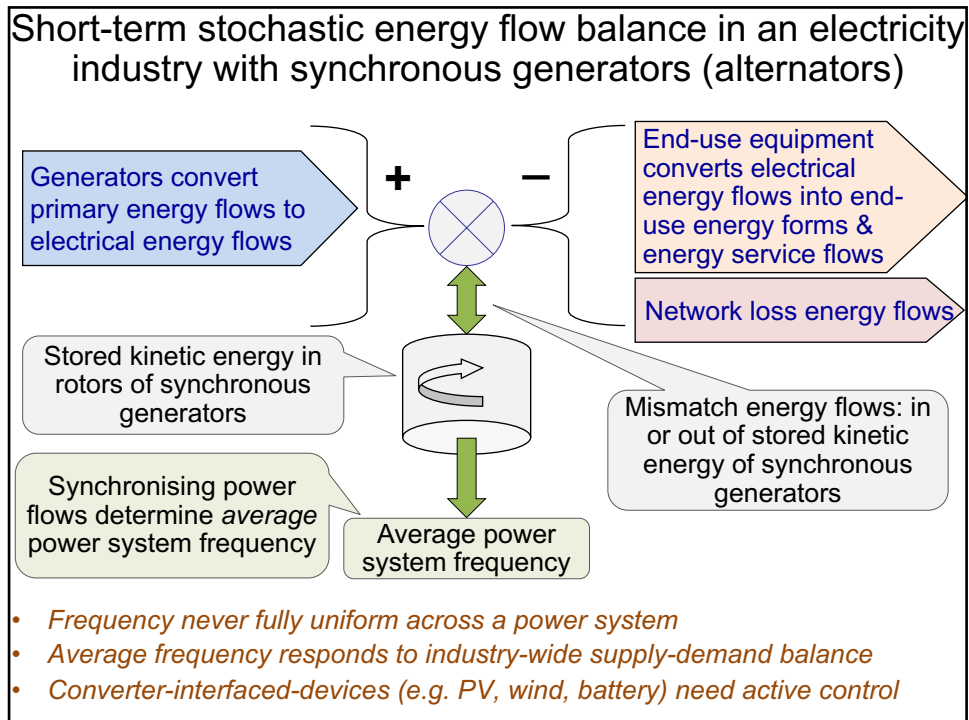
<https://scer.govspace.gov.au/workstreams/energy-market-reform/review-of-governance-arrangements/>
<http://www.aemc.gov.au/Australias-Energy-Market/Markets-Overview/Market-Governance>
<http://www.environment.gov.au/energy/national-electricity-market-review>

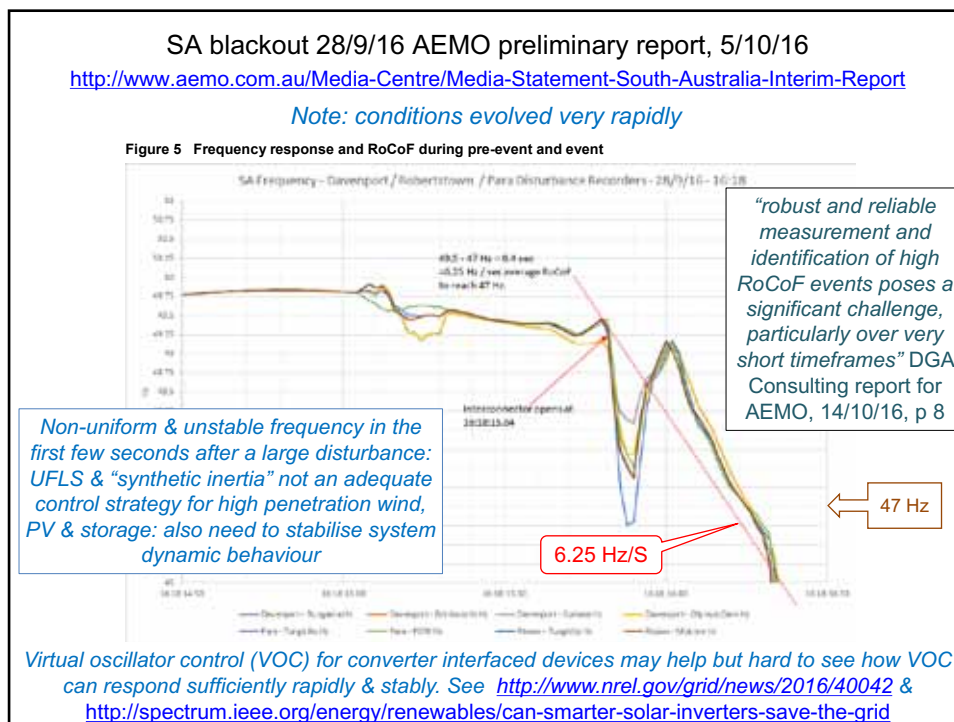
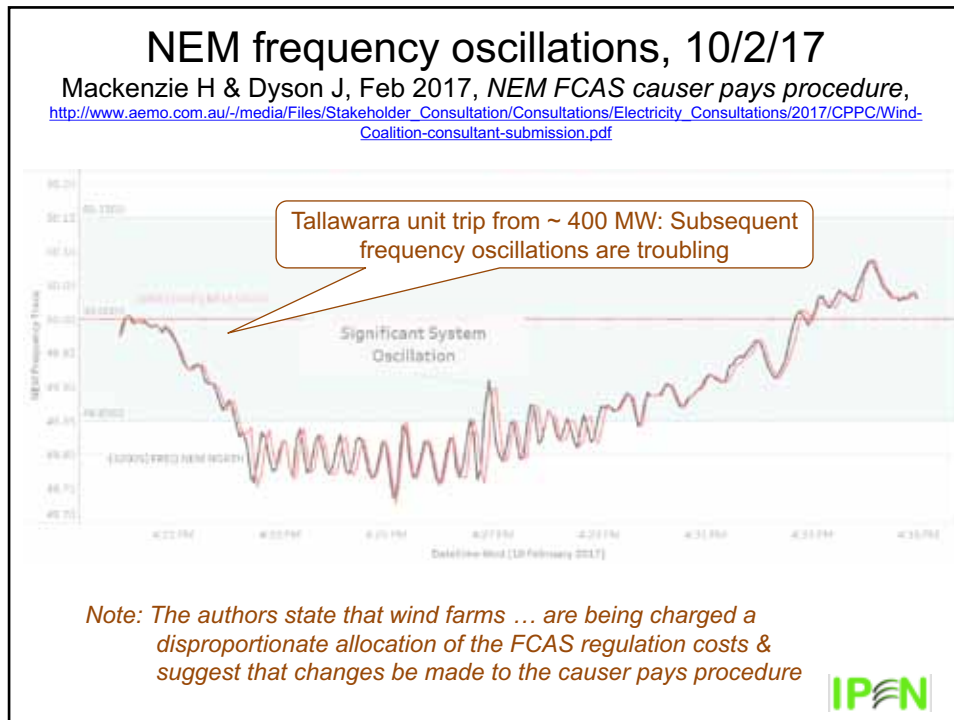


Key governance regime entities: *failing in important ways*





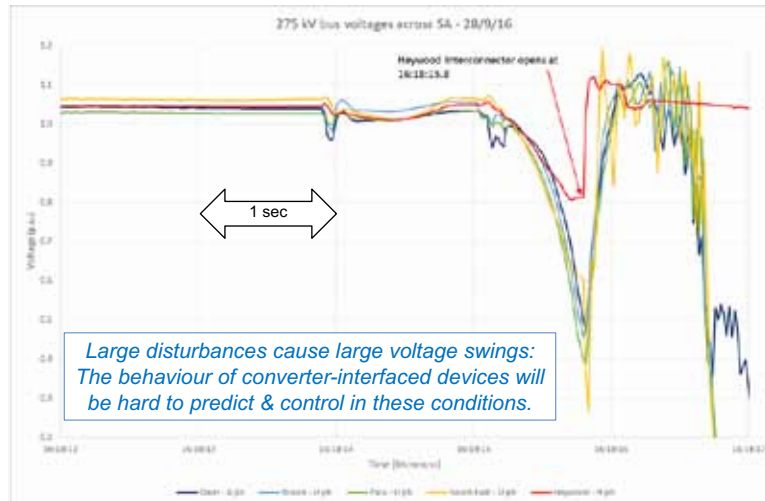




SA blackout 28/9/16: AEMO update report, 19/10/16

<http://www.aemo.com.au/Media-Centre/Update-to-report-into-SA-state-wide-power-outage>

Figure 1 275 kV voltage decline across South Australia prior to separation



Virtual oscillator control (VOC) for converter interfaced devices may help but hard to see how VOC can respond sufficiently rapidly & stably. See <http://www.nrel.gov/grid/news/2016/40042> & <http://spectrum.ieee.org/energy/renewables/can-smarter-solar-inverters-save-the-grid>

Power system dynamic behaviour & its treatment in the National Electricity Rules (NER)

- Power system dynamic stability:
 - An emergent behaviour of traditional power systems that rely on synchronous generators
 - Cannot assume uniform power system frequency at timescale of $\leq \sim 5$ seconds
 - NER V89, S5.1.8, p 554: “halving time of the least damped electromechanical mode of oscillation is not [to be] more than five seconds”
- The fast response ancillary services problem should be addressed under TOSAS (transient and oscillatory stability ancillary service)

<https://www.aemo.com.au/-/media/Files/PDF/Guide-to-Ancillary-Services-in-the-National-Electricity-Market.pdf>



MIGRATE: Massive InteGRATION of power Electronic devices

<https://www.h2020-migrate.eu> (European Union project)

- In the short to medium term, incremental technology-based solutions are needed to operate the existing electric HVAC system configuration with a growing penetration of PE-connected generation and consumption, based on novel methods and tools.
- In the long term, breakthrough technology-based solutions are needed to manage a transition towards an HVAC electric system where all generation and consumption is connected via 100% PE, based on innovative control algorithms together with new grid connection standards.

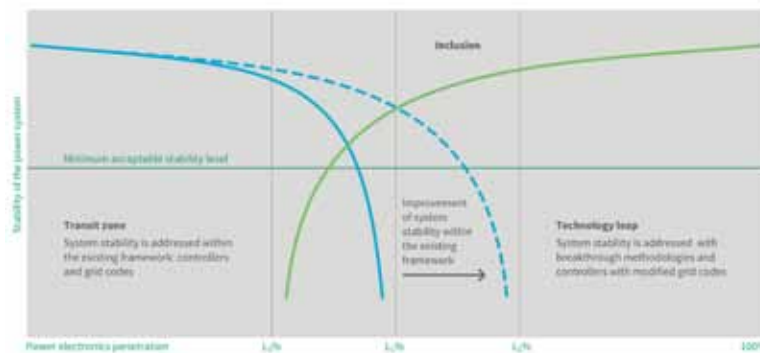


Illustration of the main concept of the MIGRATE project. The abscissa represents the PE penetration where L1 and L2 are asymptotes where severe stability problems could be met within the existing framework. The ordinate axis represents a power system stability index.



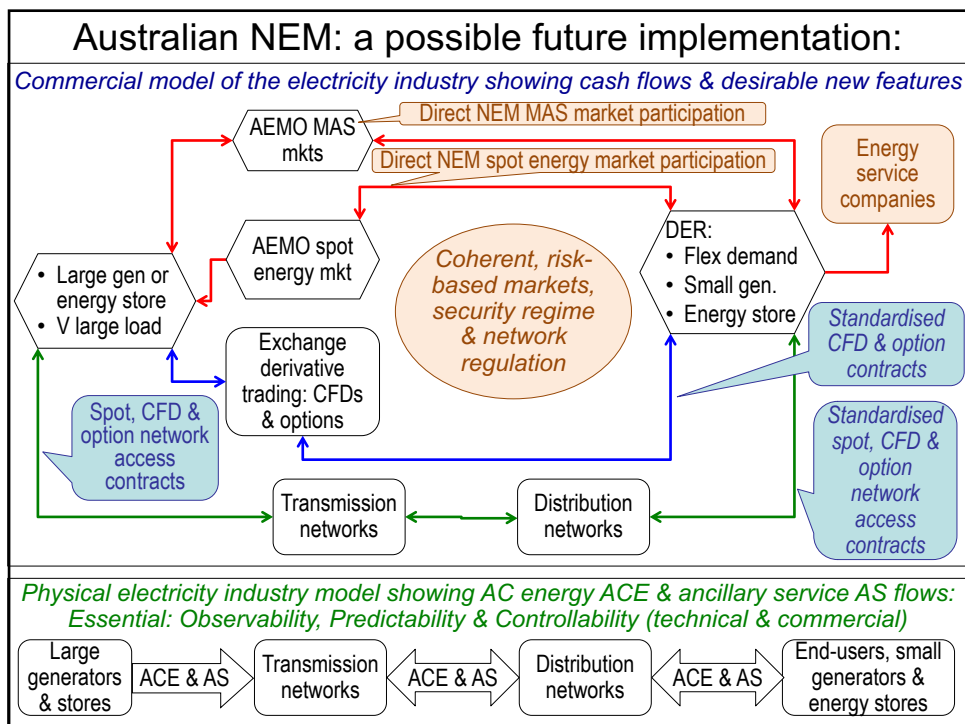
Decentralised electricity industry DMF: Theoretical foundation for the commercial regime

- Schweppe, Tabors, Kirtley, Outhred, Pickel, Cox, *Homeostatic utility control*, IEEE, 1980: Proposed a two-sided, five-minute, electricity spot market
- Outhred & Schweppe, *Quality of supply pricing*, IEEE, 1980: Explored two-sided spot markets for ancillary services
- Kaye & Outhred, *Theory of electricity tariff design*, IEEE, 1989: Theory of electricity pricing/contracting with uncertainty & inter-temporal links
- Kaye, Outhred & Bannister, *Forward contracts for operation of an electricity industry under spot pricing*, IEEE, 1990:
 - Showed how forward contracts could help manage spot price uncertainty
- Outhred, *Principles of a market-based electricity industry*, IEE, 1993:
 - Recommended multi-region spot & derivate markets, not nodal pricing
- Outhred & Kaye, Incorporating network effects in a competitive electricity industry, in Einhorn & Siddiqui (eds), *Issues in Transmission Pricing & Technology*, Kluwer, 1996:
 - Multi-region spot market with short-term technical forward market
- Outhred, Bull & Kelly, *Meeting the Challenges of Integrating Renewable Energy into Competitive Electricity Industries*



Decentralised electricity industry DMF: Practical implementation of the commercial regime

- Electricity market design - *not yet adequate in NEM*:
 - Double-sided spot & derivative markets with direct end-user participation (for efficient risk valuation & management)
 - Regional reference node pricing with network loss factors (not nodal pricing) to preserve derivative market liquidity
 - Market-based inter-regional network services represented as arbitrage between regional reference nodes
- Network service specification, pricing & regulation - *not yet adequate in NEM*:
 - Intra-regional transmission & distribution services:
 - Market-compatible spot & derivative network market access contracts (spot pricing, CfDs & options plus technical requirements)
 - *Should not be based on LRMC nor on demand charges*
 - Regulated because of large-participant characteristics



Recommendations

1. Redesign AEMC to be fit for purpose
2. Correctly implement NEM spot & derivative markets:
 - 5-minute spot market, short-term technical forward market with call (& possibly put) options & direct end-user participation
3. Correctly implement network service contracts:
 - Market compatible access contract structure & pricing
4. Review ancillary services, particularly MAS, TOSAS, extend to distribution networks & connection requirements
5. Implement 5-minute metering & data management in a staged manner including cyber-security measures
6. Upgrade inter-regional transmission using VSC DC links where possible
7. Facilitate & regulate Energy Service Companies with brief to promote prudent, efficient & flexible energy services



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Hugh Outhred is Managing Director of Ipen Pty Ltd, which provides advisory and educational services on energy, society and the environment.

Hugh retired in 2007 after a 35-year career at the University of New South Wales (UNSW) with research contributions in power system dynamics, electricity industry design & renewable energy integration, most recently as Presiding Director, Centre for Energy and Environmental Markets and Head, Electrical Energy Research Group, School of Electrical Engineering and Telecommunications.

During his career, Hugh has been a Fulbright Senior Fellow at the University of California Berkeley, a Member of the National Electricity Tribunal, a Member of the New South Wales Licence Compliance Advisory Board, a Board Member of the Australian Cooperative Research Centre for Renewable Energy, an Associate Director of UNSW's Centre for Photovoltaic Devices and Systems, a Member of CSIRO's Energy Flagship Advisory Committee and a Lead Author for the IPCC Special Report on Renewable Energy Sources & Climate Change Mitigation, 2011.

Since 1989, Hugh has taught 125 short courses in 14 countries on electricity design issues including renewable energy integration.

