

## Financial Transmission and Auction Revenue Rights

In an LMP market, the lowest cost generation is dispatched to meet the load, subject to the ability of the transmission system to deliver that energy. When the lowest cost generation is remote from load centers, the physical transmission system permits that lowest cost generation to be delivered to load. This was true prior to the introduction of LMP markets and continues to be true in LMP markets. Prior to the introduction of LMP markets, contracts based on the physical rights associated with the transmission system were the mechanism used to provide for the delivery of low cost generation to load. Firm transmission customers who paid for the transmission system through rates or through bilateral contracts received the low cost generation.

After the introduction of LMP markets, financial transmission rights (FTRs) were introduced, effective April 1, 1999 for the real-time market and June 1, 2000 for the day-ahead and balancing markets, to permit the loads which pay for the transmission system to continue to receive the benefits of access to remote low cost generation in the form of revenues which offset congestion to the extent permitted by the transmission system.<sup>1</sup> FTRs and the associated congestion revenues were directly provided to load in recognition of the fact that, as a result of LMP, load pays too much for low cost generation. Under LMP, load pays and generation is paid locational prices which result in load payments in excess of generation revenues. The excess payments are defined to be congestion.

In an LMP system, the only way to ensure that load receives the benefits associated with the use of the transmission system to deliver low cost energy is to use FTRs, or an equivalent mechanism, to pay back to load the difference between the total load payments and the total generation revenues. FTRs were the mechanism selected in PJM to offset the congestion costs that load pays in an LMP market. Congestion revenues are the source of the funds to pay FTRs. Congestion revenues are assigned to the load that paid them through FTRs offsets congestion costs that load pays in an LMP market.<sup>2</sup> The only

way to ensure that load receives the benefits associated with the use of the transmission system to deliver low cost energy is to ensure that all congestion revenues are returned to load.

Effective April 1, 1999, FTRs were introduced with the LMP market, there was a real-time market but no day-ahead market, and FTRs returned real-time congestion revenue to load. Effective June 1, 2000, the day-ahead market was introduced and FTRs returned total congestion including day-ahead and balancing congestion to load. Effective June 1, 2003, PJM replaced the direct allocation of FTRs to load with an allocation of Auction Revenue Rights (ARRs). Under the ARR construct, the load still owns the rights to congestion revenue, but the ARR construct allows load to either claim the FTRs directly (through a process called self scheduling), or to sell the rights to congestion revenue in the FTR auction in exchange for a revenue stream based on the auction clearing prices of the FTRs. Under the ARR construct, all FTR auction revenues should belong to the load and all of the congestion revenues should belong to those that purchase or self schedule the FTRs.

The current ARR/FTR design does not serve as an efficient way to ensure that load receives all the congestion revenues, or has the ability to receive the auction revenues associated with rights to all the potential congestion revenues. Total ARR and self scheduled FTR revenue offset 100.0 percent of total congestion costs including congestion in the Day-Ahead Energy Market and the balancing energy market for the 2016/2017 planning period, before the allocation of balancing congestion and M2M payments to load. For the 2017/2018 planning period, after the reallocation of balancing congestion and M2M payments, ARR and self scheduled FTR revenue offset 50.0 percent of total congestion. One of the reasons for this inefficiency is the link, established by PJM member companies in their initial FTR filings prior to the opening of the PJM market, between congestion revenues and specific generation to load transmission paths. The original filings, made before PJM members had any experience with LMP markets, retained the contract path based view of congestion rooted in physical transmission rights. In an effort to protect themselves, the PJM utilities linked the payment of FTRs to specific, physical contract paths from specific generating units to specific load zones.

<sup>1</sup> See 81 FERC ¶ 61,257 at 62,241 (1997).

<sup>2</sup> See *id.* at 62, 259–62,260 & n. 123.

That linkage was inconsistent with the appropriate functioning of FTRs in a nodal, network system with locational marginal pricing but it served as a reasonable approximation in the early years, although that is no longer true. The ARR allocation in 2015 continued to be based on those original physical generation to load paths, an illustration of the inadequacy of that approach and a source of the issues with the FTR model in 2015.

On October 19, 2015, PJM filed proposed revisions to the ARR/FTR Market to address cross subsidies among market participants caused by portfolio netting and by over allocation of Stage 1A ARR rights based on historic rather than actual system use. Among the issues raised, but not directly addressed, by PJM's filing was the issue of FTR funding adequacy and the steps PJM had taken to guarantee full funding of FTRs, at the expense of ARR holders, by conservatively modeling, and thereby under allocating, ARR rights.<sup>3</sup> PJM indicated that its unilateral efforts to fully fund FTRs resulted in cost shifts among participants "that is unjust and unreasonable and must be remedied for future ARR allocations."<sup>4</sup> On December 28, 2015, in response to PJM's October 15, 2015, filing, FERC issued an order establishing a technical conference to address the cost shifting.<sup>5 6</sup> The technical conference was held on February 4, 2016.

On September 15, 2016, FERC ordered PJM to allocate balancing congestion to load, rather than to FTRs, to modify PJM's Stage 1A ARR allocation process and to continue to use portfolio netting. The MMU petitioned the U.S. Court of Appeals for the District of Columbia Circuit to reverse the order and restore the longstanding approach to calculating congestion revenues. The case was consolidated with appeals filed by others. The consolidated appeals were denied in an unpublished opinion issued June 12, 2018.<sup>7</sup>

On March 30, 2018, PJM filed a proposal to allocate surplus day-ahead congestion charges and surplus FTR auction revenue that remain at the end

3 See PJM's October 19, 2015 Filing at 13-15.

4 See *id.* at 15.

5 See 153 FERC ¶ 61,344 at P 48.

6 See *id.* at 46.

7 *NJBPU v. FERC*, No. 17-1106 et al., attached memorandum at 3 ("After a thorough review of the record, we conclude that none of petitioners' challenges can overcome the deference we owe FERC. As FERC's order make clear, the Commission adequately considered and reasonably rejected each of the arguments that petitioners advance before the court.")

of the Planning Period to ARR holders, rather than to FTR holders. Surplus congestion revenue should be allocated to ARR holders because surplus day-ahead congestion and surplus auction revenue are associated with unallocated ARR capacity. This residual capacity is unallocated as a result of PJM's conservative modeling designed to improve FTR funding. Had this surplus allocation been implemented in the 2017/2018 planning period, as originally contemplated, the percent of congestion offset by ARRs and FTRs would have increased from 50.7 percent to 76.8 percent. On May 31, 2018, FERC issued an order accepting PJM's proposal.<sup>8</sup>

If the original PJM FTR approach had been designed to return congestion revenues to load without use of the generation to load paths, many of the subsequent issues with the FTR design would have been avoided. The design should simply have provided for the return of all congestion revenues to load. Now is a good time to address the issues of the FTR design and to return the design to its original purpose. This would eliminate much of the complexity associated with ARRs and FTRs and eliminate unnecessary controversy about the appropriate recipients of congestion revenues.

The *2018 Quarterly State of the Market Report for PJM: January through September* focuses on the 2018/2019 Monthly Balance of Planning Period FTR Auctions, specifically covering January 1, 2017, through September 30, 2018.

**Table 13-1 The FTR auction markets results were competitive**

Market Element	Evaluation	Market Design
Market Structure	Partially Competitive	
Participant Behavior	Competitive	
Market Performance	Competitive	Flawed

- Market structure was evaluated as partially competitive because while purchasing FTRs in the FTR Auction is voluntary, issues have been identified with the assignment of system capability between ARRs and FTRs as well as the accuracy of modeling in the Long Term FTR Auctions. In addition, the ownership structure of Long Term FTRs, particularly the three year product, is highly concentrated.

8 163 FERC ¶ 61,165.

- Participant behavior was evaluated as competitive because there was no evidence of anticompetitive behavior.
- Market performance was evaluated as competitive because it reflected the interaction between participant demand behavior and the expected system capability that PJM made available for sale as FTRs. It is not clear, in a competitive market, why FTR purchases by financial entities remain persistently profitable.
- Market design was evaluated as flawed because there are significant flaws with the basic ARR/FTR design. The market design is not an efficient or effective way to ensure that all congestion revenues are returned to load. ARR holders' rights to congestion revenues are not defined clearly enough. ARR holders cannot determine the price at which they are willing to sell rights to congestion revenue. Issues have been identified with the share of system capability made available for sale as FTRs by PJM.

## Overview

### Auction Revenue Rights

#### Market Structure

- **Residual ARRs.** If ARR allocations are reduced as the result of a modeled transmission outage and the transmission outage ends during the relevant planning year, the result is that residual ARRs may be available. These residual ARRs are automatically assigned to eligible participants the month before the effective date. Residual ARRs are only available on paths prorated in Stage 1 of the annual ARR allocation, are only effective for single, whole months and cannot be self scheduled. Residual ARR clearing prices are based on monthly FTR auction clearing prices. Residual ARRs with negative target allocations are not allocated to participants. Instead they are removed and the model is rerun.

In the first four months of the 2018/2019 planning period, PJM allocated a total of 24,920.9 MW of residual ARRs, up from 21,809.5 MW in the 2017/2018 planning period, with a total target allocation of \$13.8 million

for the first four months of the 2018/2019 planning period, up from \$4.8 million for the 2017/2018 planning period.

- **ARR Reassignment for Retail Load Switching.** There were 16,177 MW of ARRs associated with \$194,300 of revenue that were reassigned in the first four months of the 2018/2019 planning period. There were 44,823 MW of ARRs associated with \$339,500 of revenue that were reassigned for the 2017/2018 planning period.

### Market Performance

- **Revenue Adequacy.** For the first four months of the 2018/2019 planning period, the ARR target allocations, which are based on the nodal price differences from the Annual FTR Auction, were \$243.1 million, while PJM collected \$886.0 million from the combined Long Term, Annual and Monthly Balance of Planning Period FTR Auctions, making ARRs revenue adequate. ARRs have historically been fully funded by the revenue collected from the Annual FTR Auction. As a result, ARRs do not receive revenue collected from the long term or monthly auctions. For the 2017/2018 planning period, the ARR target allocations were \$573.8 million while PJM collected \$601.2 million from the combined Annual and Monthly Balance of Planning Period FTR Auctions.
- **ARRs as an Offset to Congestion.** ARRs did not serve as an effective way to return congestion revenues to load. Total ARR and self scheduled FTR revenue offset only 73.3 percent of total congestion costs, which include congestion in the Day-Ahead Energy Market and the balancing energy market, for the 2011/2012 planning period through the 2016/2017 planning period, under the previous allocation of balancing congestion. In the 2017/2018 planning period, in which balancing congestion and M2M payments were directly assigned to load, total ARR and self scheduled FTR revenues offset 50.7 percent of total congestion costs. Under the new rules for surplus congestion revenue allocation beginning in the 2018/2019 planning periods, ARRs, self scheduled FTRs and surplus congestion revenue would offset 95.9 percent of total congestion costs.

The goal of the FTR market design should be to ensure that load has the rights to 100 percent of the congestion revenues.

## Financial Transmission Rights

### Market Structure

- **Supply.** In a given auction, market participants can sell FTRs that they have acquired in preceding auctions. In the Monthly Balance of Planning Period FTR Auctions for the first four months of the 2018/2019 planning period, total participant FTR sell offers were 3,320,461 MW, up from 2,084,830 MW for the same period during the 2017/2018 planning period. GreenHat Energy's liquidated FTR positions are included in these FTR sell offers.
- **Demand.** The total FTR buy bids from the Monthly Balance of Planning Period FTR Auctions for the first four months of the 2018/2019 planning period increased 9.5 percent from 8,621,736 MW for the same time period of the prior planning period, to 9,443,085 MW.
- **Patterns of Ownership.** For the Monthly Balance of Planning Period Auctions, financial entities purchased 76.2 percent of prevailing flow and 82.9 percent of counter flow FTRs for January through September of 2018. Financial entities owned 70.3 percent of all prevailing and counter flow FTRs, including 63.2 percent of all prevailing flow FTRs and 81.1 percent of all counter flow FTRs during the period from January through September, 2018.

### Market Behavior

- **FTR Forfeitures.** For the period of January 19, 2017, through September 30, 2018, total FTR forfeitures were \$12.5 million.
- **Credit.** There were 13 collateral defaults in the first nine months of 2018, not involving GreenHat Energy, LLC, for a total of \$640,670. Most collateral defaults were cured promptly. There were 36 payment defaults in the first nine months of 2018, not involving GreenHat Energy, LLC for

a total of \$86,666, which resulted in the default of Amerigreen Energy, Inc. on June 12, 2018.<sup>9</sup>

On June 21, 2018, GreenHat Energy, LLC was declared in default for two collateral calls totaling \$2.8 million and two payment defaults totaling \$3.9 million.<sup>10</sup> GreenHat held a large FTR position which, according to current tariff provisions, must be liquidated in the FTR auctions closest to the effective dates of the positions held.<sup>11</sup> The net gain or loss on these liquidated positions will be added to the payment default amount that will then be allocated to PJM members according to OA sections 15.1.2A(1) and 15.2.2. On July 26, 2018, PJM filed a waiver request at FERC asking that PJM only be required to liquidate FTRs for the prompt months to allow Member discussion on how to proceed with GreenHat's large FTR portfolio.<sup>12</sup> Members selected to settle GreenHat's FTR portfolio at the time the FTRs are due, so default allocation assessment charges will continue to accrue through May 2021.

### Market Performance

- **Volume.** In the first four months of the 2018/2019 planning period Monthly Balance of Planning Period FTR Auctions cleared 1,186,470 MW (12.6 percent) of FTR buy bids and 751,979 MW (22.6 percent) of FTR sell offers.
- **Price.** The weighted average buy bid cleared FTR price in the Monthly Balance of Planning Period FTR Auctions for the first four months of the 2018/2019 planning period was \$0.13, up from \$0.10 per MW for the same period in the 2017/2018 planning period.
- **Revenue.** The Monthly Balance of Planning Period FTR Auctions generated \$33.5 million in net revenue for all FTRs for the first four months of the 2018/2019 planning period, up from \$16.2 million for the same time period in the 2017/2018 planning period.

<sup>9</sup> Daugherty, Suzanne, email sent to the MC, MRC, CS and MSS email distribution list, "PJM Member Default - Amerigreen Energy, Inc.," (June 13, 2018).

<sup>10</sup> Daugherty, Suzanne, Email sent to the MC, MRC, CS, and MSS email distribution list, "Notification of GreenHat Energy, LLC Payment Default," (June 22, 2018).

<sup>11</sup> "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 47.

<sup>12</sup> See "Request of PJM Interconnection, LLC for a waiver effective July 27, 2018," Docket No. ER18-2068 (July 26, 2018).

- **Revenue Adequacy.** FTRs were paid at 100 percent of the target allocation level for the first four months of the 2018/2019 planning period. This high level of revenue adequacy was at least partially a result of FERC redefining the FTR congestion calculation to exclude balancing congestion and M2M payments.
- **Profitability.** FTR profitability is the difference between the revenue received for an FTR and the cost of the FTR. In the first four months of the 2018/2019 planning period, physical entities made \$19.4 million in profits, while receiving \$46.9 million in returned congestion from self-scheduled FTRs, and financial entities made \$48.9 million in profits.

## Markets Timeline

Any PJM member can participate in the Long Term FTR Auction, the Annual FTR Auction and the Monthly Balance of Planning Period FTR Auctions.

Table 13-2 shows the date of first availability and final closing date for all annual ARR and FTR products.

**Table 13-2 Annual FTR product dates**

Auction	Initial Open Date	Final Close Date
2019/2022 Long Term	6/4/2018	12/12/2018
2018/2019 ARR	3/5/2018	4/6/2018
2018/2019 Annual	4/10/2018	5/7/2018

## Recommendations

- The MMU recommends that the ARR/FTR design be modified to ensure that the rights to all congestion revenues are assigned to load. (Priority: High. First reported 2015. Status: Not adopted.)
- The MMU recommends that the Long Term FTR product be eliminated. (Priority: High. First reported 2018. Status: Not adopted.)
- The MMU recommends that, if the Long Term FTR product is not eliminated, Long Term FTR Market be modified so that the supply of prevailing flow FTRs in the Long Term FTR Market is based solely on counter flow offers in the Long Term FTR Market. (Priority: High. First reported 2017. Status: Not adopted.)
- The MMU recommends that the full capability of the transmission system be allocated as ARRs prior to sale as FTRs. Reductions for outages and increased system capability should be reserved for ARRs rather than sold in the Long Term FTR Auction. (Priority: High. First reported 2017. Status: Not adopted.)
- The MMU recommends that all FTR auction revenue be distributed to ARR holders monthly, regardless of FTR funding levels. (Priority: High. First reported 2015. Status: Not adopted.)
- The MMU recommends that, under the current FTR design, all congestion revenue in excess of FTR target allocations be distributed to ARR holders on a monthly basis. (Priority: High. First reported Q1, 2018. Status: Not adopted.)
- The MMU recommends that FTR auction revenues not be used to buy counter flow FTRs for the purpose of improving FTR payout ratios.<sup>13</sup> (Priority: High. First reported 2015. Status: Not adopted.)
- The MMU recommends that all historical generation to load paths be eliminated as a basis for allocating ARRs. (Priority: High. First reported 2015. Status: Partially adopted.)
- The MMU recommends that PJM eliminate portfolio netting to eliminate cross subsidies among FTR market participants. (Priority: High. First reported 2012. Status: Not adopted. Rejected by FERC.)
- The MMU recommends that PJM eliminate subsidies to counter flow FTRs by applying the payout ratio to counter flow FTRs in the same way the payout ratio is applied to prevailing flow FTRs. (Priority: High. First reported 2012. Status: Not adopted.)
- The MMU recommends that PJM eliminate geographic cross subsidies. (Priority: High. First reported 2013. Status: Not adopted.)
- The MMU recommends that PJM apply the FTR forfeiture rule to up to congestion transactions consistent with the application of the FTR

<sup>13</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June, 1, 2018) at 55.

forfeiture rule to increment offers and decrement bids. (Priority: High. First reported 2013. Status: Adopted 2017)

- The MMU recommends that PJM examine the mechanism by which self-scheduled FTRs are allocated when load switching among LSEs occurs throughout the planning period. (Priority: Low. First reported 2011. Status: Not adopted.)
- The MMU recommends that PJM improve transmission outage modeling in the FTR auction models, including the use of probabilistic outage modeling. (Priority: Low. First reported 2013. Status: Not adopted.)
- The MMU recommends that PJM reduce FTR sales on paths with persistent overallocation of FTRs including clear rules for what defines persistent overallocation and how the reduction will be applied. (Priority: High. First reported 2013. Status: Partially adopted, 2014/2015 planning period.)
- The MMU recommends that PJM report correct monthly payout ratios to reduce understatement of payout ratios on a monthly basis. (Priority: Low. First reported 2012. Status: Adopted 2016.)
- The MMU recommends that PJM continue to review the FTR liquidation process. (Priority: High. First reported Q2, 2018. Status: Not adopted.)

## Conclusion

The annual ARR allocation should be designed to ensure that the rights to all congestion revenues are assigned to firm transmission service customers, without requiring contract path physical transmission rights that are impossible to define and enforce in LMP markets. The fixed charges paid for firm transmission services result in the transmission system, which provides physically firm transmission service, which results in the delivery of low cost generation, which results in load paying congestion revenues, in an LMP market.

The current ARR/FTR design does not serve as an efficient way to ensure that load receives the rights to all the congestion revenues and has the ability to receive the auction revenues associated with all the potential congestion revenues. Total ARR and self-scheduled FTR revenue offset only 63.8, 86.5, 98.1,

50.6 and, if surplus through September 2018 were distributed, 95.9 percent of total congestion costs including congestion in the Day-Ahead Energy Market and the balancing energy market for the 2014/2015, 2015/2016, 2016/2017, 2017/2018 and the first four months of 2018/2019 planning periods.

In the 2014/2015, 2015/2016 and 2016/2017 planning periods, PJM significantly reduced the allocation of ARR capacity, and FTRs, in order to guarantee full FTR funding. PJM reduced system capability in the FTR auction model by including more outages, reducing line limits and including additional constraints. PJM's modeling changes resulted in significant reductions in Stage 1B and Stage 2 ARR allocations, a corresponding reduction in the available quantity of FTRs, a reduction in congestion revenues assigned to ARRs, and an associated surplus of congestion revenue relative to FTR target allocations. This also resulted in a significant redistribution of ARRs among ARR holders based on differences in allocations between Stage 1A and Stage 1B ARRs. Starting in the 2017/2018 planning period, with the allocation of balancing congestion and M2M payments to load rather than FTRs, PJM increased system capability allocated to Stage 1B and Stage 2 ARRs, but continued to conservatively select outages to manage FTR funding levels.

Load should never be required to subsidize payments to FTR holders, regardless of the reason. Such subsidies have been suggested repeatedly.<sup>14</sup> The FERC order of September 15, 2016, introduced a subsidy to FTR holders at the expense of ARR holders.<sup>15</sup> The order requires PJM to ignore balancing congestion when calculating total congestion dollars available to fund FTRs. As of the 2017/2018 planning period, as a result of the FERC order, balancing congestion and M2M payments are assigned to load, rather than to FTR holders. The Commission's order shifts substantial revenue from load to the holders of FTRs and reduces the ability of load to offset congestion. This approach ignores the fact that loads must pay both day-ahead and balancing congestion, and that congestion is defined, in an accounting sense, to equal the sum of day-ahead and balancing congestion. Eliminating balancing congestion from the FTR revenue calculation requires load to pay twice for congestion. Load will pay for the physical transmission system, will pay in

<sup>14</sup> See FERC Dockets Nos. EL13-47-000 and EL12-19-000.

<sup>15</sup> See 156 FERC ¶ 61,180 (2016), *reh'g denied*, 156 FERC ¶ 61,093 (2017).

excess of generator revenues and will pay negative balancing congestion again. The result will be that load will get back less than total congestion.

These changes were made in order to increase the payout to holders of FTRs who are not loads. In other words, load will continue to be the source of all the funding for FTRs, while payments to FTR holders who did not receive ARRs exceed total congestion on their FTR paths and result in profits to FTR holders.

Load was made significantly worse off as a result of the changes made to the FTR/ARR process by PJM based on the FERC order of September 15, 2016. ARR revenues were significantly reduced for the 2017/2018 FTR Auction, the first auction under the new rules. ARRs and self scheduled FTRs offset 50.0 percent of total congestion costs for the 2017/2018 planning period rather than the 60.5 percent offset that would have occurred under the prior rules, a difference of \$125.8 million. There was a significant amount of congestion in January 2018 which adversely affected the congestion offset value of ARRs. ARR revenue is fixed at annual auction prices, but congestion revenue varies with congestion. The net increase in ARR value from the reassignment of balancing congestion and M2M payments to load, as predicted by proponents of the reassignment, did not occur.

If these allocation rules had been in place beginning with the 2011/2012 planning period, ARR holders would have received a total of \$1,160.0 million less in congestion offsets from the 2011/2012 through the 2017/2018 planning period. The total overpayment to FTR holders for the 2011/2012 through 2017/2018 planning period would have been \$1,315.1 million. The underpayment to load and the overpayment to FTR holders is a result of several factors in the rules, all of which mean the transfer of revenues to FTR holders and the shifting of costs to load. Load is now required to pay for balancing congestion, which significantly increases costs to load and significantly increases revenues paid to FTR holders while degrading the ability of ARRs to provide a predictable offset to congestion costs. PJM will continue to clear counter flow FTRs using auction revenues greater than the ARR target allocations in order to make it possible to sell more prevailing

flow FTRs. FTR holders will also receive day-ahead congestion revenues in excess of target allocations. FTR holders will also receive additional auction revenue, which is what FTR holders were willing to pay for FTRs above what is provided to ARR holders through ARR target allocations on defined paths.

Beginning with the 2018/2019 planning period, surplus auction revenue, which is defined as day-ahead congestion revenue and surplus auction revenue remaining after funding ARRs, and then FTRs, will be allocated to ARRs pro-rata based on ARR target allocations.<sup>16</sup> This surplus revenue is generated by a failure of the current ARR/FTR construct to make all congestion revenue rights available to load in the form of ARRs. All congestion revenue belongs to ARR holders, and PJM's new surplus congestion allocation rule is an attempt to get closer to that goal. However, under the current rules, ARR holders will only have access to this surplus after full funding of FTRs is accomplished, which does not fully recognize ARR holders' primary rights to this surplus congestion revenue. If this rule had been in effect for the 2017/2018 planning period, ARRs and FTRs would have offset 81.1 percent of total congestion rather than 50.0 percent. For the first four months of the 2018/2019 planning period, if the surplus auction revenue were distributed to load, load would have offset 87.6 percent of congestion costs. Under the previous rule, which did not include the allocation of this surplus to load, load would have offset only 76.3 percent of their congestion costs.

Revenue adequacy has received a lot of attention in the PJM FTR Market. There are several factors that can affect the reporting, distribution of and quantity of funding in the FTR Market. Revenue adequacy is misunderstood. FTR holders, with the creation of ARRs, do not have the right to financially firm transmission service and FTR holders do not have the right to revenue adequacy even when defined correctly. Load does have those rights based on load's payment for the transmission system and load's payment of total congestion.

Clearing prices fell and cleared quantities increased from the 2010/2011 planning period through the 2013/2014 planning period. The market response to lower revenue adequacy was to reduce bid prices and to increase bid

<sup>16</sup> 163 FERC ¶61,165 (2018).

volumes and offer volumes. In the 2014/2015, 2015/2016 and 2016/2017 planning periods, due to reduced ARR allocations resulting from PJM's actions to manage FTR revenue, FTR volume decreased relative to the 2013/2014 planning period. The reduction in ARR allocations and resulting FTR volume caused, by definition, an improvement in revenue adequacy, and also resulted in an increase in the prices of FTRs. Increased FTR prices resulted in increased ARR target allocations, because ARR target allocations are based on the Annual FTR Auction nodal prices. Beginning in the 2017/2018 planning period, based on the reallocation of balancing congestion and M2M payments to load, PJM reduced outages in the Annual FTR Auction model. This increased FTR capability, but ARR target allocations decreased due to lower FTR clearing prices.

Within a portfolio, FTR positive and negative target allocations are currently netted prior to the application of the payout ratio and end of planning period uplift calculation to the positive target allocation FTRs. The current method requires those participants with fewer negative target allocation FTRs to subsidize those with more negative target allocation FTRs and treats a positive target allocation FTR differently depending on the portfolio of which it is a part. The correct method would treat all FTRs with positive target allocations exactly the same, which would eliminate this form of cross subsidy. The net of a participant's portfolio should not determine their FTR uplift liability, rather their portion of total positive target allocations should be used to determine a participant's uplift charge. The FTR Market cannot work efficiently if FTR buyers do not receive payments consistent with the performance of their FTRs. Eliminating the portfolio subsidy would be a good first step in that direction.

The current rules create an asymmetry between the treatment of counter flow and prevailing flow FTRs. Counter flow FTR holders make payments over the planning period, in the form of negative target allocations. These negative target allocations are paid at 100 percent regardless of whether positive target allocation FTRs are paid at less than 100 percent. There is no reason to treat counter flow FTRs more favorably than prevailing flow FTRs. Counter flow FTRs should also be affected when the payout ratio is less than 100 percent. This would mean that counter flow FTRs would pay back an increased amount

that mirrors the decreased payments to prevailing flow FTRs. The adjusted payout ratio would evenly divide the impact of lower payouts among counter flow FTR holders and prevailing flow FTR holders by increasing negative counter flow target allocations by the same amount it decreases positive target allocations. The FTR Market cannot work efficiently if FTR buyers do not receive payments consistent with the performance of their FTRs. Eliminating the counter flow subsidy would be another good step in that direction. The MMU recommends that counter flow and prevailing flow FTRs be treated symmetrically with respect to the application of a payout ratio.

The overallocation of Stage 1A ARRs results in FTR overallocations on the same facilities. While Stage 1A overallocation has been reduced, Stage 1A ARR overallocation is a source of reduced revenue and cross subsidy.

The MMU recommends that the basis for the Stage 1A assignments be reviewed and made explicit and that the role of out of date generation to load paths be reviewed beyond the replacement of retired generation that was implemented. There is a reason that transmission is not built to address the Stage 1A overallocation issue. PJM's transmission planning process (RTEP) does not identify a need for new transmission because many of the over allocations are due to outages in the FTR model, or are flowgates, not actual system limitations. Capacity issues do not persist if the modeled outages are removed, so there is no need to expand the transmission system to support them. The Stage 1A overallocation issue is a fiction based on the use of outdated and irrelevant generation to load paths to assign Stage 1A rights that have nothing to do with actual power flows.

In addition to addressing these issues, the approach to the question of FTR funding should also examine the fundamental reasons that there has been a significant and persistent difference between day-ahead and balancing congestion. The MMU recommends that the transmission modeling in the FTR auction and persistent FTR path overallocation issues be reviewed and modifications implemented. Regardless of how these issues are addressed, funding issues that persist as a result of modeling differences and flaws in the design of the FTR Market should be borne by FTR holders operating in the

voluntary FTR Market and not imposed on load through the mechanism of balancing congestion.

It has become increasingly clear that the Long Term FTR Auction structure should be significantly modified. It is not clear, in a competitive market, why participation in the Long Term FTR Auction continues to be very low for the second and third year long term product. In a competitive market the price of Long Term FTRs would be expected to converge with the prices of Annual FTRs, but there has been a persistent, wide divergence that has made the purchase of Long Term FTRs persistently very profitable. Recent changes to improve the modeling of the next year's auction model and include an offline ARR allocation model are steps in the right direction, but do not do enough to guarantee ARR holders' rights to the congestion being auctioned in the Long Term FTR Auction.

The MMU recommends that the Long Term FTR product be eliminated. If the Long Term FTR product is not eliminated, the MMU recommends that Long Term FTR Market be modified so that the supply of prevailing flow FTRs in the Long Term FTR Market is based solely on counter flow offers in the Long Term FTR Market. This would ensure ARR holders' rights to congestion while maintaining the ability for participants to purchase congestion offsets for future planning periods.

## Auction Revenue Rights

ARR revenues result from the sale of congestion rights that belong to ARR holders. ARRs are the financial instruments through which the proceeds from FTR Auctions are allocated to load. ARR values are based on nodal price differences, established by cleared FTR bids in the Annual FTR Auction, between the ARR source and sink points in the FTR Auction.<sup>17</sup> ARR revenues are a function of FTR auction participants' expectations of congestion, risk, competition and available system capability. PJM has significant discretion over that level of system capability. The appropriate goals of that discretion need to be defined more clearly in the tariff.

<sup>17</sup> These nodal prices are a function of the market participants' annual FTR bids and binding transmission constraints. An optimization algorithm selects the set of feasible FTR bids that produces the most net revenue.

ARRs are available only as obligations (not options) and only as a 24 hour product. ARRs are available to the nearest 0.1 MW. The ARR target allocation is equal to the product of the ARR MW and the price difference between sink and source from the Annual FTR Auction. An ARR's value, from the auction, can be positive or negative depending on the price difference between sink and source, with a negative difference resulting in a liability for the holder and represents the revenue that an ARR holder would receive based on the FTR auction price differences. If the combined net revenues from the Long Term, Annual and Monthly Balance of Planning Period FTR Auctions are greater than the sum of all ARR target allocations, ARRs are fully funded, otherwise, available revenue is proportionally allocated among all ARR holders. If there are auction revenues greater than the ARR target allocations, the revenue is first used to fully fund ARRs in previous months, then fully fund FTRs, and then provided to ARR holders at the end of the planning period.

The goal of the ARR/FTR design should be to provide an efficient mechanism to ensure that load receives the rights to all the congestion revenues, and has the ability to receive the auction revenues associated with all the potential congestion revenues whether through self scheduling or selling the rights to FTR holders. The MMU recommends that all FTR auction revenues be allocated to ARR holders.

When a new control zone is integrated into PJM, firm transmission customers in that control zone may choose to receive either an FTR allocation or an ARR allocation before the start of the Annual FTR Auction for two consecutive planning periods following their integration date. After the transition period, such participants receive ARRs from the annual allocation process and are not eligible for directly allocated FTRs. Network service users and firm transmission customers cannot choose to receive both an FTR allocation and an ARR allocation. This selection applies to the participant's entire portfolio of ARRs that sink into the new control zone. During this transitional period, the directly allocated FTRs are reallocated, as load shifts between LSEs within the transmission zone.

Incremental ARR (IARR) allocations are assigned to customers that have been assigned cost responsibility for certain upgrades included in the PJM's Regional Transmission Expansion Plan (RTEP). These customers as defined in Schedule 12 of the Tariff are network service customers and/or merchant transmission facility owners that are assigned the cost responsibility for upgrades included in the PJM RTEP. PJM calculates IARRs for each regionally assigned facility and allocates the IARRs, if any are created by the upgrade, to eligible customers based on their percentage of cost responsibility. The customers may choose to decline the IARR allocation during the annual ARR allocation process.<sup>18</sup> Each network service customer within a zone is allocated a share of the IARRs in the zone based on their share of the network service peak load of the zone.

## Market Structure

ARRs have been available to network service and firm, point to point transmission service customers since June 1, 2003, when the annual ARR allocation was first implemented for the 2003/2004 planning period. The initial allocation covered the Mid-Atlantic Region and the APS Control Zone. For the 2006/2007 planning period, the choice of ARRs or direct allocation FTRs was available to eligible market participants in the AEP, DAY, DLCO and Dominion control zones. For the 2007/2008 and subsequent planning periods through the present, all eligible market participants were allocated ARRs.

## Supply and Demand

System capability available to ARR holders is limited by the system capability made available in PJM's annual FTR transmission system market model. PJM's annual FTR transmission market model represents annual, expected system capability, modified by PJM to achieve PJM's goal of guaranteeing revenue equal to target allocations for FTRs, and subject to the requirement that all Stage 1A ARR requests must be allocated. Stage 1A ARR right requests are guaranteed and system capability necessary to accommodate the rights must be included in PJM's annual FTR transmission system market model.

<sup>18</sup> "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 31; "IARRs for RTEP Upgrades Allocated for 2016/2017 Planning Period," <<http://www.pjm.com/~media/markets-ops/ftr/annual-arr-allocation/2018-2019/2018-2019-iarrs-for-rtep-upgrades-allocated.ashx>>.

## ARR Allocation

For the 2007/2008 planning period, the annual ARR allocation process was revised to include Long Term ARRs that would be in effect for 10 consecutive planning periods.<sup>19</sup> Stage 1A ARRs can give LSEs the ability to offset their congestion costs, through the return of congestion revenues, on a long-term basis. Stage 1B and Stage 2 ARRs provide a method for ARR holders to have more congestion revenues returned to them in the planning period, but may be prorated. ARR holders can self schedule ARRs as FTRs during the Annual FTR Auction.

Each March, PJM allocates annual ARRs to eligible customers in a three stage process:

- **Stage 1A.** In the first stage of the allocation, network transmission service customers can obtain ARRs, up to their share of Zonal Base Load, which is the lowest daily peak load in the prior twelve month period increased by load growth projections. The amount of Stage 1A ARRs a participant can request is based on generation to load paths that reflect generation resources that had historically served load, or their qualified replacements if the resource has retired, in the historical reference year for the zone. The historical reference year is the year prior to the creation of PJM markets, which is 1999 for the original zones, or the year in which a zone joined PJM. Firm, point to point transmission service customers can obtain Stage 1A ARRs, up to 50 percent of the MW of firm, point to point transmission service provided between the receipt and delivery points for the historical reference year. Stage 1A ARRs cannot be prorated. If Stage 1A ARRs are found to be infeasible, transmission system upgrades must be undertaken to maintain feasibility.<sup>20</sup>
- **Stage 1B.** Transmission capacity unallocated in Stage 1A is available in the Stage 1B allocation for the planning period. Network transmission service customers can obtain ARRs up to their share of zonal peak load, which is the highest daily peak load in the prior twelve month period increased by load growth projections, based on generation to load paths

<sup>19</sup> See *2006 State of the Market Report* (March 8, 2007) for the rules of the annual ARR allocation process for the 2006 to 2007 and prior planning periods.

<sup>20</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 22.

and up to the difference between their share of zonal peak load and Stage 1A allocations. Firm, point to point transmission service customers can obtain ARRs based on the MW of long-term, firm, point to point service provided between the receipt and delivery points for the historical reference year.

- **Stage 2.** Stage 2 of the annual ARR allocation allocates the remaining system capability equally in three steps. Network transmission service customers can obtain ARRs from any hub, control zone, generator bus or interface pricing point to any part of their aggregate load in the control zone or load aggregation zone up to their total peak network load in that zone. Firm, point to point transmission service customers can obtain ARRs consistent with their transmission service as in Stage 1A and Stage 1B.

Prior to the start of the Stage 2 annual ARR allocation process, ARR holders can relinquish any portion of their ARRs resulting from the Stage 1A or Stage 1B allocation process, provided that all remaining outstanding ARRs are simultaneously feasible following the return of such ARRs.<sup>21</sup> Participants may seek additional ARRs in the Stage 2 allocation.

Effective for the 2015/2016 planning period, when residual zone pricing was introduced, an ARR will default to sinking at the load settlement point if different than the zone, but the ARR holder may elect to sink their ARR at the zone instead.<sup>22</sup>

ARRs can be traded between LSEs prior to the first round of the Annual FTR Auction. Traded ARRs are effective for the full 12 month planning period.

When ARRs are allocated after Stage 1A, all ARRs must be simultaneously feasible, meaning that the modeled transmission system can support the approved set of ARRs. In making simultaneous feasibility determinations, PJM utilizes a power flow model of security constrained dispatch based on assumptions about generation and transmission outages.<sup>23</sup> If the requested

set of ARRs is not simultaneously feasible, customers are allocated prorated shares in direct proportion to their requested MW and in inverse proportion to their impact on binding constraints, except Stage 1A ARRs:

#### Equation 131 Calculation of prorated ARRs<sup>24</sup>

$$MW = \text{Constraint Capability} \times \left( \frac{\text{Individual Requested MW}}{\text{Total Requested MW}} \right) \times \left( \frac{1}{\text{MW impact on line}} \right)$$

The effect of an ARR request on a binding constraint is measured using the ARR's power flow distribution factor. An ARR's distribution factor is the percent of each requested ARR MW that would have a power flow on the binding constraint. The PJM method prorates ARR requests in proportion to their MW value and the impact on the binding constraint. The PJM method prorates only ARRs that cause the greatest flows on the binding constraint. Were all ARR requests prorated equally, regardless of their impact on the binding constraints, the result would reduce allocated ARRs below actually available ARRs.

#### FERC Order EL16-121: Stage 1A ARR Allocation

FERC ordered PJM to remove retired resources from the generation to load paths used to allocate Stage 1A ARRs.<sup>25</sup> PJM replaced retired units with operating generators, termed qualified replacement resources (QRRs).<sup>26</sup>

The method PJM implemented continues to rely on a contract path based approach. Existing Stage 1A resources will be given their current allocations, while ARR allocations to QRRs that replace retired Stage 1A resources will be prorated based on the feasibility of these ARRs after existing resources are allocated. As a result of this proration, the new ARRs will have lower priority than the preexisting Stage 1A resources, which could affect the value of the newly assigned ARRs. Generation to load paths even from active generators are based on a contract path model rather than a network model. Generation to load paths should not be used as a basis for assigning ARR capability. Contract paths are not an accurate representation of the transmission system

<sup>21</sup> *Id.* at 21.

<sup>22</sup> See "Residual Zone Pricing," PJM Presentation to the Members Committee (February 23, 2012) <<http://www.pjm.com/~media/committees-groups/committees/mc/20120223/20120223-item-03-residual-zone-pricing-presentation.aspx>>.

<sup>23</sup> "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June, 1, 2018) at 56-57.

<sup>24</sup> See the *MMU Technical Reference for PJM Markets*, at "Financial Transmission Rights and Auction Revenue Rights," for an illustration explaining this calculation in greater detail. <[http://www.monitoringanalytics.com/reports/Technical\\_References/references.shtml](http://www.monitoringanalytics.com/reports/Technical_References/references.shtml)>.

<sup>25</sup> 156 FERC ¶ 61,180 (2016).

<sup>26</sup> See FERC Docket No. EL16-6-003.

and will, by definition, be inaccurate resulting in modeling inaccuracies and revenue inadequacy.

## Market Performance

### Revenue

ARRs are allocated to qualifying customers rather than sold, so there is no ARR revenue comparable to the revenue that results from the FTR auctions.

### ARR Reassignment for Retail Load Switching

PJM rules provide that when load switches between LSEs during the planning period, a proportional share of associated ARRs that sink in a given control or load aggregation zone is automatically reassigned to follow that load.<sup>27</sup> ARR reassignment occurs daily only if the LSE losing load has ARRs with a net positive economic value. An LSE gaining load in the same control zone is allocated a proportional share of positively valued ARRs within the control zone based on the shifted load. ARRs are reassigned to the nearest 0.001 MW and may be reassigned multiple times over a planning period. Residual ARRs are also subject to reassignment. This practice supports competition by ensuring that the offset to congestion follows load, thereby removing a barrier to competition among LSEs and, by ensuring that only ARRs with a positive value are reassigned, preventing an LSE from assigning poor ARR choices to other LSEs. However, when ARRs are self scheduled as FTRs, the self scheduled FTRs do not follow load that shifts while the ARRs do follow load that shifts, and this may result in lower value of the ARRs for the receiving LSE compared to the total value held by the original ARR holder.

There were 44,823 MW of ARRs associated with \$339.5 of revenue that were reassigned in the 2017/2018 planning period. There were 16,177 MW of ARRs associated with \$194,300 of revenue that were reassigned for the first four months of the 2018/2019 planning period.

<sup>27</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 29-30.

Table 13-3 summarizes ARR MW and associated revenue reassigned for network load in each control zone where changes occurred between June 2017 and September 2018.

**Table 13-3 ARRs and ARR revenue automatically reassigned for network load changes by control zone: June 2017 through September 2018**

Control Zone	ARRs Reassigned (MW-day)		ARR Revenue Reassigned [Dollars (Thousands) per MW-day]	
	2017/2018 (12 months)	2018/2019 (4 months)	2017/2018 (12 months)	2018/2019 (4 months)
AECO	438	121	\$3.2	\$0.6
AEP	2,271	1,984	\$13.0	\$24.7
APS	1,660	343	\$19.7	\$6.4
ATSI	6,235	1,957	\$20.6	\$20.6
BGE	2,688	691	\$57.7	\$17.8
ComEd	4,519	1,279	\$77.0	\$17.2
DAY	1,565	394	\$2.8	\$2.0
DEOK	4,318	1,396	\$23.4	\$34.9
DLCO	5,995	2,337	\$18.5	\$23.6
DPL	1,865	703	\$36.5	\$15.7
Dominion	13	22	\$0.1	\$0.2
EKPC	0	0	\$0.0	\$0.0
JCPL	1,146	363	\$2.4	\$0.4
Met-Ed	678	241	\$5.6	\$1.9
PECO	3,226	1,640	\$11.1	\$11.2
PENELEC	696	218	\$7.3	\$2.5
PPL	3,447	1,605	\$3.2	\$3.9
PSEG	1,495	349	\$18.6	\$4.2
Pepco	2,423	516	\$18.9	\$6.6
RECO	147	20	\$0.0	\$0.0
Total	44,823	16,177	\$339.5	\$194.3

### Residual ARRs

Introduced August 1, 2012, Residual ARRs are available for eligible ARR holders when a transmission outage was modeled in the Annual ARR Allocation, but the transmission facility returns to service during the planning period. Residual ARRs are effective for single months, and cannot be self scheduled. Residual ARR target allocations are based on the clearing prices from FTR obligations in the relevant monthly auction, may not exceed zonal network services peak load or firm transmission reservation levels and are only available up to the prorated ARR MW capacity as allocated in the

Annual ARR Allocation. For the following planning period, these Residual ARRs are available as ARRs in the annual ARR allocation. Residual ARRs are a separate product from incremental ARRs. Beginning with the June 2017 monthly auction, Residual ARRs that would have cleared with a negative target allocation are not assigned to participants.<sup>28</sup>

Table 13-4 shows the Residual ARRs (cleared volume) allocated to participants, along with the target allocations (bid and requested) from the effective month. In the first four months of the 2018/2019 planning period, PJM allocated a total of 11,961.8 MW of Residual ARRs with a target allocation of \$3.0 million. In the same time period for the 2017/2018 planning period, PJM allocated a total of 21,809.5 MW of residual ARRs with a target allocation of \$4.8 million. In the 2016/2017 planning period, PJM allocated a total of 35,034.9 MW of residual ARRs, up from 30,118.1 MW for the 2015/2016 planning period. Residual ARRs had a total target allocation of \$7.0 million for the 2016/2017 planning period, down from \$7.7 million for the 2015/2016 planning period. In prior planning years, PJM's modeling of excess outages resulted in the allocation of some ARRs that could have been allocated in Stage 1B being allocated as Residual ARRs on a month to month basis without the option to self schedule.

**Table 13-4 Residual ARR allocation volume and target allocation: 2018**

Month	Available Volume (MW)	Cleared Volume (MW)	Cleared Volume	Target Allocation
Jan-18	8,482.2	3,230.5	38.1%	\$2,374,862
Feb-18	6,294.5	3,374.1	53.6%	\$4,487,761
Mar-18	12,099.3	3,056.6	25.3%	\$1,142,173
Apr-18	9,525.1	3,090.4	32.4%	\$660,302
May-18	5,259.6	3,339.7	63.5%	\$966,525
Jun-18	2,016.0	1,633.8	81.0%	\$795,709
Jul-18	3,232.0	2,251.9	69.7%	\$750,500
Aug-18	3,040.8	2,271.3	74.7%	\$780,765
Sep-18	3,673.0	2,672.6	72.8%	\$1,822,422
Total	53,622.5	24,920.9	46.5%	\$13,781,019

<sup>28</sup> See FERC Letter Order, Docket No. ER17-1057 (April 5, 2017).

## Financial Transmission Rights

FTRs are financial instruments that entitle their holders to receive revenue or require them to pay charges based on locational congestion price differences in the Day-Ahead Energy Market across specific FTR transmission paths. The value of the day-ahead congestion price differences, termed the FTR target allocation, defines the maximum, but not guaranteed, payout for FTRs. The target allocation of an FTR reflects the difference in day-ahead congestion prices rather than the difference in LMPs, which includes both congestion and marginal losses. Negative target allocations require the FTR holder to pay into the FTR market, helping fund positively valued FTRs. Under the current rules, available revenue to pay FTR holders is based on the amount of day-ahead congestion, payments by holders of negatively valued FTRs, Market to Market payments, additional auction revenues available at the end of a month over ARR target allocations and any charges made to day-ahead operating reserves.

FTR funding is not on a path specific basis or on an hour to hour basis. There are widespread cross subsidies paid to equalize payments across paths and across time periods within a planning period. All paths receive the same proportional level of target revenue at the end of the planning period. FTR auction revenues and excess revenues are carried forward from prior months and distributed back from later months. At the end of a planning period, if some months remain not fully funded, an uplift charge is collected from any FTR Market participants that hold FTRs for the planning period based on their pro rata share of total net positive FTR target allocations, excluding any charge to FTR holders with a net negative FTR position for the planning year.

Auction market participants are free to request FTRs between any eligible pricing nodes on the system. For the Long Term FTR Auction a list of available hubs, control zones, aggregates, generator buses and interface pricing points is available. For the Annual FTR Auction and FTRs bought for a quarterly period in the monthly auction the available FTR source and sink points include hubs, control zones, aggregates, generator buses, load buses and interface pricing points. An FTR bought in the Monthly FTR Auction for the single

calendar month following the auction may include any bus for which an LMP is calculated in the FTR model used. Effective August 5, 2011, PJM does not allow FTR buy bids to clear with a price of zero unless there is at least one constraint in the auction which affects the FTR path. FTRs are available to the nearest 0.1 MW. The FTR target allocation is calculated hourly and is equal to the product of the FTR MW and the congestion price difference between sink and source that occurs in the Day-Ahead Energy Market.

## Market Structure

FTRs can be bought, sold and self scheduled. Buy bids are bids to buy FTRs in the auctions; sell offers are offers to sell existing FTRs in the auctions; and self scheduled bids are FTRs that have been directly converted from ARRs in the Annual FTR Auction. Self scheduled FTRs represent a direct return of day-ahead congestion revenue to load serving entities but not a complete return of congestion revenue to load.

There are two types of FTR products: obligations and options. An obligation provides a credit, positive or negative, equal to the product of the FTR MW and the congestion price difference between FTR sink (destination) and source (origin) that occurs in the Day-Ahead Energy Market. An option provides only positive credits and options are available for only a subset of the possible FTR transmission paths.

There are three classes of FTR products: 24 hour, on peak and off peak. The 24 hour products are effective 24 hours a day, seven days a week, while the on peak products are effective during on peak periods defined as the hours ending 0800 through 2300, Eastern Prevailing Time (EPT) Mondays through Fridays, excluding North American Electric Reliability Council (NERC) holidays. The off peak products are effective during hours ending 2400 through 0700, EPT, Mondays through Fridays, and during all hours on Saturdays, Sundays and NERC holidays.

PJM operates three auctions for FTRs. The objective function of all FTR auctions is to maximize the bid based value of FTRs awarded in each auction. PJM conducts an Annual FTR Auction, Monthly Balance of Planning Period

FTR Auctions for the remaining months of the planning period and a Long Term FTR Auction for the following three consecutive planning years.<sup>29</sup> FTR options are not available in the Long Term FTR Auction. A secondary bilateral market is also administered by PJM to allow participants to buy and sell existing FTRs. FTRs can also be exchanged bilaterally outside PJM markets. FTR self scheduled bids by ARR holders are available only as obligations for the 24 hour product and only in the Annual FTR Auction.

## Supply and Demand

Total FTR supply is limited by the capability of the transmission system, in each auction, included in the PJM FTR market model as modified, for example, by PJM assumptions about outages. PJM outage assumptions are a key factor in determining the supply of ARRs and the related supply of FTRs in the Annual FTR Auction. Long Term FTR Auction capability is determined by removing all outages and running an offline model of the previous Annual FTR Auction model with all ARR bids. Any ARR MW that clear are reserved for ARR holders in their effective planning periods, and are removed from the Long Term FTR Auction capability. Total Monthly FTR Auction capacity is based on the residual capacity available after the Long Term and Annual FTR auctions are conducted and adjustments are made to outages to reflect anticipated system conditions for the time periods auctioned.

The MMU recommends that the full transmission capacity of the system be allocated as ARRs prior to sale as FTRs.

Depending on assumptions used in the auction transmission model, the total FTR supply can be greater than or less than system capability in aggregate and/or on a path basis. FTR supply greater than system capability leads to FTR revenue inadequacy relative to target allocations. FTR supply less than system capability leads to FTR revenue surplus relative to target allocations.

PJM can also make further adjustments to the auction model to manage FTR revenues. PJM can assume higher outage levels and PJM can decide to include additional constraints (closed loop interfaces) both of which reduce

<sup>29</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 39.

system capability in the auction model. These PJM actions reduce the supply of available Stage 1B and Stage 2 ARRs, which in turn reduce the number of FTRs available for purchase. PJM made very significant adjustments starting in the 2014/2015 planning period auction model through the 2016/2017 planning period.

The auction process does not account for the fact that significant transmission outages, which have not been provided to PJM by transmission owners prior to the auction date, will occur during the periods covered by the auctions. Such transmission outages may or may not be planned in advance or may be emergency outages.<sup>30</sup> In addition, it is difficult to model in an annual auction two outages of similar significance and similar duration in different areas which do not overlap in time. The choice of which to model may have significant distributional consequences. The fact that outages are modeled at significantly lower than historical levels results in selling too many FTRs which creates downward pressure on revenues paid to each FTR. To address this issue, the MMU has recommended that PJM use probabilistic outage modeling to better align the supply of ARRs and FTRs with actual system capabilities.

### Long Term FTR Auctions

In July 2006, FERC issued a Final Rule mandating the creation of long term firm transmission rights in transmission organizations with organized electricity markets (FERC Docket No. RM06-8-000; Order No. 681).<sup>31</sup> FERC's goal was that "load serving entities be able to request and obtain transmission rights up to a reasonable amount on a long-term firm basis, instead of being limited to obtaining exclusively annual rights." Despite that order and inconsistent with the directive in that order, LSEs are not able to request ARRs nor are LSEs guaranteed rights to the revenue from Long Term FTR Auctions in PJM's long term FTR auction market design.

PJM conducts a Long Term FTR Auction for the next three consecutive planning periods. The capacity offered for sale in Long Term FTR Auctions is the residual system capability assuming that all allocated ARRs are self

scheduled as FTRs. PJM expands the available transmission capacity for the Long Term FTR Auction by removing all the transmission outages included in the model when allocating ARRs.

Beginning with Round 2 of the 2019/2022 Long Term FTR Auction, PJM has implemented revisions to the determination of residual system capability made available in the Long Term FTR Auctions and eliminated the YRALL product. The PJM proposal would revise the determination of ARR rights that are reserved for ARR holders. Rather than simply preserving the ARR cleared capacity from the previous annual allocation, PJM would rerun the simultaneous feasibility test for the ARR/FTR market model, without outages, using the previous year's ARR requests, prorated when necessary, and use the resulting ARRs as the basis for reserving capability for ARR holders in the Long Term FTR Auction. The resulting difference between the revised set of ARRs and ARR/FTR market models' system capability, without outages, would determine the residual capability offered in the Long Term FTR auction. This method will provide ARR holders with a more accurate representation of capacity that will carry into the Annual FTR Auction than is currently preserved, and should provide better value for ARR holders. Capacity awarded in the Long Term FTR Auction is modeled as a fixed injection/withdrawal in the Annual FTR Auction, and is therefore unavailable in preceding auctions. While the new rules will improve the allocation of congestion rights to ARR holders, a proportion of congestion revenues will still be assigned to the Long Term FTR Auction without ever having been made available to ARR holders. That outcome is inconsistent with the basic logic of ARRs and inconsistent with the stated intent of the market design.

The 2009/2012 and 2010/2013 Long Term FTR Auctions consisted of two rounds.<sup>32</sup> Subsequent Long Term FTR Auctions consist of three rounds. FTRs purchased in prior rounds may be offered for sale in subsequent rounds. FTRs obtained in the Long Term Auctions may have terms of any one year or a single term of all three years. FTR products available in the Long Term

<sup>30</sup> See 2018 Quarterly State of the Market Report for PJM: January through June, Section 12: Transmission Facility Outages.  
<sup>31</sup> 116 FERC ¶ 61,077 (2006).

<sup>32</sup> FERC approved, on December 7, 2009, the addition of a third round to the Long Term FTR Auction. FERC letter order accepting PJM Interconnection, LLC's revisions to Long-Term Financial Transmission Rights Auctions to its Amended and Restated Operating Agreement and Open Access Transmission Tariff, Docket No. ER10-82-000 (December 7, 2009).

Auction include 24 hour, on peak and off peak FTR obligations. FTR option products are not available in Long Term FTR Auctions.

- Round 1. The first round is conducted in the June prior to the start of the term covered by the Long Term FTR Auction and uses PJM's Summer Model build. Market participants make offers for FTRs between any source and sink.
- Round 2. The second round is conducted in September, uses the Summer Model build and follows the same rules as Round 1.
- Round 3. The third round is conducted in December, uses the Fall Model build and follows the same rules as Round 1.

### Annual FTR Auctions

Annual FTRs are effective beginning June 1 of the planning period through May 31. Outages expected to last two or more months, as well as any outages of a shorter duration that PJM determines would cause FTR revenue inadequacy if not modeled, are included in the determination of the simultaneous feasibility for the Annual FTR Auction.<sup>33</sup> While the full list of outages selected is publicly posted, PJM exercises significant discretion in selecting outages to accomplish FTR revenue adequacy goals and the process by which these outages are selected is not fully explained. ARR holders who wish to self schedule must inform PJM prior to round one of this auction. Any self scheduled ARR requests clear 25 percent of the requested volume in each round of the Annual FTR Auction as price takers. This auction consists of four rounds that allow any transmission service customers or PJM members to bid for any FTR or to offer for sale any FTR that they currently hold. FTRs in this auction can be obligations or options for peak, off peak or 24 hour periods. FTRs purchased in one round of the Annual FTR Auction can be sold in later rounds or in the Monthly Balance of Planning Period FTR Auctions.

The FTRs sold in the Long Term FTR Auction for a future delivery year may conflict with the ARRs assigned to load in the ARR allocation process when that delivery year is the next one if the ARRs are self scheduled.

<sup>33</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 55.

### Monthly Balance of Planning Period FTR Auctions

The residual capability of the PJM transmission system, after the Long Term and Annual FTR Auctions are concluded, is offered in the Monthly Balance of Planning Period FTR Auctions. Outages expected to last five or more days are included in the determination of the simultaneous feasibility test for the Monthly Balance of Planning Period FTR Auction. These are single-round monthly auctions that allow any transmission service customer or PJM member to bid for any FTR or to offer for sale any FTR that they currently hold. Market participants can bid for or offer monthly FTRs for any of the next three months remaining in the planning period, or quarterly FTRs for any of the quarters remaining in the planning period. FTRs in the auctions include obligations and options and 24 hour, on peak and off peak products.<sup>34</sup> Beginning with the 2018/2019 planning period, to address performance issues in solving the Monthly Balance of Planning Period Auctions, participants may no longer place bids that overlap three available month periods.<sup>35</sup> For example, participants cannot place a bid for Quarter 1 in the June auction because that quarter overlaps three individual month periods.

### Secondary Bilateral Market

Market participants can buy and sell existing FTRs through the PJM administered, bilateral market, or market participants can trade FTRs among themselves without PJM involvement. Bilateral transactions that are not done through PJM can involve parties that are not PJM members. PJM has no knowledge of bilateral transactions that are done outside of PJM's bilateral market system.

For bilateral trades done through PJM, the FTR transmission path must remain the same, FTR obligations must remain obligations, and FTR options must remain options. However, an individual FTR may be split up into multiple, smaller FTRs, down to increments of 0.1 MW. FTRs can also be given different start and end times, but the start time cannot be earlier than the original FTR start time and the end time cannot be later than the original FTR end time.

<sup>34</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 39.

<sup>35</sup> PJM. "Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018), p. 40.

## Patterns of Ownership

In order to evaluate the ownership of prevailing flow and counter flow FTRs, the MMU categorized all participants owning FTRs in PJM as either physical or financial. Physical entities include utilities and customers which primarily take physical positions in PJM markets. Financial entities include banks, trading firms and hedge funds which primarily take financial positions in PJM markets. International market participants that primarily take financial positions in PJM markets are generally considered to be financial entities even if they are utilities in their own countries.

Table 13-5 presents the monthly balance of planning period FTR auction cleared FTRs for 2018 by trade type, organization type and FTR direction. Financial entities purchased 76.2 percent of prevailing flow FTRs, up 3.6 percentage points, and 82.9 percent of counter flow FTRs, up 1.0 percentage points, for the year, with the result that financial entities purchased 79.0 percent, up 2.0 percentage points, of all prevailing and counter flow FTR buy bids in the monthly balance of planning period FTR auction cleared FTRs for 2018.

**Table 13-5 Monthly Balance of Planning Period FTR Auction patterns of ownership by FTR direction: 2018**

Trade Type	Organization Type	FTR Direction		All
		Prevailing Flow	Counter Flow	
Buy Bids	Physical	23.8%	17.1%	21.0%
	Financial	76.2%	82.9%	79.0%
	Total	100.0%	100.0%	100.0%
Sell Offers	Physical	18.0%	19.5%	18.5%
	Financial	82.0%	80.5%	81.5%
	Total	100.0%	100.0%	100.0%

Table 13-6 shows the HHI values for cleared MW for the 2018/2019 planning period monthly auctions by period.

**Table 13-6 Monthly Balance of Planning Period FTR Auction HHIs by period**

Auction	Hedge Type	Prompt Month	Prompt Month+1	Prompt Month+2	Q2	Q3	Q4
Jun-18	Obligation	353	432	487	587	659	773
	Option	3796	5981	7006	4854	4761	6586
Jul-18	Obligation	329	434	1283	827	559	681
	Option	2270	5044	2751	3666	3918	6260
Aug-18	Obligation	254	534	528	509	430	522
	Option	2437	3135	4673	5486	4729	5578
Sep-18	Obligation	330	481	534		610	772
	Option	1412	4864	3118		1622	4876

Table 13-7 presents the average daily net position ownership for all FTRs for 2018, by FTR direction.

**Table 13-7 Daily FTR net position ownership by FTR direction: 2018**

Organization Type	FTR Direction		All
	Prevailing Flow	Counter Flow	
Physical	36.8%	18.9%	29.7%
Financial	63.2%	81.1%	70.3%
Total	100.0%	100.0%	100.0%

## Market Performance

### Volume

In an effort to manage FTR revenues, PJM may adjust normal transmission limits (rather than the inflated limits used in Stage 1A) in the FTR auction model. If the normal capability limit is not consistent with full funding goals and simultaneous feasibility, then FTR Auction capability reductions are undertaken pro rata based on the MW of Stage 1A infeasibility and the availability of auction bids for counter flow FTRs.<sup>36</sup> PJM may also remove or reduce infeasibilities caused by transmission outages by clearing counter flow bids without being required to clear the corresponding prevailing flow bids.<sup>37</sup> The use of both of these procedures are contingent on PJM actions not affecting the full funding of allocated ARRs, all requested self scheduled FTRs clear and net FTR auction revenue is positive.

<sup>36</sup> See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 56.

<sup>37</sup> See *id.*

## Monthly Balancing of Planning Period Auctions

Table 13-8 provides the monthly balance of planning period FTR auction market volume for the entire 2017/2018 and first four months of the 2018/2019 planning periods. There were 6,074,293MW of FTR obligation buy bids and 2,549,838 MW of FTR obligation sell offers for all bidding periods in the first four months of the 2018/2019 planning period. The monthly balance of planning period FTR auction cleared 1,083,585 MW (17.8 percent) of FTR obligation buy bids and 557,087 MW (21.8 percent) of FTR obligation sell offers.

There were 3,368,792 MW of FTR option buy bids and 770,624 MW of FTR option sell offers for all bidding periods in the Monthly Balance of Planning Period FTR Auctions for the first four months of the 2018/2019 planning period. The monthly auctions cleared 102,885 MW (3.1 percent) of FTR option buy bids, and 194,891 MW (25.3 percent) of FTR option sell offers.

Table 13-8 Monthly Balance of Planning Period FTR Auction market volume: 2018

Monthly Auction	Type	Trade Type	Bid and Requested		Cleared Volume (MW)	Uncleared		
			Count	Volume (MW)		Volume	Volume	
Jan-18	Obligations	Buy bids	253,844	1,130,000	170,619	15.1%	959,380	84.9%
		Sell offers	147,997	271,237	80,121	29.5%	191,116	70.5%
	Options	Buy bids	2,577	364,041	3,301	0.9%	360,740	99.1%
		Sell offers	2,486	21,322	6,036	28.3%	15,286	71.7%
Feb-18	Obligations	Buy bids	244,131	1,060,731	137,853	13.0%	922,878	87.0%
		Sell offers	138,358	217,484	65,466	30.1%	152,018	69.9%
	Options	Buy bids	4,215	317,934	3,596	1.1%	314,338	98.9%
		Sell offers	3,986	28,592	6,650	23.3%	21,942	76.7%
Mar-18	Obligations	Buy bids	227,221	1,011,651	152,521	15.1%	859,130	84.9%
		Sell offers	155,770	230,567	79,273	34.4%	151,294	65.6%
	Options	Buy bids	3,425	279,679	8,849	3.2%	270,831	96.8%
		Sell offers	3,956	33,102	8,441	25.5%	24,661	74.5%
Apr-18	Obligations	Buy bids	184,899	689,988	116,534	16.9%	573,454	83.1%
		Sell offers	111,132	214,221	63,874	29.8%	150,347	70.2%
	Options	Buy bids	1,910	167,957	3,703	2.2%	164,253	97.8%
		Sell offers	2,297	27,710	11,539	41.6%	16,171	58.4%
May-18	Obligations	Buy bids	105,469	411,602	75,600	18.4%	336,002	81.6%
		Sell offers	64,587	116,570	31,971	27.4%	84,598	72.6%
	Options	Buy bids	1,081	73,667	1,689	2.3%	71,978	97.7%
		Sell offers	1,086	12,776	4,342	34.0%	8,434	66.0%
Jun-18	Obligations	Buy bids	353,520	1,399,087	262,619	18.8%	1,136,468	81.2%
		Sell offers	185,746	372,831	93,638	25.1%	279,193	74.9%
	Options	Buy bids	10,376	683,108	32,370	4.7%	650,738	95.3%
		Sell offers	28,579	220,298	47,047	21.4%	173,251	78.6%
Jul-18	Obligations	Buy bids	371,266	1,465,317	257,293	17.6%	1,208,024	82.4%
		Sell offers	160,258	319,862	81,845	25.6%	238,017	74.4%
	Options	Buy bids	9,564	778,061	26,669	3.4%	751,392	96.6%
		Sell offers	17,533	163,171	47,776	29.3%	115,395	70.7%
Aug-18	Obligations	Buy bids	426,897	1,604,185	247,266	15.4%	1,356,919	84.6%
		Sell offers	331,772	1,020,958	240,414	23.5%	780,544	76.5%
	Options	Buy bids	7,912	755,697	20,251	2.7%	735,445	97.3%
		Sell offers	25,208	215,868	54,674	25.3%	161,194	74.7%
Sep-18	Obligations	Buy bids	402,657	1,605,704	316,407	19.7%	1,289,297	80.3%
		Sell offers	326,489	836,187	141,189	16.9%	694,997	83.1%
	Options	Buy bids	9,725	1,151,926	23,594	2.0%	1,128,332	98.0%
		Sell offers	18,772	171,287	45,394	26.5%	125,893	73.5%
2017/2018*	Obligations	Buy bids	3,595,933	15,443,102	2,548,608	16.5%	12,894,494	83.5%
		Sell offers	2,057,542	3,898,145	1,001,900	25.7%	2,896,245	74.3%
	Options	Buy bids	37,328	3,695,650	59,513	1.6%	3,636,138	98.4%
		Sell offers	67,177	503,728	147,361	29.3%	356,366	70.7%
2018/2019**	Obligations	Buy bids	1,554,340	6,074,293	1,083,585	17.8%	4,990,708	82.2%
		Sell offers	1,004,265	2,549,838	557,087	21.8%	1,992,751	78.2%
	Options	Buy bids	37,577	3,368,792	102,885	3.1%	3,265,907	96.9%
		Sell offers	90,092	770,624	194,891	25.3%	575,732	74.7%

\* Shows twelve months for 2017/2018 \*\* Shows four months for 2018/2019

Table 13-9 presents the buy bid, bid and cleared volume of the Monthly Balance of Planning Period FTR Auction, and the effective periods for the volume. The average monthly cleared volume for 2018 was 206,748.5MW. The average monthly cleared volume for 2017 was 216,931.5 MW.

**Table 13-9 Monthly Balance of Planning Period FTR Auction buy bid, bid and cleared volume (MW per period): 2018**

Monthly Auction	MW Type	Prompt Month	Second Month	Third Month	Q1	Q2	Q3	Q4	Total
Jan-18	Bid	643,771	320,172	234,141				295,956	1,494,040
	Cleared	99,983	37,722	11,515				24,700	173,920
Feb-18	Bid	636,456	268,377	248,032				225,800	1,378,665
	Cleared	84,107	27,386	17,142				12,815	141,449
Mar-18	Bid	583,003	284,088	286,663				137,577	1,291,330
	Cleared	86,588	34,278	25,156				15,349	161,370
Apr-18	Bid	560,527	297,417						857,945
	Cleared	86,446	33,791						120,237
May-18	Bid	485,269							485,269
	Cleared	77,289							77,289
Jun-18	Bid	493,511	316,759	312,871	304,002	331,832	323,220		2,082,195
	Cleared	111,379	44,907	42,084	33,440	32,271	30,907		294,989
Jul-18	Bid	642,046	358,529	267,013	302,135	336,789	336,866		2,243,378
	Cleared	124,511	48,679	17,228	30,442	30,677	32,425		283,962
Aug-18	Bid	619,148	301,314	261,213	316,021	429,661	432,525		2,359,881
	Cleared	137,642	33,638	21,751	14,466	29,997	30,023		267,518
Sep-18	Bid	918,169	452,148	436,399	0	484,170	466,746		2,757,630
	Cleared	169,735	57,284	36,550	0	42,429	34,003		340,002

## Secondary Bilateral Market

Table 13-10 provides the secondary bilateral FTR market volume for the entire 2017/2018 and the first four months of the 2018/2019 planning periods.

**Table 13-10 Secondary bilateral FTR market volume: 2017/2018 and 2018/2019<sup>38</sup>**

Planning Period	Type	Class Type	Volume (MW)
2017/2018	Obligation	24-Hour	167.4
		On Peak	8,630.0
		Off Peak	6,755.4
		Total	15,552.8
	Option	24-Hour	5.8
		On Peak	0.0
Off Peak		0.0	
	Total	5.8	
2018/2019	Obligation	24-Hour	296.3
		On Peak	5,166.1
		Off Peak	3,359.6
		Total	8,822.0
	Option	24-Hour	0.0
		On Peak	0.0
Off Peak		0.0	
	Total	0.0	

Figure 13-1 shows the FTR bid, cleared and net bid volume from June 2003 through September 2018 for Long Term, Annual and Monthly Balance of Planning Period Auctions.<sup>39</sup> Cleared volume includes FTR buy and sell offers that were accepted. The net bid volume includes the total buy, sell and self scheduled offers, counting sell offers as a negative volume. The bid volume is the total of all bid and self scheduled offers, excluding sell offers. Volume in August 2018 was negative due to the liquidation of the GreenHat FTR portfolio, which resulted in a large quantity of FTRs selling in the monthly auction.

<sup>38</sup> The 2017/2018 planning period covers bilateral FTRs that are effective for any time between June 1, 2017 through May 31, 2018, which originally had been purchased in a Long Term FTR Auction, Annual FTR Auction or Monthly Balance of Planning Period FTR Auction.

<sup>39</sup> The data for this table are available in 2017 *State of the Market Report for PJM*, Volume 2, Appendix H, FTR Volumes.

Figure 13-1 Long Term, Annual and Monthly FTR Auction bid and cleared volume: June 2003 through September 2018

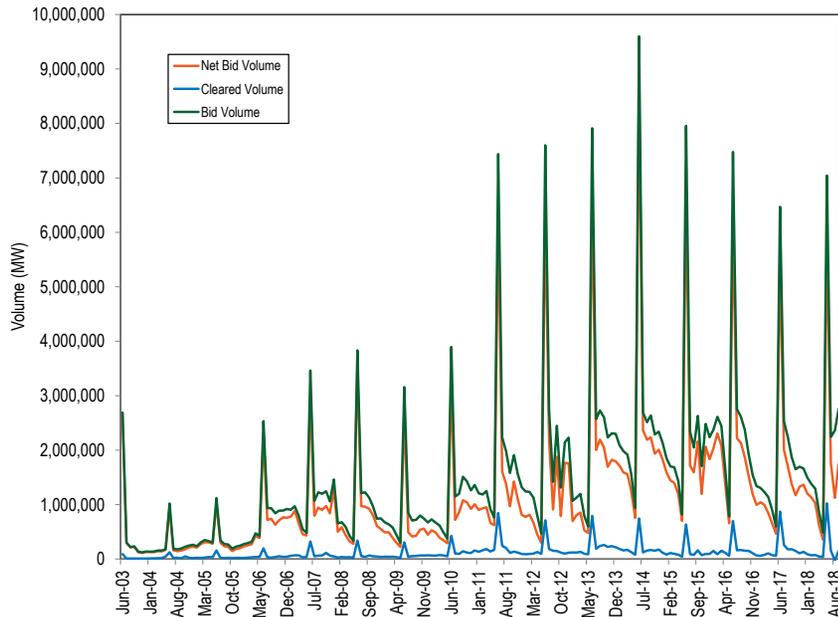


Figure 13-2 Cleared auction volume (MW) as a percent of total FTR cleared volume by calendar month: June 2004 through September 2018

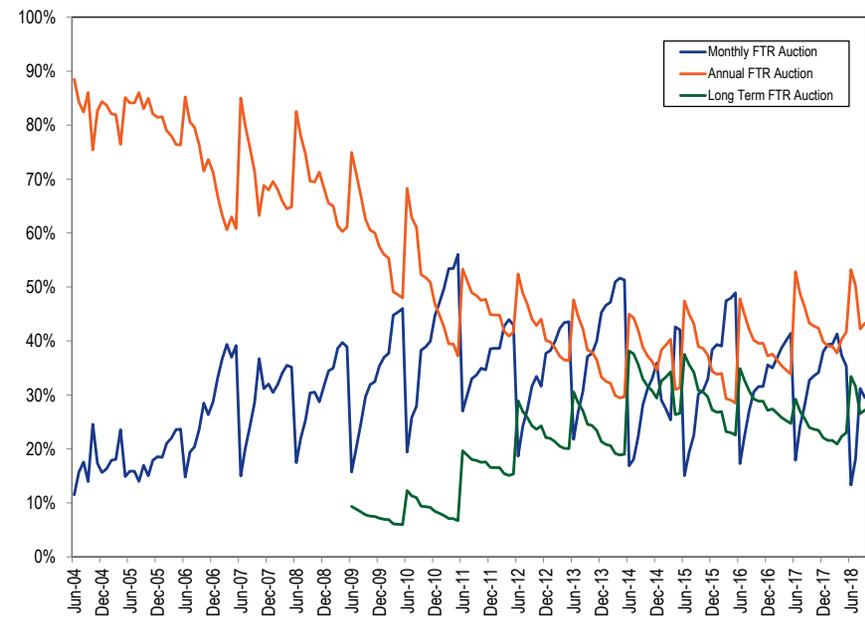


Figure 13-2 shows cleared auction volumes as a percent of the total FTR cleared volume by calendar months for June 2004 through September 2018, by type of auction. FTR volumes are included in the calendar month they are effective, with long term and annual FTR auction volume spread equally to each month in the relevant planning period. This figure shows the share of FTRs purchased in each auction type by month. Over the course of the planning period an increasing number of Monthly Balance of Planning Period FTRs are purchased, making them a greater portion of active FTRs. When the Annual FTR Auction occurs, FTRs purchased in any previous Monthly Balance of Planning Period Auction, other than the current June auction, are no longer in effect, so there is a reduction in their share of total FTRs with a corresponding increase in the share of Annual FTRs.

### Price

Table 13-11 shows the weighted average cleared buy bid price in the Monthly Balance of Planning Period FTR Auctions by bidding period for January through September 2018. For example, for the January Monthly Balance of Planning Period FTR Auction, the current month column is January, the second month column is February and the third month column is March. Quarters 1 through 4 are represented in the Q1, Q2, Q3 and Q4 columns. The total column represents all of the activity within the January Monthly Balance of Planning Period FTR Auction.

The cleared weighted-average price paid in the Monthly Balance of Planning Period FTR Auctions for January through September 2018 was \$0.18 per MW, up from \$0.11 per MW in the same time last year, a 63.6 percent increase in

FTR prices. The cleared weighted-average price for the current planning period was \$0.13, up 30.0 percent from \$0.10 for the previous planning period.

**Table 13-11 Monthly Balance of Planning Period FTR Auction cleared, weighted-average, buy bid price per period (Dollars per MW): 2018**

Monthly Auction	Prompt Month	Second Month	Third Month	Q1	Q2	Q3	Q4	Total
Jan-18	\$0.07	\$0.08	\$0.13				\$0.18	\$0.11
Feb-18	\$0.21	\$0.16	\$0.11				\$0.18	\$0.18
Mar-18	\$0.14	\$0.21	\$0.22				\$0.01	\$0.13
Apr-18	\$0.26	\$0.38						\$0.29
May-18	\$0.20							\$0.20
Jun-18	\$0.19	\$0.22	\$0.22	\$0.23	\$0.27	\$0.20		\$0.22
Jul-18	\$0.18	\$0.24	(\$0.03)	\$0.23	\$0.26	\$0.13		\$0.19
Aug-18	(\$0.05)	\$0.22	\$0.21	\$0.29	\$0.26	\$0.22		\$0.15
Sep-18	\$0.14	\$0.17	\$0.15			\$0.31	\$0.13	\$0.19

## Profitability

FTR profitability is the difference between the revenue received for an FTR and the cost of the FTR for entities that purchase FTRs. For a prevailing flow FTR, the FTR credits are the actual revenue that an FTR holder receives and the auction price is the cost. For a counter flow FTR, the auction price is the revenue that an FTR holder is paid and the FTR credits are the cost to the FTR holder, which the FTR holder must pay. ARR holders that self schedule FTRs do not receive a profit on the transaction and are trading rights to congestion revenues for a fixed payment. The cost of self scheduled FTRs is zero.

The fact that FTRs have been consistently profitable for financial entities regardless of the payout ratio raises questions about the competitiveness of the market. Accounting for direct profitability and the distribution of excess congestion, FTR purchases by financial entities were not profitable in 2012/2013 and were profitable in every planning year from 2013/2014 through 2016/2017, and were profitable if summed over the entire period (Table 13-14). It is not clear, in a competitive market, why FTR purchases by financial entities remain persistently profitable. In a competitive market, it would be expected that profits would be competed to zero.

Table 13-12 lists FTR profits by organization type and FTR direction for the first four months of the 2018/2019 planning period. Some participants classified as physical, such as a company that holds one generator, are not eligible for ARRs but do have a physical presence on the PJM system are classified in the Physical category. FTR profits are the sum of the daily FTR target allocations, adjusted by the payout ratio minus the daily FTR auction costs for each FTR (not self scheduled) held by an organization. Self scheduled FTRs can have a negative value, depending on the congestion on the FTR path. The FTR target allocation is equal to the product of the FTR MW and congestion price differences between sink and source in the Day-Ahead Energy Market. The FTR credits do not include after the fact adjustments which are very small and do not occur in every month. The FTR credits also do not include any excess congestion revenue distributions made at the end of the planning period. The daily FTR auction costs are the product of the FTR MW and the auction price divided by the time period of the FTR in days. Self scheduled FTRs have zero cost. FTR profitability is the difference between the revenue received for an FTR and the cost of the FTR for entities that purchase FTRs and do not self schedule the FTRs. In the first four months of the 2018/2019 planning period, companies made profits of \$115.2 million. ARR holders who self scheduled FTRs received \$46.9 million in congestion revenues. Revenues from self scheduled FTRs are a return of congestion to the load that paid the congestion rather than profits.

**Table 13-12 FTR profits and revenues by organization type and FTR direction: 2017/2018**

Organization Type	FTR Direction					All
	Prevailing Flow Profit	Self Scheduled		Self Scheduled		
		Prevailing Flow Revenue Returned	Counter Flow Profit	Counter Flow Revenue Returned		
Financial	\$3,507,729	\$0	\$45,373,049	\$0		\$48,880,779
Physical	(\$2,278,704)	\$46,220,462	\$21,690,238	\$673,521		\$66,305,518
Total	\$1,229,026	\$46,220,462	\$67,063,288	\$673,521		\$115,186,296

Table 13-13 lists the monthly FTR profits for the 2017/2018 and the first four months of the 2018/2019 planning periods by organization type. FTR revenues for ARR holders who self schedule are not included. FTR profits for ARR holders who purchase FTRs in auctions are included.

**Table 13-13 Monthly FTR profits by organization type: 2017/2018 and 2018/2019**

Month	Organization Type		
	Physical	Financial	Total
Jun-17	\$764,708	\$14,019,198	\$14,783,906
Jul-17	(\$2,987,829)	\$7,306,611	\$4,318,783
Aug-17	(\$3,234,012)	\$2,414,244	(\$819,767)
Sep-17	\$2,168,231	\$22,644,485	\$24,812,716
Oct-17	\$777,230	\$14,400,509	\$15,177,739
Nov-17	\$2,350,616	\$3,244,972	\$5,595,588
Dec-17	\$820,082	\$23,681,735	\$24,501,817
Jan-18	\$32,871,784	\$103,179,520	\$136,051,304
Feb-18	\$317,895	(\$2,047,899)	(\$1,730,004)
Mar-18	\$8,526,358	\$13,327,501	\$21,853,859
Apr-18	\$574,714	\$7,467,985	\$8,042,698
May-18	\$10,386,785	\$36,679,052	\$47,065,837
Summary for Planning Period 2017/2018			
Total	\$53,336,562	\$246,317,915	\$299,654,477
Jun-18	\$8,959,001	\$16,374,714	\$25,333,715
Jul-18	(\$7,329,905)	\$8,826,482	\$1,496,576
Aug-18	(\$2,093,482)	\$6,880,524	\$4,787,043
Sep-18	\$19,875,921	\$16,799,058	\$36,674,979
Summary for Planning Period 2018/2019			
Total	\$19,411,535	\$48,880,779	\$68,292,313

Table 13-14 lists the historical profits by calendar year by organization type beginning in the 2012/2013 planning period, excluding revenue returned through self scheduled FTRs for Physical ARR holding participants. The profits include any end of planning period excess distribution or uplift, where applicable, that will impact total profitability. The excess or uplift is distributed prorata based on positive target allocations.

**Table 13-14 FTR profits by organization type: 2012/2013 through 2018/2019**

	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019*
Financial	Profit	\$63,457,511	\$557,583,317	\$236,692,290	\$41,264,165	(\$13,519,824)	\$246,317,915
	Excess	(\$80,450,357)	(\$256,820,253)	\$44,410,625	\$11,897,525	\$20,968,663	\$147,413,287
	Total	(\$16,992,846)	\$300,763,064	\$281,102,915	\$53,161,690	\$7,448,839	\$393,731,202
Physical	Profit	(\$65,702,875)	\$401,144,350	\$160,694,399	\$22,585,629	(\$112,955,478)	\$88,426,464
	Excess	(\$83,332,665)	(\$104,947,376)	\$14,485,066	\$5,072,985	\$10,533,444	\$67,512,070
	Total	(\$149,035,540)	\$296,196,975	\$175,179,465	\$27,658,614	(\$102,422,034)	\$155,938,535
Total	(\$166,028,386)	\$596,960,039	\$456,282,380	\$80,820,304	(\$94,973,195)	\$549,669,736	\$68,292,313

\* Four months of the 2018/2019 planning period

## Revenue

### Monthly Balance of Planning Period FTR Auction Revenue

Table 13-15 shows monthly balance of planning period FTR auction revenue by trade type, type and class type for January through September 2018. The Monthly Balance of Planning Period FTR Auctions for the first four months of the 2018/2019 planning period netted \$33.5 million in revenue, the difference between buyers paying \$132.7 million and sellers receiving \$99.2 million. For the entire 2017/2018 planning period, the Monthly Balance of Planning Period FTR Auctions netted \$40.3 million in revenue with buyers paying \$182.0 million and sellers receiving \$141.7 million.

Table 13-15 Monthly Balance of Planning Period FTR Auction revenue: 2018

Monthly Auction	Type	Trade Type	Class Type			
			24-Hour	On Peak	Off Peak	All
Jan-18	Obligations	Buy bids	\$1,136,987	\$4,908,283	\$2,908,181	\$8,953,452
		Sell offers	\$122,629	\$2,557,292	\$1,382,114	\$4,062,036
	Options	Buy bids	\$78,668	\$103,035	\$214,442	\$396,145
		Sell offers	\$6,014	\$745,064	\$596,327	\$1,347,404
Feb-18	Obligations	Buy bids	\$918,113	\$5,745,959	\$3,621,458	\$10,285,530
		Sell offers	\$531,850	\$2,330,156	\$894,900	\$3,756,907
	Options	Buy bids	\$2,970	\$354,814	\$308,893	\$666,677
		Sell offers	\$6,876	\$1,341,491	\$981,125	\$2,329,492
Mar-18	Obligations	Buy bids	\$324,055	\$5,623,191	\$2,867,153	\$8,814,399
		Sell offers	\$431,612	\$3,296,743	\$1,240,118	\$4,968,472
	Options	Buy bids	\$376,702	\$210,189	\$136,034	\$722,925
		Sell offers	\$4,087	\$1,480,291	\$888,487	\$2,372,865
Apr-18	Obligations	Buy bids	\$3,805,239	\$5,504,318	\$3,731,492	\$13,041,049
		Sell offers	\$408,182	\$5,358,307	\$3,765,433	\$9,531,922
	Options	Buy bids	\$94,966	\$176,215	\$67,420	\$338,601
		Sell offers	\$7,408	\$1,109,406	\$787,821	\$1,904,636
May-18	Obligations	Buy bids	\$902,453	\$3,170,886	\$1,522,229	\$5,595,568
		Sell offers	\$53,493	\$2,759,329	\$1,487,284	\$4,300,105
	Options	Buy bids	\$334,208	\$75,972	\$18,038	\$428,217
		Sell offers	\$537	\$501,559	\$260,753	\$762,849
Jun-18	Obligations	Buy bids	\$9,927,013	\$17,356,413	\$9,803,845	\$37,087,271
		Sell offers	\$1,853,241	\$11,514,997	\$7,024,017	\$20,392,255
	Options	Buy bids	\$8,711	\$2,004,778	\$1,528,168	\$3,541,658
		Sell offers	\$129,482	\$5,150,031	\$3,048,089	\$8,327,602
Jul-18	Obligations	Buy bids	\$6,049,810	\$16,555,133	\$8,358,107	\$30,963,049
		Sell offers	\$505,883	\$11,593,183	\$6,664,123	\$18,763,189
	Options	Buy bids	\$271,397	\$1,635,470	\$1,634,277	\$3,541,144
		Sell offers	\$160,246	\$5,479,499	\$2,709,012	\$8,348,757
Aug-18	Obligations	Buy bids	\$10,217,455	\$8,682,232	\$1,368,195	\$20,267,881
		Sell offers	\$1,431,032	\$2,951,842	\$595,988	\$4,978,862
	Options	Buy bids	\$193,697	\$1,470,027	\$1,186,721	\$2,850,445
		Sell offers	\$168,206	\$6,709,400	\$3,356,201	\$10,233,807
Sep-18	Obligations	Buy bids	\$5,090,821	\$16,168,325	\$8,266,808	\$29,525,954
		Sell offers	\$917,228	\$12,654,570	\$7,068,818	\$20,640,616
	Options	Buy bids	\$163,963	\$2,471,051	\$2,287,217	\$4,922,231
		Sell offers	\$216,038	\$4,487,173	\$2,854,819	\$7,558,030
2017/2018*	Obligations	Buy bids	\$48,624,806	\$80,725,915	\$45,185,177	\$174,535,897
		Sell offers	\$3,856,422	\$66,996,797	\$39,571,417	\$110,424,636
	Options	Buy bids	\$888,416	\$4,051,136	\$2,566,754	\$7,506,306
		Sell offers	\$106,899	\$19,516,633	\$11,671,850	\$31,295,383
Net Total			\$45,549,900	(\$1,736,379)	(\$3,491,336)	\$40,322,185
2018/2019**	Obligations	Buy bids	\$31,285,098	\$58,762,102	\$27,796,955	\$117,844,155
		Sell offers	\$4,707,384	\$38,714,592	\$21,352,947	\$64,774,922
	Options	Buy bids	\$637,769	\$7,581,326	\$6,636,382	\$14,855,477
		Sell offers	\$673,972	\$21,826,103	\$11,968,121	\$34,468,196
Net Total			\$26,541,511	\$5,802,733	\$1,112,270	\$33,456,514

\* Shows Twelve Months \*\* Shows four months

### FTR Target Allocations

FTR target allocations were examined separately by source and sink contribution. Hourly FTR target allocations were divided into those that were benefits and liabilities and summed by sink and by source. Figure 13-3 shows the 10 largest positive and negative FTR target allocations, summed by sink, for the 2018/2019 planning period. The top 10 sinks that produced financial benefit accounted for 29.9 percent of total positive target allocations with the Western Hub accounting for 7.2 percent of all positive target allocations. The top 10 sinks that created liability accounted for 13.4 percent of total negative target allocations with the PSEG zone accounting for 2.5 percent of all negative target allocations.

**Figure 13-3 Ten largest positive and negative FTR target allocations summed by sink: 2018/2019**

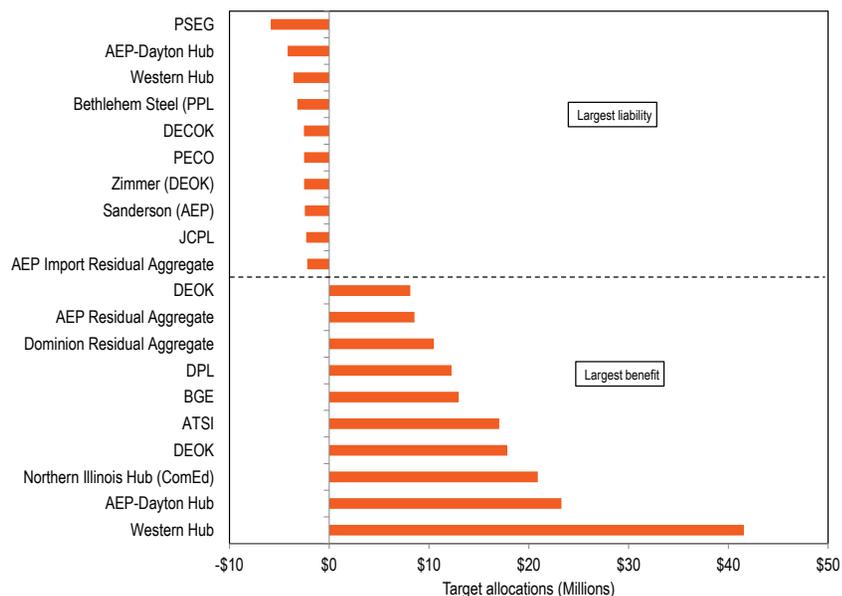
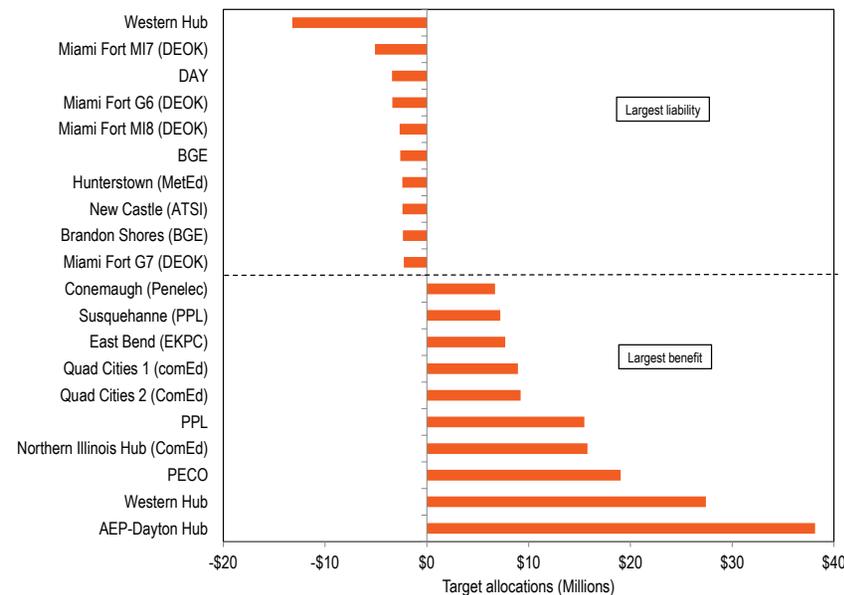


Figure 13-4 shows the 10 largest positive and negative FTR target allocations, summed by source, for the 2018/2019 planning period. The top 10 sources with a positive target allocation accounted for 26.9 percent of total positive target allocations with the AEP-Dayton Hub accounting for 6.6 percent of total positive target allocations. The top 10 sources with a negative target allocation accounted for 17.1 percent of all negative target allocations, with the Western Hub accounting for 5.7 percent.

**Figure 13-4 Ten largest positive and negative FTR target allocations summed by source: 2018/2019**



## Revenue Adequacy

FTR revenue adequacy is not equivalent to the adequacy of ARRs/FTRs as an offset for load against total congestion. FTR revenue adequacy, under current PJM rules, is a narrower concept that compares day-ahead congestion revenue to the sum of the target allocations across the specific paths for which FTRs were purchased. A path specific target allocation is not a guarantee of payment. The adequacy of ARRs/FTRs as an offset for load against total congestion compares ARR and self scheduled FTR revenues, minus balancing congestion and M2M payments, to total congestion on the system.

FTR revenues are primarily comprised of hourly congestion revenue, from the day-ahead market, but also include negative FTR target allocations.<sup>40</sup> Day-ahead congestion revenues in excess of FTR payments are carried forward from prior months and distributed back from later months. For example, in June 2014, there was \$2.9 million in excess congestion revenue that was carried forward to fund months later in the planning period that may have a revenue shortfall. At the end of a planning period, if some months remain not fully funded, an uplift charge is collected at the end of the planning period from any FTR holders during the planning period based on their pro rata share of total net positive FTR target allocations, excluding any charge to FTR holders with a net negative FTR position for the planning year. Until the 2018/2019 planning period, at the end of the planning period, surplus congestion revenue after paying any monthly inadequacies, was distributed to FTR participants in the same manner that the FTR uplift is applied.

## FTR Revenue Adequacy and Stage 1B/Stage 2 ARR Allocations

A high level of revenue adequacy was primarily a result of PJM's conservative modeling in the 2014/2015 through 2016/2017 planning periods. PJM's conservative modeling is intended to guarantee that FTR target allocations are, on an annual basis, less than congestion collected on the system by under allocating expected system capability in the ARR/FTR model. PJM's conservative modeling actions included the arbitrary use of higher outage

<sup>40</sup> When hourly congestion revenues are negative, it is defined as a net negative congestion hour.

levels and the decision to include additional constraints (closed loop interfaces) both of which reduced system capability in the FTR auction model. PJM's actions led to a significant reduction in the allocation of Stage 1B and Stage 2 ARRs and therefore a reduction in available FTRs.

While PJM's conservative approach to outages in the ARR allocation and in the Annual FTR Auction reduces revenue inadequacy, it does not address the Stage 1A ARR over allocation issue directly because Stage 1A ARR allocations cannot be prorated. PJM's actions for the 2014/2015 through 2016/2017 planning periods resulted in decreased Stage 1B ARR allocations, decreased Stage 2 ARR allocations and decreased FTR capability. Following the assignment of balancing congestion and M2M payments to load beginning in the 2017/2018 planning period, PJM reduced the number of outages taken in the ARR allocation and in the Annual FTR Auction, increasing ARR allocations and FTR availability.

## Surplus Auction Revenue

Beginning in the 2018/2019 planning period, surplus congestion revenue, including surplus FTR auction revenue, will be distributed to ARR holders in proportion to their ARR target allocations.<sup>41</sup> Surplus FTR auction revenue is the difference between ARR target allocations and the sum of FTR auction revenues. PJM initiated this change to surplus congestion revenue to recognize that any surplus revenue is a result of unallocated system capability that belongs to ARR holders, not FTR holders, who previously received this surplus revenue.

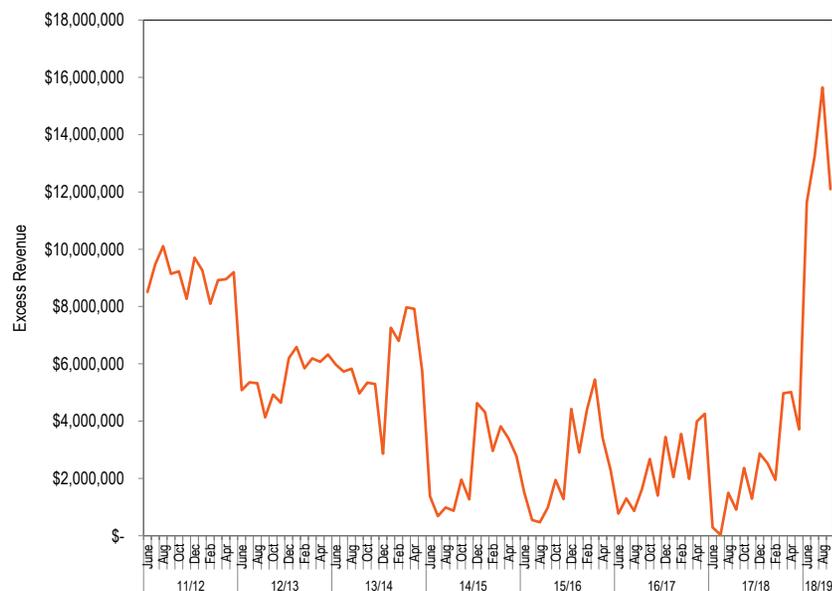
Under the new allocation process, at the end of the planning period, any surplus congestion revenue will first go to ARR holders until they are fully funded relative to their target allocations. The remaining surplus congestion revenue will then go to fully fund FTRs target allocations. All of the remaining surplus congestion revenue will go to ARR holders in proportion to their target allocations. While the new allocation process returns the value of some of the unallocated rights to ARR holders, it does not fully recognize that ARR holders own the rights to all congestion revenues.

<sup>41</sup> 163 FERC ¶61,165 (2018).

Figure 13-5 shows the monthly auction revenue collected each month from FTR auctions above ARR target allocations from the 2011/2012 through 2018/2019 planning periods.

Beginning with the 2014/2015 planning period, market rules allow PJM to decrease prevailing flow target allocations by clearing counter flow FTRs, without making the opposite prevailing flow FTR available, as long as ARR remain revenue adequate.<sup>42</sup> The result is to increase FTR funding, but removes money from the ARR revenue stream and caused the decrease in ARR revenue over ARR target allocations beginning in June 2014. All FTR auction revenue should be distributed to ARR holders.

Figure 13-5 Monthly additional ARR revenue: 2011/2012 through 2018/2019



42. See "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 55.

Table 13-16 shows the auction revenue over ARR target allocations, by planning period, for planning periods 2010/2011 through 2018/2019.

Table 13-16 Additional Auction Revenue: 2010/2011 through 2018/2019

Planning Period	Excess Auction Revenue
2010/2011	\$29,704,562
2011/2012	\$108,874,342
2012/2013	\$66,652,822
2013/2014	\$71,687,937
2014/2015*	\$29,045,590
2015/2016	\$29,612,591
2016/2017	\$27,917,175
2017/2018	\$27,419,061
2018/2019**	\$52,668,494
Total	\$443,582,574

\*Start of counter flow "buy back"

\*\*Through September 30, 2018

### ARR and FTR Revenue Adequacy

Revenue adequacy for ARR must be distinguished from the adequacy of ARR as an offset to total congestion. Revenue adequacy is a narrower and less relevant concept that compares the revenues available to ARR holders to the value of ARR as determined in the Annual FTR Auction. ARR have been revenue adequate for every auction to date. Customers that self schedule ARR as FTRs have the same revenue adequacy characteristics as all other FTRs. ARR can be revenue adequate at the same time that ARR only return half of congestion to load.

Total net FTR auction revenue for the 2017/2018 planning period, before accounting for self scheduling, load shifts or residual ARR, was \$573.8 million. The FTR auction revenue collected pays ARR holders' credits. During the first four months of the 2017/2018 planning period, total net FTR auction revenue was \$886.0 million.

Table 13-17 lists projected ARR target allocations from the Annual ARR Allocation and net revenue sources from the Long Term, Annual and Monthly Balance of Planning Period FTR Auctions for the 2017/2018 planning period and the first four months of the 2018/2019 planning periods. FTRs were paid

at 100 percent of the target allocation level for the 2014/2015, 2015/2016 and 2016/2017 planning periods. PJM collected \$1,457.1 million, \$1,003.3 million and \$828.7 million of FTR revenues during the 2014/2015, 2015/2016 and the 2016/2017 planning periods. Congestion in January 2014 was extremely high due to cold weather events, resulting in target allocations and congestion revenues that were unusually high for 2014.

This step change to high levels of revenue adequacy beginning in the 2014/2015 planning period was primarily a result of actions taken by PJM to address prior low levels of revenue adequacy.

Table 13-17 presents the PJM FTR revenue detail for the 2017/2018 planning period and the first four months of the 2018/2019 planning period. In this table, under the new balancing congestion and M2M payment rules, any negative congestion is from day-ahead balancing congestion and does not include balancing. For the 2017/2018 planning period there was \$0.5 million and \$0.7 million in negative day-ahead congestion in October and November 2017 for a total of \$1.2 million in negative day-ahead congestion charged to FTR holders.

**Table 13-17 Total annual PJM ARR and FTR revenue detail (Dollars (Millions)): 2017/2018 and 2018/2019**

Accounting Element	2016/2017	2017/2018
<b>ARR information</b>		
ARR target allocations	\$934.3	\$573.8
FTR auction revenue	\$962.2	\$601.2
Annual FTR Auction net revenue	\$909.0	\$542.2
Long Term FTR Auction net revenue	\$20.8	\$18.6
Monthly Balance of Planning Period FTR Auction net revenue	\$31.3	\$40.3
ARR excess	\$27.9	\$27.4
<b>FTR targets</b>		
Positive target allocations	\$929.1	\$1,396.2
Negative target allocations	(\$194.1)	(\$411.2)
FTR target allocations	\$735.0	\$985.0
<b>Adjustments:</b>		
Adjustments to FTR target allocations	(\$0.4)	(\$6.2)
Total FTR targets	\$734.6	\$978.8
<b>FTR revenues</b>		
ARR excess	\$27.9	\$27.4
<b>Congestion</b>		
Net Negative Congestion (enter as negative)	(\$16.9)	(\$1.2)
Hourly congestion revenue	\$843.6	\$1,323.3
Midwest ISO M2M (credit to PJM minus credit to Midwest ISO)	(\$43.5)	(\$6.3)
<b>Adjustments:</b>		
Excess revenues carried forward into future months	\$20.4	\$15.7
Excess revenues distributed back to previous months	\$0.0	\$0.0
Other adjustments to FTR revenues	\$0.0	\$0.0
<b>Total FTR revenues</b>		
Excess revenues distributed to other months	\$20.4	\$15.7
Net Negative Congestion charged to DA Operating Reserves	\$0.0	\$0.0
Total FTR congestion credits	\$831.4	\$1,365.0
Total congestion credits on bill (includes CEPSSW and end-of-year distribution)	\$831.4	\$1,365.0
Remaining deficiency	(\$76.4)	(\$370.5)

\*First four months of the 2018/2019 planning period

FTR target allocations are based on hourly prices in the Day-Ahead Energy Market for FTR paths and are defined to be the revenue required to compensate FTR holders for day-ahead congestion on those paths. FTR credits are paid to FTR holders and, depending on market conditions, can be less than the target allocations. Table 13-18 lists the FTR revenues, target allocations, credits, payout ratios, congestion credit deficiencies and excess congestion charges by month. At the end of the 12 month planning period, excess congestion charges are used to offset any monthly congestion credit deficiencies.

The total row in Table 13-18 is not the sum of each of the monthly rows because the monthly rows may include excess revenues carried forward from prior months and excess revenues distributed back from later months. October 2017 had revenue shortfalls totaling \$15.6 million, but were fully funded using excess revenue from previous months.

**Table 13-18 Monthly FTR accounting summary (Dollars (Millions)):  
2017/2018 and 2018/2019**

Period	FTR Revenues (with adjustments)	FTR Target Allocations	FTR Payout Ratio (original)	FTR Credits (with adjustments)	FTR Payout Ratio (with adjustments)	Monthly Credits Excess/Deficiency (with adjustments)
Jun-17	\$64.8	\$60.1	100.0%	\$64.8	100.0%	(\$4.7)
Jul-17	\$51.8	\$45.4	100.0%	\$51.8	100.0%	(\$6.3)
Aug-17	\$35.7	\$31.0	100.0%	\$35.7	100.0%	(\$4.7)
Sep-17	\$100.5	\$93.0	100.0%	\$100.5	100.0%	(\$7.5)
Oct-17	\$53.2	\$68.8	77.2%	\$68.8	100.0%	\$15.7
Nov-17	\$61.2	\$51.0	100.0%	\$61.2	100.0%	(\$10.1)
Dec-17	\$142.7	\$81.4	100.0%	\$142.7	100.0%	(\$61.3)
Jan-18	\$520.2	\$268.1	100.0%	\$520.2	100.0%	(\$252.1)
Feb-18	\$45.8	\$36.1	100.0%	\$45.8	100.0%	(\$9.6)
Mar-18	\$85.2	\$81.1	100.0%	\$85.2	100.0%	(\$4.1)
Apr-18	\$62.4	\$55.6	100.0%	\$62.4	100.0%	(\$6.9)
May-18	\$125.9	\$108.8	100.0%	\$125.9	100.0%	(\$17.1)
Summary for Planning Period 2017/2018						
Total	\$1,349.3	\$980.5		\$1,365.0		(\$368.8)
Jun-18	\$106.8	\$96.0	100.0%	\$106.8	100.0%	(\$10.8)
Jul-18	\$84.1	\$71.3	100.0%	\$84.1	100.0%	(\$12.8)
Aug-18	\$84.8	\$74.6	100.0%	\$84.8	100.0%	(\$10.2)
Sep-18	\$107.3	\$102.8	100.0%	\$107.3	100.0%	(\$4.5)
Summary for Planning Period 2018/2019						
Total	\$383.1	\$344.8		\$383.1		(\$38.3)

Figure 13-6 shows the original PJM reported FTR payout ratio by month, excluding excess revenue distribution, for January 2004 through September 2018. The months with payout ratios above 100 percent have excess congestion revenue and the months with payout ratios under 100 percent are revenue inadequate. Figure 13-6 also shows the payout ratio after distributing excess day-ahead congestion revenue across months within the planning period. If there are excess day-ahead congestion revenues in a given month, the excess is distributed to other months within the planning period that were revenue deficient. The payout ratio for revenue inadequate months in the current

planning period may change if excess revenue is collected in the remainder of the planning period. March 2015 had high levels of negative balancing congestion that resulted in a payout ratio of 64.6 percent. However, there was enough excess from previous months to bring the payout ratio to 100 percent. Congestion in December 2017 and January 2018 was high relative to other months in the planning period, resulting in an extremely high payout ratio.

**Figure 13-6 FTR payout ratio by month, excluding and including excess revenue distribution: January 2004 through September 2018**

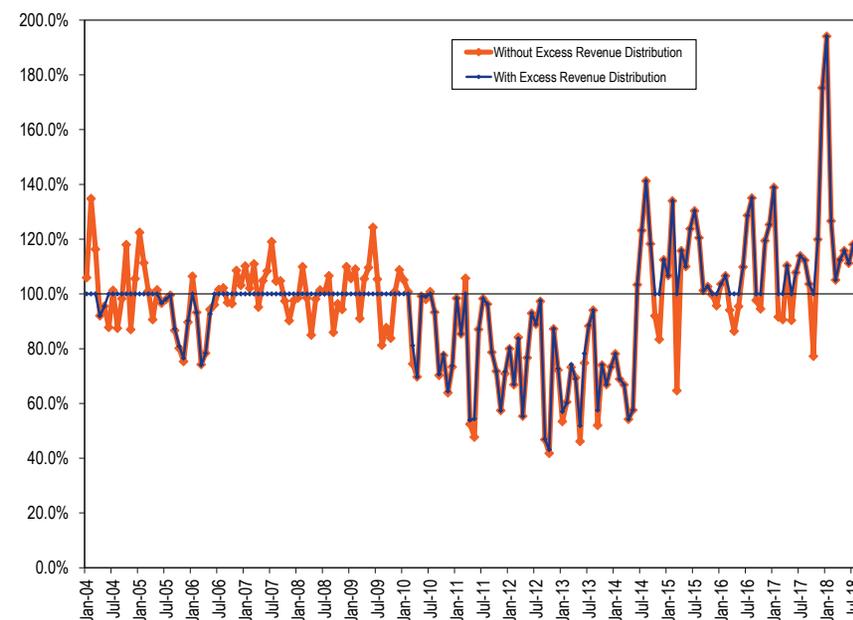


Table 13-19 shows the FTR payout ratio by planning period from the 2003/2004 planning period forward. Planning period 2013/2014 includes the additional revenue from unallocated congestion charges from Balancing Operating Reserves. For the 2014/2015, 2015/2016 and 2016/2017 planning periods, there was excess congestion revenue to pay FTR holders pro rata in

proportion to their net positive target allocations, resulting in a payout ratio of 116.2 percent, 106.8 and 113.1 percent for the planning periods.

**Table 13–19 PJM reported FTR payout ratio by planning period**

Planning Period	FTR Payout Ratio
2003/2004	97.7%
2004/2005	100.0%
2005/2006	90.7%
2006/2007	100.0%
2007/2008	100.0%
2008/2009	100.0%
2009/2010	96.9%
2010/2011	85.0%
2011/2012	80.6%
2012/2013	67.8%
2013/2014	72.8%
2014/2015	100.0%
2015/2016	100.0%
2016/2017	100.0%
2017/2018	100.0%
2018/2019	100.0%

## FTR Uplift Charge

At the end of the planning period, an uplift charge is applied to FTR holders. This charge is to cover the net of the monthly deficiencies in the target allocations calculated for individual participants. An individual participant's uplift charge is a pro rata charge, to cover this deficiency, based on their net target allocation with respect to the total net target allocation of all participants with net positive target allocations for the planning period. Participants pay an uplift charge that is a ratio of their share of net positive target allocations to the total net positive target allocations.

## Revenue Adequacy Issues and Solutions

The current ARR/FTR design does not serve as an efficient way to ensure that load receives all the congestion revenues or has the ability to receive the auction revenues associated with all the potential congestion revenues. There are several reasons for the disconnect between congestion revenues and ARR/FTR revenues. The reasons include unavoidable modeling differences,

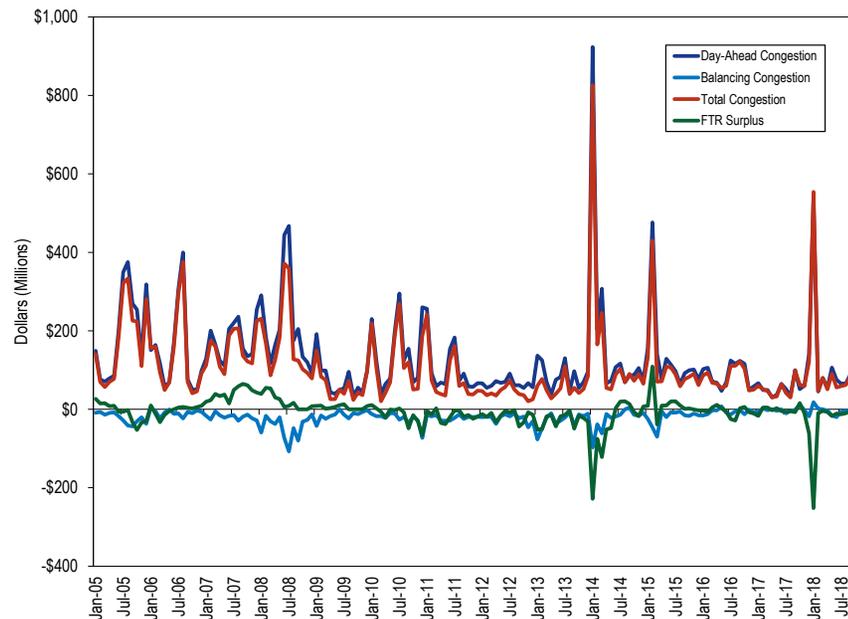
avoidable modeling differences, such as outage modeling decisions, cross subsidies among and between FTR participants ARR holders, the use of generation to load paths rather than a measure of total congestion, and the failure to provide to ARR holders the full system capability that is provided to FTR purchasers in the Long Term FTR Auction.

The issuance of the September 15, 2016, FERC order increased the gap between congestion revenue and ARR/FTR revenue collected. The result of allocating balancing congestion and M2M payments to ARRs, and allocating excess day-ahead congestion revenue and additional FTR auction revenue to FTR holders solely, increases revenue to FTRs and reduces payments to load. FTR portfolio netting leads to cross subsidies among FTR participants which treat FTRs differently depending on how a participant's portfolio is constructed. Restructuring Stage 1A allocations using QRRs for retired resources is an attempt to fix a flawed system, but retains the core problem which is reliance on generation to load contract path congestion revenue rights rather than on the correct definition of congestion revenues. The rule change does not address the problem with using contract paths, does not address the deficiencies for active units and gives priority to units based on financial, not physical, determinations. The purpose of the FTR/ARR system is to return congestion revenue to load. The current and newly modified rules do not meet this goal. Portfolio netting and the asymmetric treatment of counter flow FTRs continue to be an issue in the FTR market, resulting in discrepancies in payments made to participants based on the construction of their portfolio.<sup>43</sup>

Figure 13-7 shows the FTR surplus, collected day-ahead, balancing and total congestion payments from January 2005 through September 2018. May 2016 had positive total balancing congestion of \$7.5 million. March 2015 had balancing congestion of -\$70.0 million.

<sup>43</sup> 2017 State of the Market Report for PJM, Volume 2, Section 13: FTRs and ARRs.

**Figure 13–7 FTR surplus and the collected day-ahead, balancing and total congestion: January 2005 through September 2018**



## ARRs as an Offset to Congestion for Load

Load pays for the transmission system and contributes congestion revenues. FTRs and later ARR were intended to return congestion revenues to load. With the implementation of the current FTR/ARR design, the purpose of FTRs has been subverted.

## FERC Order on FTRs: Balancing Congestion and M2M Payment Allocation

On September 15, 2016, FERC issued an order removing balancing congestion and market to market (M2M) payments from the FTR funding equation and assigned them, on a load ratio basis, to load and exports.<sup>44</sup> The MMU petitioned the U.S. Court of Appeals for the District of Columbia Circuit

<sup>44</sup> See 156 FERC ¶ 61,180 (2016), *reh'g denied*, 156 FERC ¶ 61,093 (2017).

to reverse the order and restore the longstanding approach to calculating congestion revenues. The case was consolidated with appeals filed by others. The consolidated appeals were denied in an unpublished opinion issued June 12, 2018.<sup>45</sup>

The new rule for calculating congestion revenues went into effect on June 1, 2017, for the 2017/2018 planning period.

In its compliance filing PJM redefined balancing congestion as balancing congestion plus market to market (M2M) payments between MISO and NYISO. Under the order, load and exports will pay balancing congestion and M2M payments proportionally. Based on the 2011/2012 and subsequent planning periods, load comprises 94.9 percent of all demand. Based on the 2011/2012 and subsequent planning periods, total balancing congestion and M2M payments were \$1,607.4 million, so load would have been responsible for an additional \$1,103.3 million in balancing congestion and M2M charges if the new rules had been in place for that period.

In addition, FERC ordered that all day-ahead congestion revenue in excess of FTR target allocations and additional FTR auction revenue over ARR target allocations, belongs to FTR holders. This further increased the underlying problem with the FTR design and reduced the probability that congestion revenues will be returned to load.

Before the 2018/2019 planning period, the reallocation of balancing congestion and M2M payments from FTR holders to load, and the allocation of additional FTR auction revenues to FTR holders required ARR to subsidize FTRs.

Beginning with the 2018/2019 planning period, surplus auction revenue, which is defined as day-ahead congestion revenue and surplus auction revenue remaining after funding FTRs, will be allocated to ARRs prorata based on ARR target allocations.<sup>46</sup> This surplus revenue is generated by a failure of the current ARR/FTR construct to make all congestion revenue rights available

<sup>45</sup> *NJBPU v. FERC*, No. 17-1106 et al., attached memorandum at 3 ("After a thorough review of the record, we conclude that none of petitioners' challenges can overcome the deference we owe FERC. As FERC's order makes clear, the Commission adequately considered and reasonably rejected each of the arguments that petitioners advance before the court.")

<sup>46</sup> 163 FERC ¶ 61,165 (2018).

to load in the form of ARRs. All congestion revenue belongs to ARR holders and PJM's new surplus congestion allocation rule is an attempt to get closer to that goal. However, under the current rules, ARR holders will only have access to this surplus after full funding of FTRs is accomplished, which does not fully recognize ARR holders' primary rights to this surplus congestion revenue. If this rule had been in effect for the 2017/2018 planning period, ARRs and FTRs would have offset 76.8 percent of total congestion rather than 50.7 percent.

Table 13-20 shows the ARR and FTR revenue paid to load, the congestion offset available to load with and without allocating balancing congestion to load and the congestion offset when surplus congestion revenue is allocated to load. The pre 2017/2018 offset is calculated as the ARR credits and the FTR credits excluding balancing congestion and M2M payments, divided by the total congestion and the load share of balancing and M2M payments. The 2017/2018 offset is the sum of the ARR credits, adjusted FTR credits and the load share of balancing congestion and M2M payments. The post 2017/2018 offset is calculated identically to the 2017/2018 offset, but includes any surplus congestion revenue remaining in the planning period. FTRs are fully funded before ARR holders have access to the surplus, so in planning periods with revenue inadequacy there is no difference between 2017/2018 and post 2017/2018. In planning periods that are fully funded, the surplus goes to load, and provides an increased congestion offset.

The allocation of balancing congestion and M2M payments to load went into effect in the 2017/2018 planning period. If these rules had been in place beginning with the 2011/2012 planning period, ARR holders would have received a total of \$1,034.2 million less in congestion offsets from the 2011/2012 through the 2016/2017 planning period. The total overpayment to FTR holders for the 2011/2012 through 2016/2017 planning period would have been \$944.4 million. The actual underpayment to load in the 2017/2018 planning period was \$125.8 million with a \$370.7 million overpayment to FTR holders. If the surplus congestion from the first four months of the 2018/2019 planning period were allocated to load, the underpayment to load in the same period would have been \$19.6 million.

Allocating surplus congestion revenue to load rather than FTRs in the 2018/2019 planning period would have improved the total congestion offset for load to 87.6 percent from 95.9 percent under the old rules or 76.3 percent under the rules that allocated balancing congestion to load.

**Table 13-20 ARR and FTR total congestion offset (in millions) for ARR holders: 2011/2012 through 2018/2019**

Planning Period	Revenue				Pre 2017/2018 (Without Balancing)		2017/2018 (With Balancing)		Post 2017/2018 (With Surplus)	
	ARR Credits	FTR Credits	Total Congestion	Excess Revenue	ARR/FTR Total Offset	Percent Offset	Current Revenue Received	Percent Offset	New Revenue Received	New Offset
2011/2012	\$512.2	\$249.8	\$749.7	(\$192.5)	\$762.0	100.0%	\$598.6	79.8%	\$598.6	79.8%
2012/2013	\$349.5	\$181.9	\$524.8	(\$292.3)	\$531.4	100.0%	\$275.9	52.6%	\$275.9	52.6%
2013/2014	\$337.7	\$456.4	\$1,870.6	(\$678.7)	\$794.0	42.4%	\$574.1	30.7%	\$574.1	30.7%
2014/2015	\$482.4	\$404.4	\$1,357.6	\$139.6	\$886.8	65.3%	\$686.6	50.6%	\$826.2	60.9%
2015/2016	\$635.3	\$223.4	\$951.1	\$42.5	\$858.8	90.3%	\$744.8	78.3%	\$787.3	82.8%
2016/2017	\$640.0	\$169.1	\$780.8	\$72.6	\$809.1	100.0%	\$727.7	93.2%	\$800.3	100.0%
2017/2018	\$427.3	\$294.2	\$1,192.6	\$371.2	\$721.5	60.5%	\$595.7	50.0%	\$966.9	81.1%
2018/2019*	\$177.0	\$46.9	\$244.8	\$38.3	\$234.8	95.9%	\$186.9	76.3%	\$225.2	87.6%
<b>Total</b>	<b>\$3,561.5</b>	<b>\$2,026.0</b>	<b>\$7,672.1</b>	<b>(\$499.3)</b>	<b>\$5,598.3</b>	<b>73.0%</b>	<b>\$4,390.5</b>	<b>57.2%</b>	<b>\$5,054.6</b>	<b>65.7%</b>

\* Four months of 2018/2019 planning period

Table 13-20 demonstrates the inadequacies of the ARR/FTR design. The goal of the design should be to return 100 percent of the congestion revenues to the load. The actual results continue to fall well short of that goal.

## Credit

There were 13 collateral defaults in the first nine months of 2018 not involving GreenHat Energy, LLC, for a total of \$640,670. Most collateral defaults were cured promptly. There were 36 payment defaults in the first nine months of 2018 not involving GreenHat Energy, LLC for a total of \$86,666, which resulted in the default of Amerigreen Energy, Inc. on June 12, 2018.<sup>47</sup>

<sup>47</sup> Daugherty, Suzanne, Email sent to the MC, MRC, CS and MSS email distribution list, "PJM Member Default - Amerigreen Energy, Inc.," (June 13, 2018).

## Credit Improvements

On December 11, 2017, PJM filed, and FERC accepted, an update to credit requirements for the Long Term FTR Auction.<sup>48</sup> Credit requirements are based on a calculation of the expected value of the FTRs relative to the price of FTRs. Under the old rules, PJM's expected FTR value used for credit price estimation was based on a three year weighted average of the previous three year's nodal prices to calculate FTR path credit requirement. This method was solely based on historical data, and did not account for any revenue affecting transmission upgrades. Under the new rules PJM takes the higher of the expected FTR value based on a three year weighted average of the previous three year's nodal prices or the adjusted value of the FTR, which is the expected FTR value based on a simulation of expected congestion given anticipated transmission upgrades.

To calculate the adjusted value of FTRs, reflecting the potential effect of transmission upgrades on FTR values, PJM first determines the upgrades that are expected to have a substantive effect. PJM then runs a planning model, with and without the upgrades, to determine a forecasted effect of the upgrades on expected FTR values.

This approach to determine the adjusted value of FTRs is only applied to transmission upgrades one year ahead (for the YR1 long term FTR) due to transmission upgrade accuracy concerns. The YR2 and Y3 modeling and credit calculations are still not accurate after this change, and could result in an under collateralized participant through purchases of YR2 and YR3 long term FTRs.

On July 27, 2018, PJM filed, and FERC accepted, an update to credit requirements for the FTR Market.<sup>49</sup> PJM filed modified credit rules to place a volumetric credit requirement of \$0.10 per MWh on participants' FTR portfolios in order to prevent participants from netting their portfolio to reduce their credit requirements. Under the new rules, the credit requirement is the higher of the historical weighted value, the adjusted historical weighted value or the volumetric requirement. Such a volumetric credit requirement would have required GreenHat Energy to have a substantially increased credit requirement.

<sup>48</sup> See Docket No. ER18-425.

<sup>49</sup> 164 FERC ¶ 61,215 (2018).

## GreenHat Energy, LLC Default

On June 21, 2018, GreenHat Energy, LLC was declared in default for two collateral calls totaling \$2.8 million and two payment defaults totaling \$3.9 million.<sup>50</sup> GreenHat held a large FTR position which, according to current tariff provisions, must be liquidated in the FTR auctions closest to the effective dates of the positions held.<sup>51</sup> The net gain or loss on these liquidated positions will be added to the payment default amount that will then be allocated to PJM members according to OA sections 15.1.2A(1) and 15.2.2. On July 26, 2018, PJM filed a waiver request at FERC asking that PJM only be required to liquidate FTRs for the prompt months to allow Member discussion on how to proceed with GreenHat's large FTR portfolio.<sup>52</sup> Members selected to settle GreenHat's FTR portfolio at the time the FTRs are due, so default allocation assessment charges will continue to accrue through May 2021.

Many of GreenHat's FTRs were counterflow FTRs. Liquidation of these counterflow positions would require payment to the acquiring party an amount equal to the expected value of the counterflow FTR position, plus a risk premium plus a profit. Given the size of GreenHat's portfolio, liquidation was expected to have a significant effect on FTR market prices in any months where liquidation occurred.

Between the default date and the filing of the waiver, one monthly FTR auction occurred for August 2018. In this auction, PJM was required, by existing tariff provisions, to liquidate GreenHat's prompt month FTR positions. The result of this liquidation of prompt month August FTRs was \$24.1 million in costs charged to the default allocation assessment.

PJM filed a tariff revision to define an alternative to liquidation. Under the proposal FTRs within a defaulted participant's portfolio will settle, as do all FTRs, at the hourly day-ahead value. Any positive or negative target allocations will then be credited or charged to the default allocation assessment. The default allocation assessment is charged to all PJM participants in proportion to their gross bill. The GreenHat portfolio included long term FTRs, so an

<sup>50</sup> Daugherty, Suzanne, Email sent to the MC, MRC, CS, and MSS email distribution list, "Notification of GreenHat Energy, LLC Payment Default," (June 22, 2018).

<sup>51</sup> "PJM Manual 6: Financial Transmission Rights," Rev. 20 (June 1, 2018) at 47.

<sup>52</sup> See "Request of PJM Interconnection, LLC for a waiver effective July 27, 2018," Docket No. ER18-2068 (July 26, 2018).

unknown level of default allocation assessment will continue to be charged to PJM participants through the 2020/2021 planning period.

## FTR Forfeitures

### FERC Order on FTR Forfeitures

On January 19, 2017, FERC determined that the application of the current FTR forfeiture rule to INCs, DECs and UTCs was unjust and unreasonable.<sup>53</sup> In their determination, FERC ordered that a method should be developed to consider the net impact of a participant’s entire portfolio of virtual bids on a constraint related to an FTR position and ordered that counter flow FTRs be included in FTR forfeiture calculations.

FERC ordered a retroactive effective date and PJM determined that no FTR forfeitures would be billed to participants after January 19, 2017, under the prior rules. Participants were retroactively billed their FTR forfeiture amounts based on the new FTR forfeiture rule once it was in place.

Until January 19, 2017, an FTR holder was subject to forfeiture of any profits from an FTR if it met the criteria defined in Section 5.2.1 (b) of Schedule 1 of the PJM Operating Agreement. If a participant has a cleared increment offer or decrement bid for an applicable hour at or near the source or sink of any FTR they own and the day-ahead congestion LMP difference is greater than the real-time congestion LMP difference the profits from that FTR may be subject to forfeiture for that hour. An increment offer or decrement bid is considered near the source or sink point if 75 percent or more of the energy injected or withdrawn, and which is withdrawn or injected at any other bus, is reflected on the constrained path between the FTR source or sink. This rule only applies to increment offers and decrement bids that would increase the price separation between the FTR source and sink points.

After January 19, 2017, participants were subject to the new FTR forfeiture rule. This rule considers the impact of a participant’s net virtual transaction portfolio on all constraints. If a participant’s net virtual portfolio impacts a constraint by the greater of 0.1 MW or 10 percent or more of the line limit, and

53. See 158 FERC ¶ 61,038.

that constraint affects an individual FTR’s target allocation by \$0.01, the FTR is subject to FTR forfeiture if the net virtual portfolio increased the value of the FTR. FTR forfeitures do not result from net virtual portfolios that decrease the value of their affiliates’ FTRs. The forfeiture amount calculation is the hourly profit of the FTR and an FTR cannot forfeit more than once per hour.

Figure 13-8 shows the monthly FTR forfeitures under the newly established FTR forfeiture rule from January 19, 2017 through September 30, 2018. PJM began retroactively billing FTR forfeitures with the September 2017 bill. In the interim period from January 2017 through September 2017 participants did not know what behaviors were causing FTR forfeitures, so they had no way to modify their bidding behavior to avoid FTR forfeitures. After September 2017, FTR forfeitures were down significantly, and stabilized, as participants could now see the effect of their activities on FTR forfeitures. For the period of January 19, 2017, through September 30, 2018, total FTR forfeitures were \$12.5 million.

Figure 13-8 Monthly FTR forfeitures for physical and financial participants

