



DRAFT DECISION
TasNetworks Distribution
Determination
2019 to 2024

Attachment 11
Demand management incentive
schemes

September 2018

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Note

This attachment forms part of the AER's draft decision on TasNetworks' 2019–24 distribution determination. It should be read with all other parts of the draft decision.

The draft decision includes the following attachments:

Overview

Attachment 1 – Annual revenue requirement

Attachment 2 – Regulatory asset base

Attachment 3 – Rate of return

Attachment 4 – Regulatory depreciation

Attachment 5 – Capital expenditure

Attachment 6 – Operating expenditure

Attachment 7 – Corporate income tax

Attachment 8 – Efficiency benefit sharing scheme

Attachment 9 – Capital expenditure sharing scheme

Attachment 10 – Service target performance incentive scheme

Attachment 11 – Demand management incentive scheme

Attachment 12 – Classification of services

Attachment 13 – Control mechanism

Attachment 14 – Pass through events

Attachment 15 – Alternative control services

Attachment 16 – Negotiated services framework and criteria

Attachment 17 – Connection policy

Attachment 18 – Tariff structure statement

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Shortened forms

Shortened form	Extended form
ACS	alternative control services
AEMC	Australian Energy Market Commission
AEMO	Australian Energy Market Operator
AER	Australian Energy Regulator
augex	augmentation expenditure
capex	capital expenditure
CCP	Consumer Challenge Panel
CCP 13	Consumer Challenge Panel, sub-panel 13
CESS	capital expenditure sharing scheme
CPI	consumer price index
DRP	debt risk premium
DMIA	demand management innovation allowance, a component of the previous DMIS
DMIAM	demand management innovation allowance (mechanism)
DMIS	demand management incentive scheme
distributor	distribution network service provider
DUoS	distribution use of system
EBSS	efficiency benefit sharing scheme
ERP	equity risk premium
Expenditure Assessment Guideline	Expenditure Forecast Assessment Guideline for Electricity Distribution
F&A	framework and approach
MRP	market risk premium
NEL	national electricity law
NEM	national electricity market
NEO	national electricity objective
NER	national electricity rules

Shortened form	Extended form
NSP	network service provider
opex	operating expenditure
PPI	partial performance indicators
PTRM	post-tax revenue model
RAB	regulatory asset base
RBA	Reserve Bank of Australia
repex	replacement expenditure
RFM	roll forward model
RIN	regulatory information notice
RPP	revenue and pricing principles
SAIDI	system average interruption duration index
SAIFI	system average interruption frequency index
SCS	standard control services
SLCAPM	Sharpe-Lintner capital asset pricing model
STPIS	service target performance incentive scheme
WACC	weighted average cost of capital

11 Demand management incentive schemes

Under clauses 6.6.3 and 6.6.3A of the National Electricity Rules (NER), our regulatory determination must specify how any applicable demand management incentive scheme (DMIS) and demand management innovation allowance mechanism (DMIAM) are to apply in the next regulatory control period.

This attachment sets out how we will apply the DMIS and DMIAM to TasNetworks for the 2019–24 regulatory control period.

AER's DMIS and DMIAM

On 13 December 2017, we published a new DMIS¹ and a new DMIAM.² These will replace the current DMIS and demand management innovation allowance (DMIA) in the forthcoming regulatory control periods for all electricity distributors.

11.1 Draft decision

In accordance with our framework and approach (F&A) position,³ our draft decision is to apply the new DMIS⁴ and DMIAM⁵ to TasNetworks for the 2019–24 regulatory control period, without any modification.

The DMIS contains three elements:⁶

- a cost uplift on expected costs of efficient demand management projects
- a net benefit constraint, to ensure the incentive payment for any project cannot be higher than that project's expected net benefit
- an overall incentive constraint, which limits the total incentive in any year to one per cent of the distributor's allowed revenue for that year.

In accordance with the DMIS, the AER's distribution determination will provide that the cost multiplier (uplift) applicable to any eligible project will be the cost multiplier specified in the version of the DMIS that is in effect under clause 6.6.3 of the NER at the time the eligible project becomes a committed project.⁷

¹ AER, Demand management incentive scheme, Electricity distribution network service providers, December 2017.

² AER, *Demand management innovation allowance mechanism*, Electricity distribution network service providers, December 2017.

³ AER, *Final framework and approach for TasNetworks, for the Regulatory control period commencing 1 July 2019*, July 2017, pp. 62–67.

⁴ AER, *Demand management incentive scheme*, Electricity distribution network service providers, December 2017.

⁵ AER, *Demand management innovation allowance mechanism*, Electricity distribution network service providers, December 2017.

⁶ AER, *Demand management incentive scheme*, Electricity distribution network service providers, December 2017.

⁷ AER, *Demand management incentive scheme*, Electricity distribution network service providers, December 2017, clause 2.1(2).

The DMIAM comprises:⁸

- a fixed allowance of \$200,000 (real 2017), plus 0.075 per cent of the annual allowed revenue for each regulatory year, as set out in AER's Post-Tax Revenue Model (PTRM) for TasNetworks
- project eligibility requirements
- compliance reporting requirements.

11.2 TasNetworks' proposal

TasNetworks proposed to adopt the approach specified in the F&A.⁹ TasNetworks also proposed to undertake a number of projects under the new DMIS and DMIAM.¹⁰

11.3 AER's assessment approach

We are required to make a decision on how the DMIS and DMIAM are to apply to TasNetworks.¹¹ We outlined our proposed approach to, and reasons for, the application of the DMIS and DMIAM in our F&A for TasNetworks. Our draft decision has adopted the position in the F&A. We have considered materials submitted to us by TasNetworks and by stakeholders.

11.3.1 Interrelationships

The DMIS will encourage demand management initiatives which are likely to provide long-term efficiency gains to energy consumers that will outweigh any short term-price increases. For instance, these initiatives might reduce the costs of investment in new infrastructure. This might occur through the deferral of, or removal of the need for, network augmentation or replacement/refurbishment expenditures, such as by more efficient use of existing infrastructure.

In applying the DMIS, we will have regard to the effect that it could have on the incentives created by the EBSS, CESS and STPIS, and vice versa.

We currently operate two incentive schemes designed to encourage efficient decision making by distributors—the CESS and the EBSS. These operate symmetrically to better balance incentives between capex and opex, by sharing the savings and risks of each kind of expenditure between distributors and consumers.

⁸ AER, *Demand management innovation allowance mechanism*, Electricity distribution network service providers, December 2017.

⁹ TasNetworks, *Tasmanian Transmission Revenue and Distribution Regulatory Proposal, Regulatory Control Period 1 July 2019 to 30 June 2024*, 31 January 2018, pp. 184–185.

¹⁰ TasNetworks, *Tasmanian Transmission Revenue and Distribution Regulatory Proposal, Regulatory Control Period 1 July 2019 to 30 June 2024*, 31 January 2018, p. 110; pp. 184–185.

¹¹ NER, cl.6.3.2(a)(3) and 6.12.1(9).

We expect the DMIS will encourage distributors to undertake more demand management activities where it is efficient to do so. Since demand management typically consists of opex rather than capex, the DMIS might result in distributors receiving higher penalties or lower rewards under the EBSS. The EBSS penalties would, in isolation, severely reduce the incentive for demand management projects as they have to accept 30 per cent of the opex increase.

When the EBSS is considered in tandem with the CESS, however, efficient demand management is encouraged. The CESS will allow for 30 per cent of any savings on capex to be retained by the distributor for the regulatory control period. As all eligible projects require a reduction in costs, the increase in opex should be lower than the decrease in capex. This will effectively negate the detriment of the EBSS penalty. Moreover, given the CESS, 30 per cent of the total difference in cost, or cost savings, between the network and non-network option will be awarded to the distributor, in addition to the DMIS cost uplift. This provides an incentive structure that flexibly rewards distributors for creating the greatest cost savings.

We will not exempt projects from the STPIS under the DMIS, as we consider this would negatively affect consumers in two ways. Firstly, not applying the STPIS to demand management solutions would transfer the risk of solution failure onto consumers, who have little opportunity to mitigate that risk. Secondly, exempting demand management from performance targets may increase the perception that demand management is less reliable than network solutions, furthering any potential cultural bias against demand management. This would not serve to further the objective of the DMIS scheme, which is to promote efficient investment in non-network demand management options.¹²

11.4 Reasons for draft decision

The new DMIS is designed to provide more incentives for the distributors and consumers to adopt more demand management measures, which should put greater downward pressure on prices, benefitting the whole community.

Along with the new DMIS scheme, the AER has improved the DMIAM. The improved allowance provides more funding to networks to undertake further research on demand management initiatives and to share these learnings across industry and consumers.

We note TasNetworks has identified a numbers of projects under the new DMIS and DMIAM. However, TasNetworks still needs to provide supporting documents as required under the new DMIS and DMIAM. The AER will determine the eligibility and specific incentive payments for each project according to the criteria as specified in the new DMIS and DMIAM.

No stakeholder has raised an issue on TasNetworks' proposed implementation of the new DMIS and DMIAM.

¹² NER, cl. 6.6.3(b).