

# Victorian Default Offer 2020 – draft decision

Public forum

8 October 2019



#### Purpose of today's forum

- Provide a summary of our draft decision for the Victorian Default Offer to apply from 1 January 2020
- Opportunity for participants to provide feedback, and take views into account as we prepare our final decision

# Agenda

- 12.20pm Welcome and introduction Kate Symons – Chairperson, Essential Services Commission
- 12:25pm Overview of draft decision Jordan Tasker – Project Manager, Essential Services Commission
- 12.45pm Jake Lilley Senior Policy Officer, Consumer Action Law Centre
- 12.55pm Lawrence Irlam Industry Regulation Lead, EnergyAustralia
- 1.10pm General questions and discussion
- 1.30pm Overview of wholesale electricity cost estimation and discussion Andrew Harpham – Frontier Economics
- 1.50pm Close

#### Participant feedback

- Today we're using Slido a live Q&A app to facilitate questions and discussion
- Go to slido.com and enter the event code VDO2020
- Type your question and we'll aim to respond during the question and discussion session
- You can also submit a written question or raise a question from the floor

#### **Welcome and introduction**

Kate Symons, Chairperson Essential Services Commission

#### **Overview of draft decision**

Jordan Tasker – Project Manager Essential Services Commission

# What is the Victorian Default Offer (VDO)?

- The VDO is a framework for regulating prices for standing offers
- Government objective: that the VDO provides a simple, trusted and reasonably priced electricity option that safeguards consumers unable or unwilling to engage in the electricity retail market
- Customers on a standing offer with a flat tariff structure (a daily supply charge and a flat anytime usage charge) started receiving the VDO tariffs on 1 July 2019
- Generally available to all Victorian domestic and small business customers\*
- VDO does not preclude electricity retailers from offering customers different prices and terms through market offers

# What does the VDO currently look like?

From 1 July to 31 December 2019

- Two VDOs in each of the five distribution zones in Victoria
  - One domestic
  - One small business
- A controlled load tariff applies to domestic customers where applicable



Victorian Electricity Distribution zones

# Commission's role

- For the first VDO (1 July 2019 to 31 December 2019) we provided advice on VDO flat tariffs to government – our advice was accepted
- As set out in an Order in Council, from 1 January 2020, we will determine the VDO under the Essential Services Commission Act 2001 (Vic.)
- Key change from 1 January 2020: all standing offers not only those with flat tariffs will fall under the VDO framework regulated by the commission

# Commission's role

From 1 January 2020, we will determine:

- tariffs that are to apply to flat standing offer tariffs (including controlled load tariffs for domestic customers where relevant)
- the maximum annual electricity bill amount under a standing offer that provides for tariffs that are not flat tariffs the VDO compliant maximum annual bill

#### Process so far

- 30 May 2019 pricing order finalised by government
- 23 July 2019 VDO 2020 issues paper released for consultation
- 12 August 2019 consultation on issues paper closed
- 27 August 2019 workshop session at energy open forum
- 3 September 2019 released information request to all retailers for cost data
- 20 September 2019 VDO 2020 draft decision released for consultation
- 1 October 2019 cost information request due

#### Issues paper content and feedback

Our issues paper set out our initial views on methodology and sought feedback. Key points included:

- Proposal to continue using cost-based approach
- Update costs for new information or changes in market data
- Options for a setting a VDO compliant maximum annual bill

We received 17 submissions covering a range of issues focusing on:

- The VDO compliant maximum annual bill
- The estimation of particular costs (e.g. wholesale and environmental)
- Collection of retailer cost data

#### VDO cost components



# Draft decision proposals and contribution to total costs

Cost stack components, average all zones residential customers, 4 000 kWh per year



\*Note – excludes GST

# Estimating the VDO for flat standing offer tariffs

• Convert the cost stack into a set of tariffs for each distribution zone

Supply (\$ per day)	Usage (cents per kilowatt hour)
Retail costs (incl. CARC)	Wholesale costs
Fixed network tariff	Flat variable network tariff
Environmental/other (per customer costs)	Environmental/other costs (per kWh costs)
Retail margin	Retail margin

# Comparison to current VDO

Component	Contrib to chan domest	ige	Contribution to change small business		Description	
	\$	%	\$	%		
Wholesale	\$18	1.3%	\$96	1.7%	Higher futures market prices for 2020.	
Network	\$19	1.4%	\$106	1.8%	Higher charges forecast for 2020.	
Environmental	-\$23	-1.6%	-\$114	-2.0%	Falling LRET certificate prices in 2020.	
Other ancillary fees, retail operating costs, CARC, retail margin, GST	\$5	0.3%	\$16	0.3%	Driven largely by increased volume of solar exports in 2018-19 and changes to ancillary fees.	
Average total VDO bill change	\$19	1.3%	\$105	1.7%		

Note: these estimates are based on an annual bill based on the flat tariff VDO, averaged across the five distribution zones for a typical domestic customer (consuming 4,000 kWh) and small business customer (consuming 20,000 kWh). Numbers may not sum due to rounding.

# Our draft decision also applies to other standing offer tariffs

• From 1 January 2020 non-flat standing offer tariffs (i.e. time of use, demand and flexible) must comply with the VDO compliant maximum annual bill

 Draft decision for retailers' non-flat tariffs to comply at a specified consumption level – 4,000kWh for domestic, 20,000kWh for small business

 Proposal seeks to safeguard customers while also providing a level of consistency with discounting framework, limiting compliance costs, and considering any future changes to tariff structures

#### Other matters

#### Retailers must publish their standing offer tariffs in the Government Gazette

- The order provides a window for retailers to gazette their standing offer tariffs
- The draft decision notes the commission would review compliance of non-flat standing offer tariffs with the maximum annual bill based on:
  - usage profiles that apply for the calculation of discounts
  - profiles submitted to the commission by retailers for tariff types not covered in the order in council

#### Variations to the VDO price determination

 The draft decision outlines the situations in which a variation may be made, noting that they are reserved for material unforeseen events across the industry and for errors

#### Summary of draft decision

- Method used to calculate VDO largely similar to our advice to government
- VDO would increase 1.3% (\$19 p.a.) for domestic customers, 1.7% (\$105 p.a.) for small business customers. Main factors include:
  - higher wholesale costs due to market movements and network costs
  - partly offset by falling market price of large scale renewable certificates
- The VDO compliant maximum annual bill is set at a representative point of consumption and usage profile

#### Next steps

- 17 October 2019 submissions to draft decision due through Engage Victoria
- By 25 November 2019 ESC issues final decision and determination
- 25 November 18 December 2019 Retailers to gazette standing offer tariffs for the period beginning 1 January 2020







# OUR VISION: a just marketplace, where people have power and business plays fair



# OUR PURPOSE: To make life easier for people experiencing vulnerability and disadvantage in Australia





# **Victorian Default Offer**

What is the policy objective?

"The objective of the Victorian default offer is to provide a <u>simple, trusted and reasonably priced</u> electricity option that safeguards consumers <u>unable or unwilling to engage</u> in the electricity retail market."





#### Draft decision issues

New decision making: capping what people pay on the 'non-flat' VDO at a reference point means different outcomes for the 'disengaged.'

 Varying peak/ off peak consumption or consumption creates a difference in price outcome.

"The objective of the Victorian default offer is to provide a <u>simple, trusted and reasonably priced</u> electricity option that safeguards consumers <u>unable or unwilling to engage</u> in the electricity retail market."





#### Draft decision issues

- Retail operation costs \$134 this is arrived at through a circular benchmarking approach and includes 'transition costs' when transition has already occurred.
- Customer acquisition and retention costs allowances for marketing channels soon to be prohibited?
- Retail margin circular approach?
- "True up" of ascertainable costs



#### **Broader policy issues**

- How do we ensure people get access?
- Not many people are on standing offers

   many more likely to be on expired benefits
- Shouldn't all retailers adjust prices for all customers so no-one is paying higher than VDO unless they've chosen to do so?
- Embedded networks
- Protections for Gas are needed too.





28

# One retailer's perspective on the draft VDO

Lawrence Irlam Industry Regulation Lead 8 October 2019



EnergyAustralia

#### What we're most worried about

- LRET liability
- Wholesale costs
- Metering, Loss factors, SRES %
- Treatment of non-flat tariffs

#### Some recent context...



"Obviously the big three are trying to recoup money on what they've lost on the outrageously high standing offers", Rod Sims, 17 September



Figure 4.11: Change in average Victorian residential effective price (c/kWh) from

2016-17 to 2017-18, real \$2017-18, excluding GST

#### Figure 4.31 EBIDTA as a percentage of revenue over time for residential customers by state 2007–08 to 2017–18

"The legislation focuses on three areas... The second is withholding supply from contract markets to substantially lessen competition. In **South Australia**, for instance, the lack of competition has meant there is little contracting to independent players, creating strong barriers for new competitors to enter an otherwise **attractive, high-priced market**. And the third is retail price gouging, in a market where **retail margins have more than doubled over a decade**." - Angus Taylor, 'BIG STICK' COMES OUT TO SHIFT POWER BALANCE IN FAVOUR OF CONSUMERS, 19 September 2019

#### **LRET liability – the problem**

8 7 6 Number of LRECS (millions) 5 2 2017 2018 2019 2020 2021 2022 2023 2024 2025 2028 2029 2030 2016 2027 ORG existing PPAs and contracts Use of REC inventory Clare Solar Extension (35MW) Lakeland Solar (10.8MW) Bungala Solar (220 MW) Darling Downs Solar (100MW) Stockyard Hill Wind (500MW) Forecast Demand Mass Market Retail Demand REC liability based on growth in line with AEMO's system demand (2) Darling Downs Solar and Stockyard Hill Wind are based on management's estimates of the potential timing of development Origin Energy | 2017 Half Year Results Announcement

Origin's LRET position<sup>1</sup>

Source: Origin Energy, 2017 Half year results, 16 February 2017

"Large-scale certificate spot and forward prices are **transparent**... represent **efficient costs** as they are the price at which the market currently trades these products. We believe this is efficient as a **retailer is able to purchase certificates** in this market." – ESC draft decision

"The cost to a retailer of obtaining LGCs can be determined either on the basis of the resource costs associated with creating LGCs, or on the basis of the market price at which LGCs are traded. For this report, we have used a market price for LGCs to determine the cost of complying with the LRET." – Frontier, for ESC

"Only a **small percentage of LGCs are traded** on the spot market, with most large-scale renewable projects entering into **PPAs with retailers** that include a bundled LGC price... LGCs are traded on the spot market in short-term quantities and thus pricing is influenced by the circumstances of those trades rather than long-term financing considerations." – EY, for 2018 AEMC price trends report

#### **LRET liability – potential solution**

- Weighted average LGC cost for Vic market, based on LGC demand and supply
- Weights are proportion of each retailer's LRET liability to VIC total
  - Geared towards larger retailers top five supply ~90% of Vic mass market demand
  - These retailers hold significant national PPA portfolios
- Each retailer's LGC price reflects supply allocation, proportionate to VIC demand
  - Prices and volumes under PPAs (actual contract data)
  - Assumed/ average LGC market price (if no PPAs, or short from PPAs)

	DEMAND			SUPPLY		
	Vic MM LGC Obligation (2020 19.96%)	MM LGC Demand National	Vic MM as a proportion of LGC portfolio	Retailers' National LGC PPA Offtake	Retailers' LGC Offtake Applied to Vic	LGC Offtake VWP
	С	D	E	F		
Source/Formula	ESC data	AER data	= C/D	Estimate	=MIN(C, E * F)	Estimate
	K LGC	K LGC	%	K LGC	K LGC	\$/LGC
AGL	462	3,000	15%	5,200	462	\$48.00
ORIGIN	383	3,100	12%	6,000	383	\$45.00
EA	382	2,100	18%	2,400	382	\$50.00
SNOWY (RED, LUMO)	339	605	56%	2,152	339	\$50.00
ENGIE (SIMPLY)	201	270	75%	783	201	\$50.00
ALINTA	75	285	26%	1,359	75	\$50.00
MOMENTUM (HYDRO TA:	67	90	74%	762	67	\$50.00
OTHER RETAILERS	205			1,000		\$50.00
	2,113			19,656	1,908	\$47.94

Source: EnergyAustralia. Numbers are illustrative only

#### Wholesale costs

- EnergyAustralia has previously supported Frontier's general method, no specific concerns on cost estimates – "no right answer" – more about transparency
- Questions over historic data in forming expectations for 2020. Dataset (3 years) may not have enough observations (or too many) to capture volatility trend and shaping costs associated with VRE penetration
  - average consumption falling but peak load not moving, still need same number of caps, cost spread over a smaller MWh base
  - Trends most visible in SA, QLD
  - Materiality for Vic, probable events/ risks for Q1:2020 (plant outages, commissioning of solar etc?)
  - Ideally would construct a forward projection of the Victorian system to examine shape cost impacts

#### Figure 5 Average wholesale electricity price by region



Source: AEMO Quarterly Energy Dynamics - Q1 2019, May 2019

#### Metering

- ESC assume single phase, single element meters. Material proportion (20 to 40%) of customers have more expensive meters (e.g. 3 phase). Suggest using weighted average.
- Scale of impact (esp. Ausnet) ~1% of total bill

#### **Loss factors**

- AEMO publishes two DLFs long and short sub-transmission
- ESC use short DLF, understating actual losses. More of an issue for Ausnet and Powercor customers. Suggest using weighted average (as per amaysim submission)
- Scale of impact ~0.5% of total bill

#### **SRES** percentage

- CER non-binding STP for 2020 is 14.26%, lower than the current 21.73%.
- Expect % to increase given government subsidies, potential for retailers and customers to face an unnecessarily large true-up. Suggest using binding 2020 value as a placeholder.
- Scale of impact ~1% of total bill

Tariff Approval - AusNet Services	Proposed Metering Tariffs P(t) for 2019	Forecast Quantities (Qt) for 2019	
	PropTar	FcastVol	
Proposed tariff	\$/Cust/year	Cust #	Cust %
Single phase single element	57.80	426,623	56.4%
Single phase, two element with contactor	67.90	192,622	25.5%
Multiphase	82.10	68,970	9.1%
Multiphase, direct connected with contactor	90.20	64,284	8.5%
Multiphase Current Transformer connected	116.90	4,185	0.6%
weighted avg	\$ 65.67		
diff to SPSE	\$ 7.87		

#### Source: EnergyAustralia from Ausnet 2019 approved tariff model
### **Non-flat VDO tariffs**

- Our recommendation is to prescribe individual prices, <u>alongside</u> maximum bill amounts for reference pricing purposes
- ESC hasn't assessed this as an option
- Not clear from ESC draft but presume it has questions around Order requirements we think this still satisfies Order, particularly VDO Objective
- Some retailers may prefer flexibility we don't want it, customers also likely to be suspicious

### **Power bill banditry**

AMILIES that have tried to find a decent deal on power face paying hundreds of dollars a year more as greedy retailers game reforms meant to bring down bills. *The Courier-Mail* can reveal providers have exploited vagueness in the July 1 changes to hide usage charge hikes of up to 57 per cent. ☆ > Electricity > Why families need to check their energy rates - right now

### Why families need to check their energy rates – right now

Posted by Jared Mullane 02/08/2019

Families or large households across the country should take some time to review their energy plans in light of Canstar Blue research which shows a notable jump in the electricity usage rates being charged by retailers on market offers.

Canstar Blue's analysis of pricing movements shows that most retailers have started to weight their products more heavily towards usage rates rather than supply charges, meaning households that use lots of energy may be worse off than they were prior to the July reforms.

Electricity plans are made up of two main components – electricity <u>usage rates</u>, which are the per kWh costs that households incur for using power, and <u>supply charges</u> – which are fixed, daily costs for being connected to the grid.

Criterion	Approach 1 (average max bill)	Approach 2 (all bills capped)	
Safeguard for disengaged customers	$\checkmark \checkmark \checkmark$	$\checkmark \checkmark \checkmark$	
	Broad safeguard – average bill is capped	Specific safeguard - individual bills are capped	
Based on efficient costs	$\checkmark \checkmark$	$\checkmark$	
	Retailers can set tariffs to recover costs	Less flexibility to recover costs (esp network) as each customer's bill is capped	
Long term interest of consumers	$\checkmark \checkmark$	$\checkmark$	
Administrative costs of regulation	$\checkmark \checkmark$	✓	
	Up front design and publication of tariffs and representative consumption determines compliance	Costs associated with reviewing bills and applying credits, transferring customers onto flat network tariffs.	
Regulatory consistency	$\checkmark$	$\checkmark$	
	More aligned with DMO and approach to calculating discounts in Victoria	No real alignment with other similar regulations	
Efficiency in the industry	$\checkmark \checkmark$	$\checkmark$	
	Flexibility for retailers to design tariffs to recover costs	Cross-subsidisation by customers with bills below the maximum annual cap, including the removal of cost reflective price signals	

Criterion	Approach 1 (average max bill)	Approach 1A (average max bill and prescribed prices)	
Safeguard for disengaged customers	$\checkmark \checkmark \checkmark$	$\sqrt{\sqrt{4}}$ +	
	Broad safeguard – average bill is capped	Specific safeguard – same prices apply regardless of consumption	
Based on efficient costs	$\checkmark$ $\checkmark$	$\checkmark \checkmark \checkmark$	
	Retailers can set tariffs to recover costs	Prices are set to recover actual network costs	
Long term interest of consumers	$\checkmark$	$\checkmark \checkmark \checkmark$	
Administrative costs of regulation	$\checkmark$ $\checkmark$	$\checkmark \checkmark \checkmark$	
	Up front design and publication of tariffs and representative consumption determines compliance	Retailers still have to gazette prices, but these are identical to ESC determination	
Regulatory consistency	$\checkmark \checkmark$	$\checkmark \checkmark \checkmark$	
	More aligned with DMO and approach to calculating discounts in Victoria	Same approach as flat tariff VDO	
Efficiency in the industry	$\checkmark$ $\checkmark$	$\checkmark \checkmark \checkmark$	
	Flexibility for retailers to design tariffs to recover costs	No cross-subsidies, price signals in network tariffs preserved	

Criterion	Approach 1 (average max bill)	Approach 1A (average max bill and prescribed prices)
VDO objective - Simple, trusted option	<ul><li>✓ ✓</li><li>Depends on customer recognition of average reference bill, trust in retailer to set prices</li></ul>	$\checkmark \checkmark \checkmark$ Prices are transparent, set by the regulator, easy to explain to customers
Satisfies other requirements of the order	$\checkmark \checkmark$ Appears to be what the drafters intended	<ul> <li>✓?</li> <li>Setting prices is additional to Order requirement to determine maximum annual bill</li> <li>Maximum bill must be "based on" flat VDO prices – how to give effect to this?</li> </ul>
Ease for the Commission	<ul><li>✓✓?</li><li>Bill amount same as flat VDO reference price (subject to cost reflectivity issues)</li></ul>	<ul><li>✓?</li><li>Prices need to be determined for all (most?) non-flat standing offer tariffs</li></ul>

Lawrence Irlam Industry Regulation Lead | Enterprise

T. +61 3 8628 1655 Lawrence.irlam@energyaustralia.com.au energyaustralia.com.au



**Energy**Australia

#### WHOLESALE ELECTRICITY COST



Prepared for the ESC's Victorian Default Offer Draft Decision public forum 8<sup>th</sup> October 2019



### **1.** Our engagement

## FRONTIER HAS BEEN ENGAGED TO ADVISE ON TWO COMPONENTS OF THE VDO FOR 2020



Wholesale electricity costs

Network losses

Network costs

Environmental costs – LRET and SRES

Retail operating costs

Retail margin

Other costs

frontier economics



# 2. Methodology – wholesale electricity costs

### **OUR PROPOSED METHODOLOGY**



- Retailers in the NEM must buy the electricity that their customers use from the wholesale spot market.
- Because the wholesale spot price is volatile, retailers typically seek to purchase derivative contracts or enter other arrangements so that their costs are more stable.
- We are seeking to estimate what the cost of these arrangements will be for a prudent retailer supplying a representative residential customer and a representative small business customer.
- We propose to use a market-based methodology to estimate wholesale electricity costs this estimates the average annual cost to a retailer of settlement with AEMO for its electricity purchases and difference payments for financial hedging contracts.

#### **OUR PROPOSED METHODOLOGY**



- To implement our market-based methodology, we need to answer four questions:
  - 1. What is the likely **<u>half-hourly load</u>** of retailers' customers?
    - Based on historical MRIM data

2. What are the likely **half-hourly spot prices** that retailers will face?

Based on historical spot prices

3. What is the **cost of financial hedging contracts** available to retailers?

Based on ASXEnergy contract prices

4. What kind of **hedging position** is a prudent retailer likely to adopt?

Based on STRIKE modelling

### 1. WHAT IS THE LIKELY <u>HALF-HOURLY LOAD</u> OF RETAILERS' CUSTOMERS?



- What matters for the wholesale electricity cost for retailers is the half-hourly pattern of consumption of retailer's customers, including its relationship to the half-hourly pattern of spot prices
- In our view, the best information on this is the MRIM data published by AEMO for each Victorian DNSP



#### 2. WHAT ARE THE LIKELY <u>HALF-HOURLY SPOT PRICES</u> THAT RETAILERS WILL FACE?



• It is crucial that the **half-hourly pattern** of electricity spot prices is properly related to the half-hourly pattern of consumption of retailer's customers



#### 3. WHAT IS THE COST OF FINANCIAL HEDGING CONTRACTS AVAILABLE TO RETAILERS?



- Financial hedging contracts are traded on the ASX, and daily prices are available
- Contracts trade for several years
- ESC's decision for 2019/20 was to use 12-month average ASX prices to determine the price of hedging contracts

## 4. WHAT KIND OF <u>HEDGING POSITION</u> IS A PRUDENT RETAILER LIKELY TO ADOPT?



- Even when only considering standard ASXEnergy hedging contracts, there are many difference hedge positions available to retailers
- We propose to use our portfolio optimisation model *STRIKE* to determine the efficient hedge position of a prudent retailer
- STRIKE applies the concepts of portfolio theory to determine the efficient hedge positions available to a retailer



# **3.** Methodology – environmental costs

#### **OUR PROPOSED METHODOLOGY**



- Retailers in the NEM must buy renewable certificates (LGCs and STCs) to meet their obligations under the Commonwealth renewable targets
- We are seeking to estimate what the cost of purchasing these certificates will be for a prudent retailer supplying a representative residential customer and a representative small business customer.
- We propose to use a market-based methodology to estimate wholesale electricity costs under this approach we multiply the market-based price of a certificate by the number of certificates a retailer is required to surrender



### **4.** Discussion

#### frontier economics

#### WE APPLY ECONOMICS TO MARKETS, ORGANISATIONS AND POLICIES

#### Frontier Economics specialises in utility regulation, transaction advisory services, market reform, trade practices, competition analysis and public policy evaluation.

We use economics to help clients improve performance, make better decisions and keep ahead of the competition.

We have offices in Australia (Brisbane, Melbourne and Sydney), Singapore and a sister company that operates in Europe.

We work with a wide range of clients from the private sector, government, regulators, and other public authorities.

We work across a wide range of industries from airports to water networks. Our cross-industry experience means that we can transfer commercial and regulatory insights between sectors to bring fresh, new perspectives to all the work we do.

Because we work globally, we can offer commercial and regulatory experience from a wide range of markets, including Australia, New Zealand, Asia and Europe to support clients successfully.

We can draw on expertise from 200 consulting economists around the world. Our international team gives us coverage across multiple time zones and allows us to turn around deliverables rapidly.





We apply economics to markets, organisations and policies

