Power	and	Water	Corporation	_	Regulatory	Reset
2024-2	29					

Independent Consumer Report

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1 Executive Summary

To draw an analogy – Power and Water don't make electricity, they are an electricity transport and delivery business responsible for the electrical "roads" that move electricity from generators to customers. This includes the electrical 'highways' from the large generators and the substations where the transport routes divide into the electrical 'streets' that connect directly to customers and also allow them to share any excess 'home-made' electricity if they want.

How do Territorians want electricity delivered for the rest of this decade? That's what's up for grabs as Power and Water develop their revenue proposal for the 2024-29 "regulatory period" - a 5-year window where Territorians will rely on electricity as much – or more - than they do now.

The end result of the regulatory process will be a revenue "cap" enforced by the Australian Energy Regulator (AER). In the current 5-year window, Power and Water has been approved to collect over \$800 million dollars from customers via their retailers (Jacana, Rimfire etc.) for the operation, maintenance, refurbishment and expansion of the shared network.

Power and Water holds the monopoly over 'electricity transport' and is not exposed to competition. Since consumers have no choice over who delivers their electricity, the market forces of competition cannot be relied upon to drive improved service and lower costs. By consulting with its customers, Power and Water is refining its proposal for 2024-29. The People's Panels and other sources of feedback have emphasised the following key themes:

- Customer Service is very important Territorians want to be able to talk to the business and want to know more information when electricity delivery is interrupted and when it will be fixed.
- Three different networks The three regulated networks (Darwin-Katherine, Tennant Creek and Alice Springs) have very unique attributes that mean that customers have quite different electricity delivery experiences and priorities.
- Customer-owned Energy Resources (CER, such as solar and batteries): As is the case around
 the country, customers have embraced the idea of 'home-made' solar electricity and want to
 share it more. They want Power and Water to ensure the electricity 'streets' are wide enough
 and in good enough condition for them to share with their neighbours. They are interested in
 sharing electricity storage as well.
- Smart Investments: Customers expect Power and Water to think about the long-term and invest in maintaining the electricity roads, streets, substations and so on that is needed to keep electricity deliveries as reliable as they are now or even better for some customers. Feedback on the proposal is a very important way of finding the right balance between the risk to consumers of underinvesting in the electricity delivery network and the risk of 'gold plating' and spending more than is really needed.
- Affordability: Customers have been consistent and clear that affordability for households and businesses is a fundamental criterion. Investments in the future capability and capacity of the electricity delivery network will mean borrowing more money. The existing "regulatory asset base" (the amount still "under finance") is around a billion dollars and it is becoming clear that

the current period of low interest rates is over - it will cost more to finance the electricity network. However, it is not yet clear just how much this will go up.

Who pays what: Beyond the final revenue number, Power and Water has control over the way
it recovers the allowed revenue from the diverse customer base. Choices over customer
segmentation, metering and tariffs will ultimately influence how 'fair' customers see the
recovery of costs.

This report provides an independent consumer perspective on Power and Water's development of the Proposal that will be submitted to the AER in January 2023¹.

The purpose of this report is to consolidate the observations and recommendations of experienced Energy Consumer Advocate Dr Andrew Nance based on his experience with Power and Water's approach to date and the feedback received from customers.

Overall, it is my view that Power and Water should be commended for the way they have presented the complexities of the regulatory process in a range of ways and sought to understand and incorporate consumer views.

It is important to acknowledge the complications and limitations that arise as a result of the NT Pricing Order. Engaging customers on their preferences for Power and Water's price vs service mix and tariff structures is challenged by a key unknown: How the NT Pricing Order will impact on what the vast majority of customers see in their electricity bills.

It is also clear that the capacity of NT consumers to engage deeply in the process is very limited. This is a clear challenge in implementing the AER's "Better Resets" approach in the NT context².

¹ https://www.powerwater.com.au/your-say/recent-consultations/draft-plan

² https://www.aer.gov.au/networks-pipelines/guidelines-schemes-models-reviews/better-resets-handbook-towards-consumer-centric-network-proposals

2 Context and Background

2.1 Unique application of the AER's regulatory framework

Power and Water have explained that the Territory networks operate in a different context to other networks regulated by the AER, emphasising:

Small scale

Power and Water have the smallest electricity network compared to other networks in the National Electricity Market on measures such as customers, energy volumes and peak demand. At the same time, the network is relatively spread out meaning a need to build more network to meet the demands of each customer. Power and Water also must meet the same regulatory obligations as larger networks, but have to spread the costs over less customers.

Transmission network

Together with Tasmania, Power and Water are the only business in Australia that has complete carriage of transmission and distribution functions. Being a transmission operator also means a need to ensure that large scale generators can connect safely to the network.

Extreme weather

Power and Water operate in extreme environments, particularly in Darwin which has high humidity in the wet season and is prone to destructive cyclones and tropical storms. Power and Water also experience extreme heat compared to other places in Australia. These conditions tend to increase emergency management costs compared to other networks and can lead to more wear and tear of network assets. Weather also impacts on labour productivity in humid weather, with field crew productivity impacted by the extreme conditions.

Unique regulations

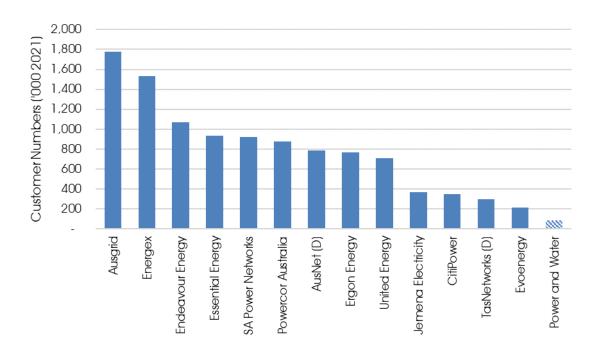
Like all other networks, Power and Water have licence and reporting obligations and must comply with environmental regulations. Power and Water also have unique obligations that impact costs, including traversing sensitive environmental areas. This requires mitigation practices which increases time and cost to undertake network activities. Further, the Northern Territory has many sites of cultural significance and all programs of work need to assess and mitigate against adverse cultural heritage impacts leading to additional costs.

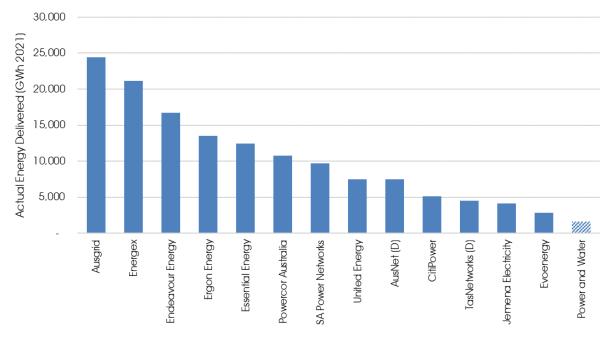
These are legitimate considerations that mean comparisons with other networks are unlikely to be useful. It is worth acknowledging that the AER's annual benchmarking of networks <u>doesn't</u> currently include Power and Water³: "Under section 6.27A of the NER (Northern Territory), Power and Water Corporation ('Power and Water') is a relevant DNSP for our annual benchmarking report. Power and

³ https://www.aer.gov.au/networks-pipelines/performance-reporting/annual-benchmarking-report-distribution-and-transmission-2021, page 61

Water transitioned to the NER in 2018 but has not been included in our previous annual benchmarking reports. This is because its benchmarking and regulatory data is relatively immature compared to other DNSPs in the NEM and needs to be examined to ensure it is fit for purpose for benchmarking. We are also mindful of the challenges of Power and Water's potentially unique operating environment in assessing its efficiency relative to the rest of the NEM. We intend to work with Power and Water to examine its benchmarking data and operating environment, including its size and remoteness, to determine if benchmarking is fit for purpose in its context."

Arguably, the issue of <u>scale</u> is the most relevant for Territorians. The following charts compare Customer Numbers and Electricity delivered in 2021 to illustrate the relative scale of operation of each network (Source: AER Electricity network performance report 2022):





Compared to the NEM's largest distribution network – Ausgrid in NSW – Power and Water has less than 5% of the number of customers and delivers less than 7% of the amount of electricity but has 17% of the network 'circuit length' to operate, maintain and refurbish over time. This inevitably exacerbates the other challenges outlined by Power and Water.

2.2 Key Concept: Revenue vs Price in the NT

For an individual customer, vulnerability and affordability usually pivots on the *price* of electricity. However, the regulatory framework / reset process is primarily about total *revenue*.

However, regardless of the final \$ amount of this revenue allowance, Power and Water must eventually make decisions around how this revenue is to be collected from its customers –what proportion of the total revenue will be recovered from different groups of customers.

This is done via the prices or "tariffs" charged for access to the shared network.

The Northern Territory Government has a policy whereby all residential and small to medium-sized business electricity customers (customers consuming less than 750 MWh per annum – all customers except for around 170 of the largest consumers) pay the same maximum electricity prices regardless of where they live in the Territory⁴.

This sort of 'uniform tariff policy' (aka 'postage stamp pricing') is applied to some degree in all Australian States and Territories. While this means that some customers are charged LESS than the cost to supply them (i.e those places where you need a lot of network to supply a few customers), it also means some are charged MORE than the cost to serve them (higher density locations) - with this generally justified in terms of fair and equitable access to an essential service.

These network tariffs are bundled up with all the other costs recovered by an electricity Retailer such as Jacana in an electricity bill – except for the largest of customers who generally see these network prices directly as a transparent "pass through" by their retailer.

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⁴ The uniform tariff policy is implemented through an Electricity Pricing Order made by the Treasurer pursuant to section 44 of the ER Act. Source: https://utilicom.nt.gov.au/publications/reports-and-reviews/2020-21-northern-territory-electricity-retail-review

3 Customer Service

The People's Panels and other sources of feedback have emphasised that Customer Service is very important – Territorians want to be able to talk to the business and want to know more when electricity deliveries are interrupted.

3.1 Observations

Power and Water have usefully explained the 'Customer Lifecycle' as having four main elements:

- Connecting When customers are connecting to our network, they want fast and easy
 connection. This is a period where customers actively interact with us and want us to ensure we
 partner with retailers on making the process seamless.
- Connected When customers are connected, they want reliable energy at fair pricing. Customers felt that the meter reading and the billing process was vital to ensuring that bills were fair. Many of our customers also want fair rewards for contributing their solar energy to the generation mix. More generally, our customers are impacted by our regular maintenance activities including tree trimming, and want to ensure that we are taking adequate action to ensure the greenness of the streetscape.
- Outage Customers want good communication when they experience an outage. They want
 to be able to contact us in ways that are convenient for them from telephone to social
 media to direct notifications. Most of all they want clear information on restoration times.
 Finally, customers want us to take care when we need to enter their property to fix an outage.
- **Disconnected** Customers who wanted to move out indicated that prompt timing and reconnection were vital to their experiences. There was also a want for accurate metering reads, and prompt billing at the end of disconnection.

Chapter Two of the consultation draft elaborates on the current pain points customers experience across the lifecycle, and how Power and Water engaged with customers on these issues. These included:

- The impact of tree trimming on the street landscape,
- The meter reading and billing process,
- Communicating with Customers
- Moving house
- Outages and
- Power and Water's role in providing objective information to customers about broader electricity issues such as connection of solar panels.

A key challenge for consumers in the regulatory process is to see how these service improvements map into the AER's revenue "building block" framework. Many will be reflected in the Operating Expenditure (Opex) category, some will have Capital expenditure (Capex) attached. Some will require "new money", others should be achievable from re-prioritising historic expenditure levels.

3.2 Recommendations

The customer lifecycle concept should remain as an enduring framework for Power and Water's engagement with its customers – for the remainder of this reset process and beyond. In 2022, consumers of other products and services expect high levels of customer service and there is a reasonable expectation on Power and Water (and other regulated monopolies) to be responsive to their customers in a similar way. It is recommended that Power and Water demonstrate how they will systematically capture feedback on, and performance of, Customer Service activities by identifying the methods to be employed in each aspect of the lifecycle to test progress on reducing the current and emerging "pain points" identified by customers.

4 Three Different Networks

The three regulated networks (Darwin-Katherine, Tennant Creek and Alice Springs) have very unique attributes that mean that customers have quite different electricity delivery experiences and priorities.

Darwin-Katherine

The Darwin-Katherine electricity system provides power to 150,000 people and 8,200 businesses in Greater Darwin and outer suburbs. The system also provides power to 16,000 people and 800 businesses in Katherine. It is the largest electricity network in the NT, accounting for 83 per cent of energy consumption across the three regulated regions.

Alice Springs

The Alice Springs electricity system is significantly smaller and less complex than the Darwin-Katherine network. It provides power to 26,500 people and 1,750 businesses. It accounts for about 15 per cent of energy consumption across the three regulated regions.

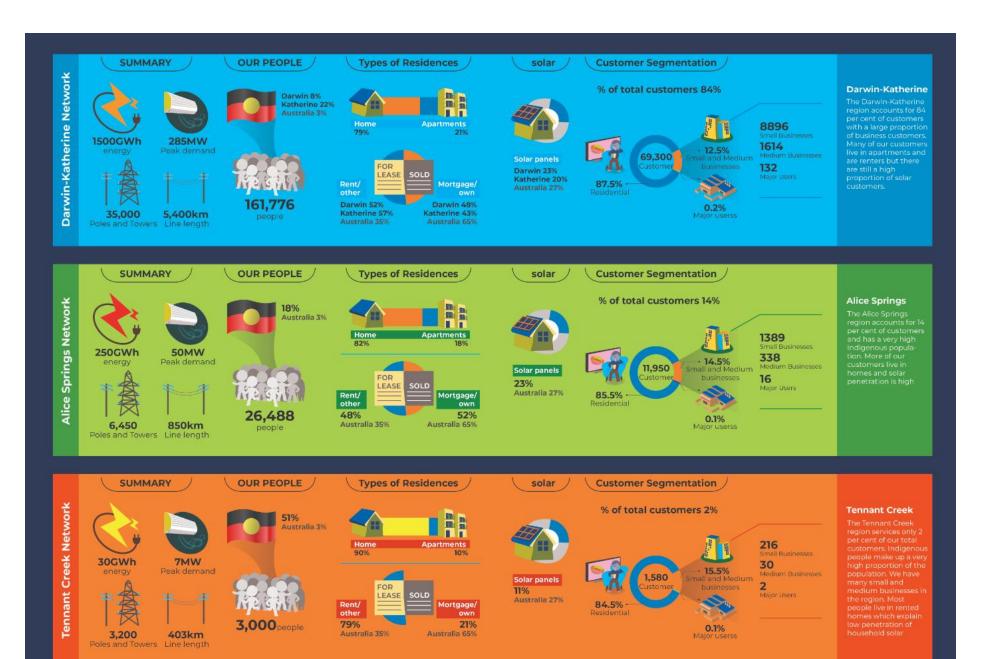
Tennant Creek

The Tennant Creek electricity system is the smallest of the regulated networks. It provides power to 3,000 people and 250 businesses. It accounts for only two per cent of total energy consumption across the three regulated regions.

The 2020-21 NT Power System Performance Review published by the NT Utilities Commission summarises the Generation and Network performance experienced by customers⁵:

Network	Generation Performance	Network Performance	
Darwin-Katherine	SATISFACTORY	SATISFACTORY	
Alice Springs	POOR but improving	SATISFACTORY	
Tennant Creek	POOR but improving	POOR	

The Draft Plan published in August 2022 provided a useful summary of the attributes three networks. This is included overleaf for reference:



4.1 Observations

The size and nature of the three networks warrants a bespoke approach to customers in each case. Further, in order to deliver the 50% renewable energy target, the Territory Government is developing the Darwin-Katherine electricity system plan and the Alice Springs Future Grid project⁶. However, there does not appear to be an equivalent "roadmap" for Tennant Creek, the smallest of the three networks.

4.2 Recommendations

The Regulatory Proposal should reflect and explain the expenditure plans and outcomes for *each* network. Tennant Creek customers in particular appear to be at risk of being forgotten.

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⁶ https://territoryrenewableenergy.nt.gov.au/strategies-and-plans/electricity-system-plans
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5 Customer Energy Resources - CER

Power and Water have stated: "A consistent theme in our customer consultations was the need to facilitate increasing renewables on the energy system in the NT." And that "[we] explained to customers the difficulties in managing two-way flows on the network due to voltage issues and minimum demand and noted this would mean more of our new customers may face constraints in how much they can export."

5.1 Observations

This is a familiar theme across Australia and a challenge being tackled by all of the AER regulated networks as well as in Western Australia. Power and Water have discussed "dynamic operating envelopes" (aka speed limits) and "export tariffs" with customers and appear to have achieved a level of conceptual understanding around the challenges being faced by the network operator.

Feedback from customers also included some negative experiences in trying to connect solar power systems.

5.2 Recommendations

Meeting the outcomes and preferences of consumers in relation to CER spans a number of the revenue "building blocks". It is recommended that Power and Water's Regulatory Proposal consolidate the aspects related to CER into a format that can be easily digested by consumers and then engage further on this as a focussed topic.

6 Smart Investments

Customers expect Power and Water to think about the long-term and invest in maintaining the electricity roads, streets, substations and so on that is needed to keep electricity deliveries as reliable as they are now – or even better for some customers.

Power and Water explained their Capital Expenditure plans in the consultation draft (see summary in Figures 26 and 27 below) and identified three key drivers of change in the coming regulatory period:

- Replacement wave
- Ageing ICT Systems
- A Growing NT

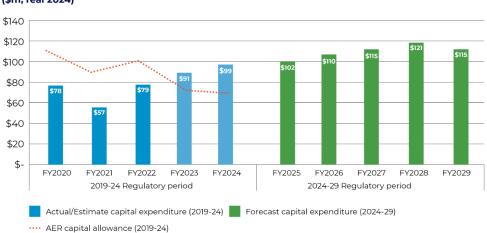
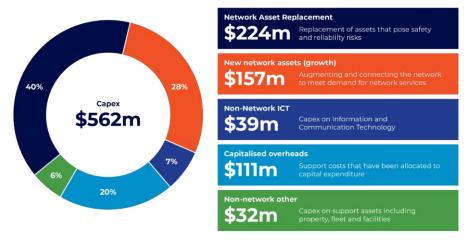


Figure 26 – Forecast capital expenditure in 2024-29 compared to actual/estimated in 2019-24 (\$m, real 2024)





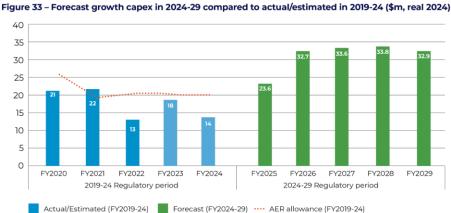
6.1 Observations

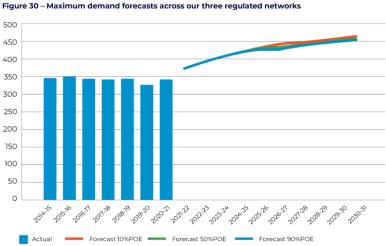
To meet the long-term interests of NT electricity consumers, Power and Water's proposal must find a way of achieving the "right" balance between the risk to consumers of underinvesting in the electricity network and the risk of 'gold plating' and spending more than is really needed. As is the case in the

equivalent processes by other networks, it is very difficult for consumers to judge the right balance and, ultimately, must rely on the AER's expertise to scrutinise the expenditure plans and determine the "prudent and efficient" level of expenditure. Key to this will be a view on how well Power and Water's Asset Management Systems can prioritise expenditure based on condition and risk, not just age.

Consumers have expressed support for a "rainy day" fund to achieve an outcome that will smooth the "replacement wall" challenge present by the rapid rebuild of the Darwin electricity system in the aftermath of Cyclone Tracey in 1974 – nearly 50 years ago. While the concept appears to sit well with consumers, such a fund does not easily fit into the regulatory framework.

In relation to expenditure for growing demand, illustrated in Figure 33 below, there is a risk that this is based on "optimistic" growth in demand. As shown in Figure 33, growth capex is underspent against the AER allowance in the current period and relies on a step change in demand illustrated in Figure 30.





6.2 **Recommendations**

It is recommended that Power and Water revisit these demand projections prior to the January 2023 Regulatory Proposal to the AER.

7 Affordability

7.1 Observations

Network tariffs are bundled up with all the other costs recovered by an electricity Retailer such as Jacana in an electricity bill – except for the largest of customers who generally see these network prices directly as a transparent "pass through" by their retailer. Combined with the NT Pricing Order and the NT Concessions framework, the majority of customers do not have a direct line of sight to the cost of Power and Water's role in how they experience "affordability".

However, the overall revenue allowance for Power and Water is a key input into the total costs that are managed via the Pricing Order and other NT Government measures that influence the affordability of electricity for Territorians.

Arguably, the most material "building blocks" of the overall revenue allowance are the size of the Regulatory Asset Base (RAB) and the allowed "Rate of Return". The rate is set in a parallel process by the AER and then applied to each network⁷. All indications are that the allowed "Rate of Return" in the 24-29 Regulatory period will be materially higher than in the current period. This is explained in Section 6 of the consultation draft.

The existing "regulatory asset base" (the amount still "under finance") is around a billion dollars and it is becoming clear that the current period of low interest rates is over - it will cost more to finance the electricity network. However, it is not yet clear just how much this will go up and, ultimately – since any higher allowance for financing is available to the owners of the network (the NT Government in this case) - just how much of this is reflected in the Pricing Order.

7.2 Recommendations

Overall, electricity affordability for Territorians is impacted by many factors that are beyond the direct control of Power and Water and the AER's regulatory process. It is recommended that Power and Water provide a summary of the "complementary measures" that can make a difference to the consumer experience and consider formalising an advocacy role in support of these. This would support the calls from consumers for information and support to improve the energy efficiency of households and businesses as well as access to and targeting of concessions. Of Note, Power and Water reported that both People's Panels believed:

- At a minimum, Power and Water needs to provide more information and awareness in terms of energy efficiency of appliances to make more informed decisions.
- There was also strong support for Power and Water to <u>partner</u> with other players in the market to enhance energy efficiency standards and undertake initiatives, as well as Power and Water implementing their own initiatives to support demand management.

⁷ https://www.aer.gov.au/publications/guidelines-schemes-models/rate-of-return-instrument-2022 The Energy Project Pty Ltd

8 Tariffs and metering

8.1 Observations

There was not much engagement on tariffs prior to the release of the August draft. In Section 8 of the consultation draft (Tariffs for a new age), Power and Water stated "We are mindful that our consultation on tariff reform has been relatively limited to discussions with retailers and with the People's Panel in Darwin. We recognise that this is an issue that requires more consultation with customers, retailers and broader stakeholders."

At the People's Panels it is understood that there was a difference in perspectives in Darwin and Alice Springs on the proposed concept of charging higher rates during the evening peak period to disincentivise network use when demand is higher and lower rates during the day to incentivise network use when there is greater supply. Panellists suggested Power and Water needed to:

- Provide sufficient information and education for consumers to change their behaviours and be able to make informed decisions
- Consider safety nets for those who are disadvantaged or who cannot fully utilise the lower prices during the day
- Undertake a gradual transition to implement the pricing changes, as well as only apply a marginal difference in price
- Assume a role beyond applying the time-of-use pricing to assist a change in behaviour e.g., providing fridge magnets to encourage network use during specific periods of the day
- Plan for the future without disadvantaging those using the network today.

As is the case across the NEM, "Export Tariffs" are also being considered. Power and Water have reported that "Panellists generally understood the need for export tariffs and rebates to allow the network to better manage flows of electricity on the low voltage network. Panellists generally supported some changes to our Draft Plan" and provided some guidance on how this concept could be introduced in the NT.

A pre-requisite to implementing any substantial tariff changes is the continued roll-out of "smart meters" and this was discussed in Section 7 of the consultation draft which asked a relevant, but difficult to answer question:



Key Questions for stakeholders in Chapter Seven

Do customers consider we have the right pace of smart meter rollouts?

It is understood that Jacana and Rimfire (two largest retailers) have provided specific feedback on tariffs and metering including alignment with the NT Pricing Order and increased visibility of the metering roll-out program.

⁸ https://www.aer.gov.au/networks-pipelines/guidelines-schemes-models-reviews/export-tariff-guidelines/final-decision
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The consultation draft also suggests creating a new "tariff class" for some of the larger business customers. The Utilities Commission Retail Review stated: "in 2020-21 there were about 730 customers that consumed between 160 and 750 MWh per annum that received a regulated taxpayer subsidised tariff. These customers consumed about one-sixth of total electricity sold by retailers in the Darwin-Katherine, Alice Springs and Tennant Creek power systems."

8.2 Recommendations

There are a number of inter-related activities related to tariffs and metering that warrant further consultation with Customers, Retailers and the NT Government and it is understood that Power and Water have been consulting further since publishing the Draft Plan – including with the NT Government on the interaction with the Pricing Order.

Once the Proposal is lodged in January 2023 and an overall Revenue figure is available, it is recommended that Power and Water consult further on tariffs and metering as these are largely matters of "distributional impact" amongst customers.

On the matter of Export Tariffs – a contentious and often polarising topic for consumers - it is recommended that Power and Water are clear on the materiality of the charges involved and their relevance in each of the three networks before committing customers to the added complexity and "mixed messages" the concept sends to current and future solar owners.

9 Risk and Uncertainty

9.1 Observations

As outlined in the consultation draft at Section 3 "Strategic Priorities", there are a number of external factors that influence long term expenditure plans including:

- Climate Change
- Electrification of Transport
- Financial Markets
- Growth of the NT economy and population (triggering a number of potential "Contingent Projects")

Each of these has the ability to influence the Customer experience and overall revenue needed by the business.

9.2 Recommendations

It is recommended that the January 2023 Regulatory Proposal includes a clear explanation to customers of what might change between then and the Final Proposal later in 2024 and the potential implications for revenue.

10 Summary

Overall, it is my view that Power and Water should be commended for the way they have presented the complexities of the regulatory process in a range of ways and sought to understand and incorporate consumer views. It is however also clear that the capacity of NT consumers to engage deeply in the process is very limited. This is a clear challenge in implementing the AER's "Better Resets" approach in the NT context.

An obvious challenge relates to the scale of Power and Water's operations compared to the other networks regulated by the AER and also the continuity (or lack of) of representatives for Consumers and within the Power and Water business.

A question worth answering is: How can Power and Water best leverage the experiences and capabilities of other electricity networks?

The customer lifecycle concept should remain as an enduring framework for Power and Water's engagement with its customers – for the remainder of this reset process and beyond. In 2022, consumers of other products and services expect high levels of customer service and there is a reasonable expectation on Power and Water (and other regulated monopolies) to be responsive to their customers in a similar way. It is recommended that Power and Water demonstrate how they will systematically capture feedback on, and performance of, Customer Service activities by identifying the methods to be employed in each aspect of the lifecycle (from Connections to Disconnections) to test progress on reducing the current and emerging "pain points" identified by customers.

Further, it is clear that Inviting customers to a Power and Water forum (online or in person) is very challenging with such a small customer base and no professional consumer advocates. While group discussions are useful and can improve consumer understanding, it is recommended that Power and Water include a focus on more "outreach" style engaging with consumer representatives: take the messages to them rather than rely on attendance at forums.

Finally, there is a risk that Tennant Creek consumers are "forgotten" in this process due to their even smaller scale of operations. The evidence suggests these are some of the "worst served" consumers on the regulated networks and warrant attention.

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⁹ https://www.aer.gov.au/networks-pipelines/guidelines-schemes-models-reviews/better-resets-handbook-towards-consumer-centric-network-proposals

11 About the Author

Dr Andrew Nance has been an advocate for energy consumers since 2002 - combining his electrical engineering qualifications and experience with a commitment to consumer protection. Dr Nance has been a member of various consumer councils and committees including:

- Australian Energy Market Operator (AEMO) Chairperson Integrated System Plan Consumer
 Panel (2020-2022 https://aemo.com.au/energy-systems/major-publications/integrated-system-plan-isp/get-involved/consumer-panel)
- Australian Energy Regulator (AER) Consumer Challenge Panel (2016-19 www.aer.gov.au/about-us/stakeholder-engagement/consumer-challenge-panel/past-consumer-challenge-panels)
- SA Power Networks Chair Customer Consultative Panel, Chair Connections Working Group (2019-2021)
- Australian Energy Markets Commission (AEMC) Reliability Panel (2011-13)
- Essential Services Commission of SA (ESCOSA) Member Consumer Advisory Committee (2003-06)

Specific experience with consumer engagement during network revenue resets began by representing the Conservation Council of South Australia during ESCOSA's engagement on the ETSA Utilities (now SA Power Networks) 2005-10 reset and has since included resets for Australian Gas Networks (Envestra as they were known), ElectraNet, Transgrid, TasNetworks, Murraylink as well as a subsequent three resets with SA Power Networks. Andrew was a member of the AER's Consumer Challenge Panel assigned to Power and Water's 2019-24 reset and built an understanding of consumer issues in the NT during that time.

Andrew's Ph.D is in Energy Policy from University College London and his thesis analysed the complex relationships between electricity policy and social policy in Australia.

More info: https://energyproject.com.au/andrew-nance/, www.linkedin.com/in/ajnance/