

Transmission Expansion Advisory Committee

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PJM's Economic and Reliability Analysis of the EPA's Clean Power Plan (CPP)

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PJM has been tasked with assessing potential impacts of the EPA Clean Power Plan Proposal on PJM states; however, as an RTO, PJM:

- Maintains neutrality on CO₂ policy
- Acts as an independent source of information on CO₂ policy implications
- Does *not* forecast market outcomes but rather models outcomes based on a specific set of assumptions



To assess coal, oil and gas steam generation "at risk" for retirement due to the EPA 111(d) GHG proposed rule and recently finalized 111(b) New Source Performance Standards:

- "At risk" means that generating resources will face varying financial challenges from the 111(d) rule; it does not mean that resources will necessarily retire
- Varying degrees of "at risk" generation must look at additional revenues beyond net energy market revenues expressed as percentages of the Net Cost of New Entry for both natural gas CT and CC units
- Simply put, this is the amount of additional revenue needed from the capacity market for the resource to go forward



"At-risk" resources identified by the economic analysis are an input into the reliability analysis that is forthcoming and currently in process

- Perform power flow analyses to determine transmission needs resulting from potential resource retirements
 - Generator Deliverability Analysis
 - Load Deliverability Analysis
- Evaluate transmission reliability criteria violations due to the retirements of different levels of "at-risk" resources
- Identify necessary transmission upgrades assuming "at-risk" resources retire



- PJM studied 16 different scenarios designed to encompass the range of possible states of the industry heading into CPP compliance:
 - 13 mass-based regional compliance scenarios (2020, 2025, 2029)
 - 2 state-by-state mass-based compliance scenarios (2020 only)
 - 1 emission rate based regional compliance scenario (2025 and 2029)
- Each scenario is based on assumptions, such as:
 - Types of new generation resources
 - Amounts of energy efficiency and load growth
 - Gas prices



- Quantitative results from the simulations depend crucially on assumptions regarding renewables, efficiency, gas prices, nuclear retirements, pace of new entry
- But over the wide range of scenarios PJM simulated , there are consistent qualitative observations
- Actual results will depend upon several variables, including:
 - The final EPA rule
 - How states choose to implement the rule
 - Actual load growth and fuel prices



- As the emission mass targets decline over time and/or natural gas prices increase:
 - CO₂ prices rise
 - Compliance costs in the form increased production costs from re-dispatch increase
 - The MW value of capacity "at risk" for retirement incrementally increases over time...that is there not all potential coal, oil and gas steam unit retirements will happen at once
- Increasing energy efficiency (EE) and renewable energy (RE)
 - Reduces CO₂ prices and compliance costs due to re-dispatch
 - Results in fewer coal, oil, and gas steam MW "at-risk" for retirement



- Excluding new resources under 111(b) from 111(d) compliance
 - Makes new NGCC have the same effect as RE and EE from a compliance perspective under a massed-based approach
 - Does not help as much under a emissions rate-based approach
- Compared to regional compliance, state-by-state compliance results in
 - Higher CO₂ prices on average and higher compliance costs
 - Increase in the MW value of capacity "at risk" for retirement
- Compared to mass-based compliance, emission rate based compliance
 - Higher CO₂ prices
 - Complicated interactions that make changes in coal, oil and gas steam MW "at-risk" for retirement less clear



Key Qualitative Observations from the PJM Analysis: Regional Mass-based Compliance Without 111(d)

With 111(d)

- Higher gas prices increase re-dispatch costs and further disadvantage all 111(d) covered sources relative to new sources
- Higher energy market prices will incent significant new entry from renewable and gas sources
- Renewables/EE reduce risk to coal resources by mitigating CO₂ prices and new NGCC entry
- New NGCC are dispatched before many coal resources and all existing NGCC.
- NGCC are cheapest capacity option for meeting reliability target (LOLE criteria) in many scenarios

- Higher gas prices increase revenues for coal and nuclear resources and reduce retirement risk for units with high fixed cost
- Flat load and energy market price growth reduces incentives new investment
- Renewables/EE reduce energy market prices making it more difficult for coal and other steam resources to recover their fixed cost
- New NGCC would be dispatched after most coal as coal-to-gas spreads grow over time
- In response to higher gas prices and EE and RE penetration, CTs are the cheapest capacity option for meeting reliability target (LOLE criteria)



Economic Risks is assessed based on Energy Market Revenues Net of Fixed Costs (ACR) benchmarked against the following criteria:

	> 1.5 Net CONE	Net CONE – 1.5 Net CONE	1/2 Net CONE – Net CONE	< ¹ ⁄ ₂ Net CONE
Financial Viability	Above max RPM LDA price	Above the cost of new entry gas CT	Would clear before new entry gas CT	Likely to clear Assuming no additional capital expenditures required
Risk	"Very High" or "Most at Risk"	"High"	"at Risk" or "at some Risk"	"Low"

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Section I: Modeling Approach



Existing Source vs. New Source Performance Standards Proposals

	111(d)	111(b)
Relevant dates	Interim compliance 2020-2029. Final compliance 2030 and beyond	Scheduled promulgation January 2015
Units impacted	 Existing and Under-construction: ST Coal, NGCC, ST Gas/Oil, High-utilization CT Gas/Oil, IGCC and some CHP Units under 111(b) not subject to 111(d) but could be included at a state's discretion 	 New Gas-Fired CT, fossil-fired utility boilers and IGCC units CTs running under a 33% capacity factor are exempt
Standard	 State-based compliance with a CO₂ emissions rate target or converted to a mass-based target Options for regional compliance 	 Federal compliance (NSPS): Large CT - 1,000 lbs/MWh Steam Turbine and IGCC: 1,100 lbs/MWh (12 mos.) 1,000-1,050 lbs/MWh (84 mos.)
Impact on units	Reduced net energy market revenues Potentially CO_2 allowance price or restrictions on unit operation	New gas/dual fuel CCs meet limit New coal units require partial carbon capture and sequestration or similar to meet limits



Overview of Compliance Modeling Approach Using Mass-Based Emissions Targets

Used PROMOD for simulation modeling

- PROMOD models hourly security constrained economic generation commitment and dispatch
- Assumptions consistent with 2014 RTEP Market Efficiency Analysis
- 15 scenarios adjusted new generation, energy efficiency, renewable energy, nuclear retirements, and gas price assumptions. (PJM is not modeling each EPA Building Block independently)

Convert to mass-based emissions targets

- Adjusted EPA's 2012 thermal resource data, under-construction NGCC, projected renewables and energy efficiency to only include the contribution from resources within the PJM footprint
- Re-calculated the emission rate target for each PJM state (primarily impacts border states)
- Converted each state's rate-based emissions targets to a mass-based target
- Aggregated state mass-based emissions targets to represent the mass-based emissions target for the PJM region

Assume new gas units are regulated under 111(b), not 111(d)

• Emissions from new gas units are *not* counted toward the emissions target



Regional vs. State-by-State Modeling Approach Using Mass-Based Emissions Targets

Used PROMOD for simulation modeling

- PROMOD models hourly security constrained economic generation commitment and dispatch
- Assumptions consistent with 2014 RTEP Market Efficiency Analysis
- Region-wide dispatch is used in both approaches
- Only looked at 2 scenarios adjusted new generation, energy efficiency, renewable energy, nuclear retirements, and gas price assumptions. (PJM is not modeling each EPA Building Block independently)

Regional Compliance

- Use aggregated state mass-based emissions targets to represent the mass-based emissions target for the PJM region
- No one state needs to comply in isolation, but in aggregate the mass-based targets must be achieved
- Iterate on a single, PJM-wide CO₂ price to converge to achieving the aggregate mass-based target

State-by-State Compliance

- Each state has its own emission mass-target it must achieve alone
- Each state (12 states in the simulation) has its own unique CO₂ price
- Iterate on each of the state prices until each state meets its mass target





- Clean Power Plan "Glide Path"
 - interim goal allows averaging emissions compliance from 2020-2029
 - Implies "banking" or "borrowing" emissions in any particular year so long as the 10 year average is achieved
- PROMOD is not capable of dynamically modeling a "glide path"
 Similar to EPA's modeling approach, PJM modeled individual years
- OPSI requested PJM analyze three years: 2020, 2025 and 2029
- PJM's modeling, therefore, should not be interpreted to suggest that compliance must be achieved by 2020, 2025 or 2029.



Section II: Scenario Descriptions



Capacity Resources in the Planning Model

- The PJM Planning model already consists of a significant amount of renewables due to the inclusion of interconnection queue projects with an Interconnection Service Agreement and or Facilities Study agreement
 - Commercial Likelihood of ISA projects > 70%
 - Commercial Likelihood of Completion for FSA Projects > 50%
- Resources from the interconnection queue are modeled at their full energy resource value
 - Most resources have an in-service date prior to the start of the interim compliance period
- Base planning model meets or exceeds PJM IRM Target in all years



OPSI Compliance Alternatives Evaluated

OPSI Scenarios	Fossil & Nuclear Resources	Renewables	Energy Efficiency (EE)
OPSI 2a	Existing and Planned Resources (ISA and FSA only)	PJM RPS Requirement	100% EPA EE
OPSI 2b.1	Existing and Planned Resources (Non-Renewable: ISA and FSA only, *Wind/Solar – FSA, ISA, SIS and FEAS		
OPSI 2b.2	Existing and Planned Resources (ISA and FSA only)		50% EPA EE Goals
OPSI 2b.3	sting and Planned Resources (ISA and FSA only) PJM RPS rease Natural Gas Price by 50% Requirement		
OPSI 2b.4	Existing and Planned Resources (ISA and FSA only) 50 % Reduction in Nuclear Capacity		100% EPA EE
OPSI 2c	Same as OPSI 2a – but state-by-state compliance		



PJM Compliance Alternatives Evaluated

	Fossil Resources	Nuclear	Renewables	Energy Efficiency (EE)	
PJM 1	Existing and Planned Resources (ISA and FSA only)		EPA Expected Renewables	50% EPA EE	
PJM 2	Existing and Planned Resources (ISA and FSA only) Adjust planned natural gas capacity based on historic commercial probability		Existing Wind & Solar	17/18 BRA Cleared	
PJM 3			Existing Wind & Solar	100% EPA EE	
PJM 4	Existing and Planned Resources (ISA and FSA o	nly)			
PJM 5	Existing and Planned Resources (ISA and FSA only) Adjust planned natural gas capacity based on historic commercial probability		Trend Wind/Solar and Energy Efficiency Based on historic growth Rates: Wind and Solar – IS, UC Energy Efficiency - PJM BRA Cleared MW		
PJM 6	Existing and Planned Resources (ISA and FSA only) Adjust planned natural gas capacity based on historic commercial probability 10% Nuclear Retirement				
PJM 7	Same as PJM 5 except Reduce new NGCC capa	city to not exceed IRM T	arget		
PJM 8	Same as PJM 7 with Henry Hub gas price set to 5	50% higher			
PJM 9	Same as PJM 4 Scenario – but simulated for state-by-state compliance				
PJM 10	Same as PJM 4 Scenario – but simulated to achie	eve regional rate target			



Key Terms and Definitions

- Base Scenario that is simulated in absence of a CO₂ price to effect re-dispatch from higher emitting to lower emitting sources
- 111(d) Scenario that is simulated with the intent of reducing emissions consistent with the EPA's Clean Power Plan section 111(d) proposed goals
- Steam Turbine Resource Gas, Oil and Coal fired resources whose prime mover is a steam turbine. Does not include combine cycle resources.
- Avoidable Cost Rates (ACR) Annual avoidable costs used in calculating Market Seller
 Offer Caps in RPM
- Net Energy Market Revenues Based on simulation and exclude ancillary service revenue
- Net Cost of New Entry (Net Cone) Benchmark price at which resource adequacy is achieved at the Reliability Requirement.

Economic Analysis of Steam Turbine Retirement Risk

Note:

units that have already announced deactivation are not included in this analysis; the analysis focused on "incremental" retirement risk

EPA Rate-to-Mass Conversion for Stricter (Existing Source) November 6 Guidance November 6 Existing Source Equation: Used in economic analysis to assess generator performance State Mass Target = State rate x (2012 Covered Sources MWh + 2012 Renewables + Nuclear_{.at-risk})



- 2012 baseline emissions include emissions from units that have already announced deactivations
- Already announced retirements accounted for nearly 50 million short tons of CO₂ in 2012. Load previously served by these resources will be met by a mixture of remaining and/or new resources.

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111(d) Implied CO₂ Price for Mass-Based Regional Compliance



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Measuring Compliance Cost due to Re-Dispatch: Fuel and O&M Expense Before 111(d)



Measuring Compliance Costs due to Re-Dispatch: Change in Fuel and O&M Expense due to 111(d)



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PJM Base Residual Auction 2014 Reference Resource for Development of the VRR Curve

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"Reference Resource" shall mean a combustion turbine generating station, configured with two General Electric Frame 7FA turbines with inlet air cooling to 50 degrees, Selective Catalytic Reduction technology in CONE Areas 1, 2, 3, and 4, dual fuel capability, and a heat rate of 10.096 Mmbtu/ MWh."

- PJM Tariff Attachment DD, pg. 513 Docket #: ER14-822-002



- The benchmark for retirement is based on the lesser of the Net Cone value of a reference CT or NGCC from the simulation^[1]
- A generator is considered at-risk for retirement when its annual revenue requirement exceeds the Net-Cone benchmark (0.6 or 0.5)
 - Generator's capacity factor must decline significantly between the base and policy case
 - Congestion "cost" for capacity resources should not be significantly higher than the average for the Cone Area
- Generator must be at-risk in at-least 50% of the scenarios evaluated to be considered at-risk for reliability analysis

[1] Previous analysis used a CT as the reference resource. However, with the policy and stricter emissions targets NGCC resources are the cheapest supply source for meeting reliability targets on a Net-Cone basis in many of the scenarios. NGCC and CT Net CONE under Different Scenarios: Using Scenario Simulated Net Energy Market Revenues

Comparison of NGCC and SCGT^[1] Net Cost of New Entry with EPA Clean Power Plan Section 111(d)





At-Risk Analysis Scenario Groupings

Scenario Group	Criteria
All Scenarios in all years	Generator fails to meet the % Net Cone Criteria in all scenarios for all years
50% of Scenarios	Generator fails to meet the % Net Cone Criteria in greater than 50% of the scenarios
Worse Case Scenarios	Generator fails to meet the % Net Cone criteria for each of the worse case scenarios (OPSI 2b.4, PJM 2, PJM 8)
High Renewable/EE	Generator fails to meet the %Net Cone criteria for each of the high renewable scenarios (OPSI 2a,OPSI 2b.1, OPSI 2b.2, PJM 1)
Low Renewable/EE	Generator fails to meet the % Net Cone criteria for each of the low renewable scenarios (PJM 4, PJM 5, PJM 6 & PJM 7)

At-Risk Unit Results using the Least-Cost New Entrant as the Reference Resource by Scenario to meet PJM Reliability Target (LOLE criteria) under Mass-Based Compliance



Economic Dynamics that Cannot be Modeled Easily... But Should be Considered in the Context of the "At Risk" Results

- 1. Retirement of less-efficient/high-emitting sources provides an immediate reduction in CO₂ emissions and mitigates the need for re-dispatch of more-efficient / lower-emitting sources
 - a) To represent glide-path orderly (market-based) retirement of resources will reduce the policy's impact on revenues for generators that remain in service
 - b) The implication is adverse impacts to reliability over the interim compliance period would be muted
- 2. More efficient sources tend to face additional pressure to retire as the mass or rate based limits decline over-time
 - a) Retirement of less efficient resources earlier in the glide-path reduces CO₂ prices and demand for CO₂ allowances and mitigates cost impacts to more efficient resources
 - b) Under the policy, load increases or increases in the gas/coal price spread do not help units that struggle to earn adequate revenues to cover their fixed costs





At-Risk Generating Unit MW using the Least-Cost New Entrant Net CONE for the 2025 Compliance Year







Units "at Risk" for Retirement Increase over Time and are Dependent on Scenario Assumptions

- Unlike the results in the EPA IPM runs, all possible unit retirements are not "front loaded" in 2020
 - Units "at risk" for retirement increase as the mass-based targets become more stringent and by extension CO₂ prices increase
- Units "at risk" for retirement are highly dependent upon scenario assumptions
 - Ironically, greater energy efficiency and renewable penetration and continued operation of existing nuclear results in fewer MW "at risk" for retirement
 - While greater energy efficiency, renewables, and nuclear have the effect of reducing energy market prices, however under the CPP, they also reduce CO₂ prices
 - A reduction in the CO₂ prices is indicative of less coal-to-natural gas re-dispatch
 - Being able to operate economically for more hours is more beneficial to coal unit revenues than the reduction in energy market prices.



Steam Turbine Generating Resource – MW at Risk for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE

2020 At-Risk MW Using a Least Cost New-Entrant Net CONE



Some of the units designated as at-risk in 2020 would be in the absence of the policy based on continuation of existing market trends - low load growth, low gas prices and already planned new entrants in the PJM Interconnection Queue (highly efficient NGCC units and low-cost renewable)



Steam Turbine Generating Resource – MW at Risk for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE

2025 At-Risk MW Using a Least Cost New-Entrant Net CONE





Steam Turbine Generating Resource – MW at Risks for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE

2029 At-Risk MW Using the Least Cost New-Entrant Net CONE



At-Risk Unit Results using a Combustion Turbine as the Reference Resource by Scenario to meet PJM Reliability Target (LOLE Criteria) under Mass-Based Compliance







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Steam Turbine Generating Resource – MW at Risks for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE



Some of the units designated as at-risk in 2020 would be in the absence of the policy based on continuation of existing market trends - low load growth, low gas prices and already planned new entrants in the PJM Interconnection Queue (highly efficient NGCC units and low-cost renewable)



Steam Turbine Generating Resource – MW at Risks for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE

2025 At-Risk MW Using a CT Reference Resource Net CONE





Steam Turbine Generating Resource – MW at Risks for Retirement Benchmark Based on Units Requiring At-least 0.6 or 0.5 Net CONE

2029 At-Risk MW Using a CT Reference Resource Net CONE





At-Risk Unit Results State-by-State vs. Regional under Mass-Based Compliance



State-Based Compliance Versus Regional Compliance Implied CO₂ Prices By State

Renewable EE Targets in 2020 CO_2 Price (\$/Ton)



When studied within a **Regional Compliance** framework the scenario binds at \$3.50 per CO₂ Short Ton. Compared to an average regional price of \$15.10 per CO₂ Short Ton, there will be much less redispatch from coal resources to gas resources under regional compliance

State Compliance Versus Regional Compliance Comparative Assessment of Resources At-Risk in 2020 Least-Cost New Entrant



State Compliance Versus Regional Compliance Comparative Assessment of Resources At-Risk in 2020 **CT New Entrant** Regional Compliance – 0.5 to 0.6 Net Cone 18,000 18,000 State Compliance – 0.5 to 0.6 Net Cone 0.6 – 0.75 Net Cone 16,000 16,000 14,797 2,805 14,000 14,000 12,000 12,000 10,000 10,000 7,521 8,000 8,000 13,086 6,000 6,000 4,000 4,000 6,407 2,000 2,000 0 0 **Regional Compliance State Compliance Regional Compliance State Compliance** Lower Renewable/EE Scenario High Renewable Scenario



At-Risk Unit Results Regional Compliance: Emissions Rate Based (PJM 10) vs. Mass-Based (PJM 4)





Rate Based Versus Mass Based Compliance Impact to Fuel and O&M Expense



Rate Based Versus Mass Based Compliance Impact on NGCC Unit Operation (Covered Versus Non-Covered Resources)

Capacity Factor (%)



Emissions Rate based vs. Mass-Based Compliance



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Comparative Retirement Risks Assessment Using Least Cost Resource (CT or NGCC) as the Benchmark





111(d) Reliability Planning Assessment



111(d) Modelling Assumptions

- Reliability analyses will use a 2022 summer peak load RTEP case
- Generation Modeling Assumptions
 - All existing capacity units online (unless the owner has notified us of their intent to deactivate)
 - ISA and FSA generation will be modelled consistent with RTEP procedures
- Transmission Topology include all upgrades approved by the PJM Board through the 2014 RTEP
- Reliability Tests
 - Generation and Load Deliverability
 - N-1-1



111(d) Analytical Approach

- Studies will assess the reliability impact of "at-risk" generation based on degree of risk
 - Look at at-risk generation from 2025 simulations and take average between CT Net CONE and Least-cost Net CONE benchmark (slides 41 and 48)
 - "At risk" in all simulations (6,200 MW)
 - "At risk" in at least 50% of simulations (16,500 MW)
 - "At risk" in "worst case" simulations (32,000 MW)
 - Caveat: As units retire, the financial prospects for remaining units improves
- Conductor limits will be used where available to identify potentially more significant upgrades



Why are There so Many Potential Steam Turbine Unit Retirements, and How Does the Selection of the Reference Resource Impact the Retirement Outlook

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2025 Net Energy Market Revenue for NGCC and SCGT Units: NGCC Easily Cover ACR Once in Operation



NGCC Avoidable Cost Rate = \$58.3/MW-Day

SCGT Avoidable Cost Rate = \$47.4/MW-Day

Average Congestion Revenue for At-Risk Steam Turbine Resources



- Congestion is not a significant driver of reduced revenues for steam-turbine driven units in compliance cases, and if anything increases revenues...seeing east to west flows!
- All else equal, with new gas in the east, and most "at risk" resources outside of the "gas rich areas", steam does not need to manage congestion costs ... except in the 50% nuclear retirement case.