



Low Carbon Ukraine

Policy advice on low-carbon policies for Ukraine



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Federal Ministry
for the Environment, Nature Conservation,
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Based on a decision of the German Bundestag

Ukraine's power plant park: Optimal configuration in 2032 and investment needs in the transition phase

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 Berlin
Economics

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Policy context & Objective

Policy context:

Updated NDC

- -65% of GHG emissions by 2030 (compared to 1990 levels)
- Bulk of emissions reduction in power sector to compensate for growing industry sector

National Emission Reduction Plan (NERP)

- EU Directives require expensive retrofitting or decommissioning of TPPs

Post Coal Alliance

- COP26: coal phase-out by 2035/2040

Objective:

- Find **optimal power plant park in 2032**, consistent with (a) cost-efficient implementation of **Updated NDC** and (b) **IED/NERP process**
- Outline a feasible **transition path** & estimate **investment needs**

Part I: Optimal power plant park in 2032

1. Analytical approach

Preparatory work

1. **Deriving policy constraints** for model-based optimisation:
Efficient NDC implementation (using CO₂ shadow price trajectory) implies a complete coal phase-out for electricity generation until 2032
2. **Defining of current policies scenario** and **model-based optimisation** of target scenario



Modelling approach for each scenario

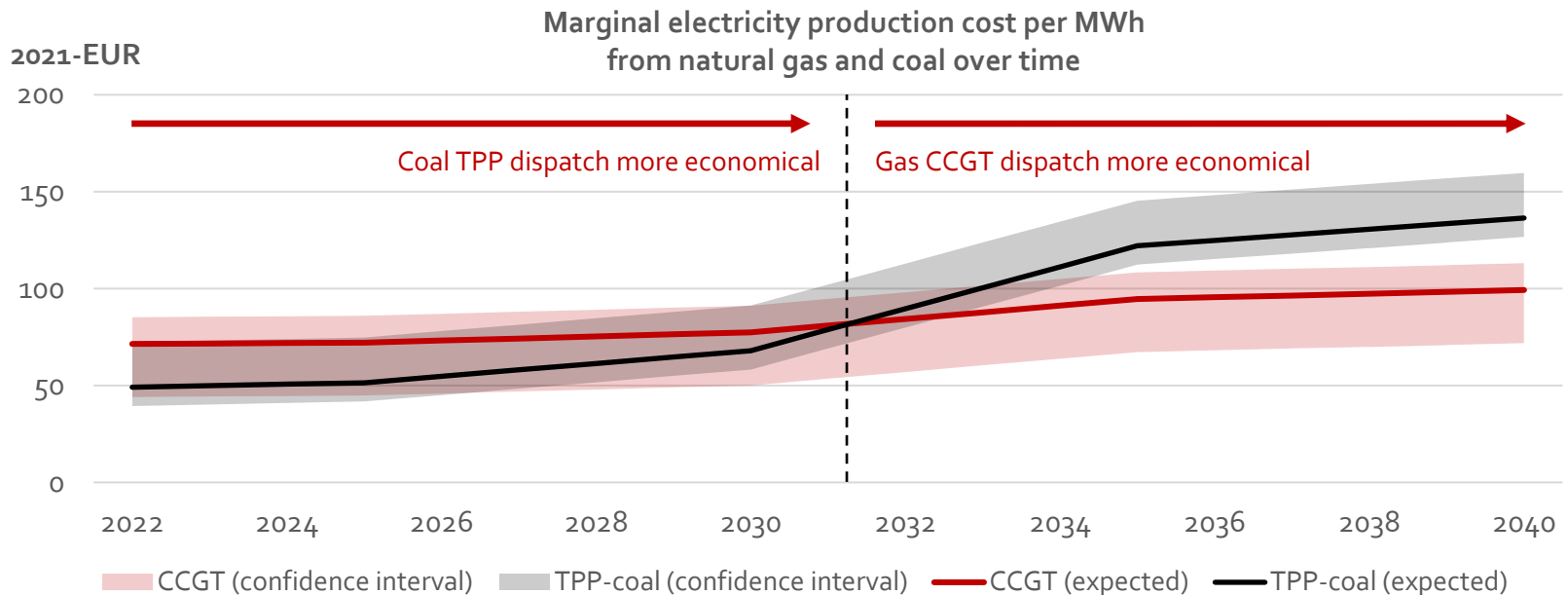
3. Modelling **optimal dispatch** to derive the minimum variable cost usage for 2032 (Optimal Dispatch Model)
4. Deterministically verifying **adequacy** (Reserve margin approach)
5. Calculating **total system costs** (Power Sector Financial Model)
6. Comparing scenarios regarding investment needs and annual system costs



Comparison of scenarios, policy implications

2. Implication of decarbonisation for TPP investments

- **Efficient NDC implementation** (using CO₂ shadow price trajectory) implies that renewables & gas turbine generation **should replace TPP generation by 2032** (details in Annex II & III).



Source: Own calculations based on TIMES modelling results, JRC, Heat Roadmap Europe

- Comparison of annual Capex per kW for **new CCGT** and **existing TPP** (Annex IV)

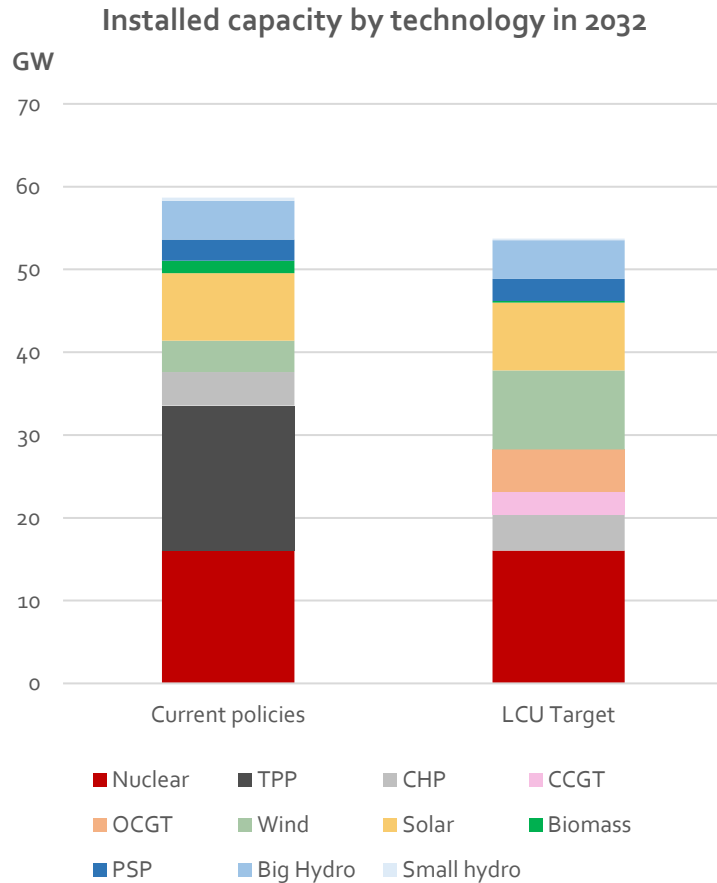
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- Investment in existing TPP (filter and lifetime extension) cannot be amortised before shutdown in 2032
- This implies a complete coal phase-out for electricity generation until 2032.

3. Scenarios for the power plant park in 2032

	Current policies scenario	LCU Target scenario
TPP capacity	Current NERP: units are either retrofitted (lifetime extension + filter) or decommissioned and (partly) replaced	<ul style="list-style-type: none"> no retrofits no replacements with coal-fired generation move all TPPs in Annex III (filter retrofit) to Annex IV A2 (40k hours limit)
Nuclear capacity	Khmelnyskyi NPP units 5 and 6 (2.2 GW) are newly built	
Renewable capacity (excl. hydro)	Increase follows preliminary auction volumes by MinEnergo	RES capacities are optimized
Gas turbines	–	Gas turbines are optimized

3.1 Installed capacity



Replacement needs for coal-fired TPPs by 2032



8 GW wind turbines
(+6 GW compared to Current Policies)



2 GW solar plants
(equal to Current Policies)



8 GW gas turbines

Supply, storage & demand side flexibility options

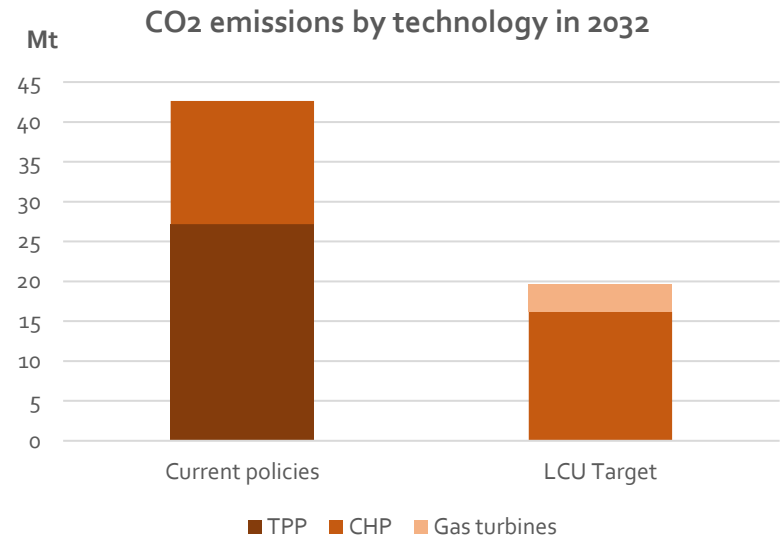
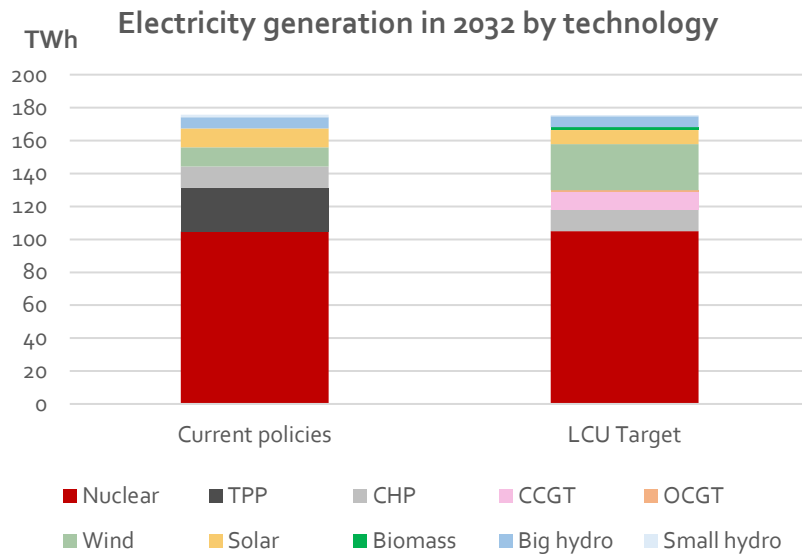
Major challenge in Ukrainian electricity system

Introduce more flexibility in electricity system to combine high share of nuclear baseload generation & growing share of variable RES

	Technology	Flexibility	Advantage	Disadvantage	Considered in model
Supply side	CCGT	mid-term	High efficiency	High O&M costs	Yes
	OCGT	short- & mid-term	Relatively low Capex	High variable cost	Yes
	ICE	short- & mid-term	Relatively low Capex	High variable cost	No, but ICE and OCGT are quite similar
	Biogas + storage	short- & mid-term	Already mature low-carbon technology	High Capex	Not as flexible option
Storage	Battery	short-term	High flexibility	High variation in cost projections	Yes
	PSP	short-term (mainly)	Mature technology, often cost-effective	Constrained by location of suitable sites	Yes, but fixed capacity
	Power-to-gas	long-term	Option for seasonal storage	Not mature technology, very high variable costs	No
Demand side	Demand side management	short- & mid-term	Low-cost option, fuel saving	Retail consumers: Tariffs & appliances not in place*	No (uncertainty in size of demand flexibility)

*Need for smart meters & flexible tariffs to induce retail consumer demand side flexibility (industrial demand side management already possible)

3.2 Generation shares & Emissions



Gas turbines

- Provide needed balancing capacity and backup (7% of total generation)
- Gas consumption increases to **2.1 bcm annually** (≈ 7% of current total gas consumption)

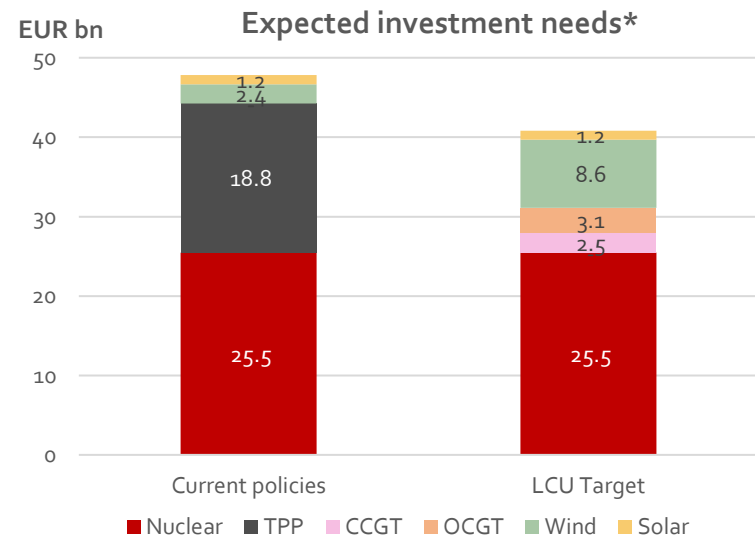
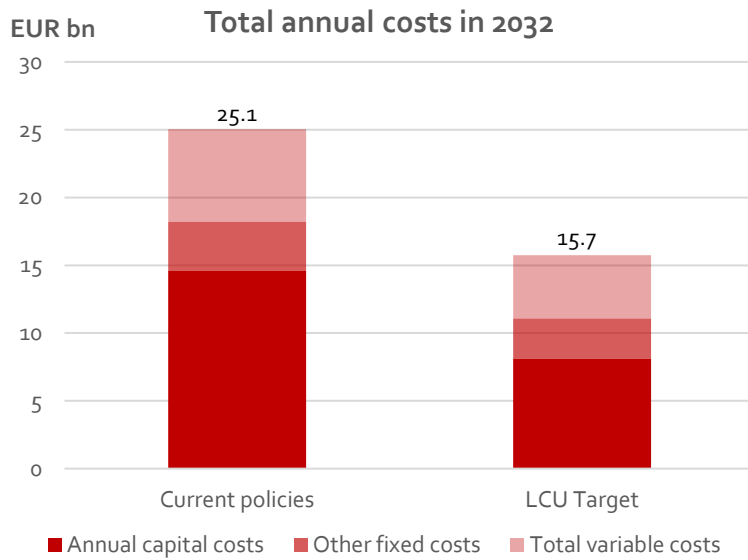
Wind and solar

- Significant increase in Target scenario covering **21%** of total generation

Emissions

- **Sharp decline** in emissions to around 20 Mt in Target scenario
- Gas-fired electricity generation from **OCGT and CCGT** accounts for 18% of total emissions

3.3 Total system costs



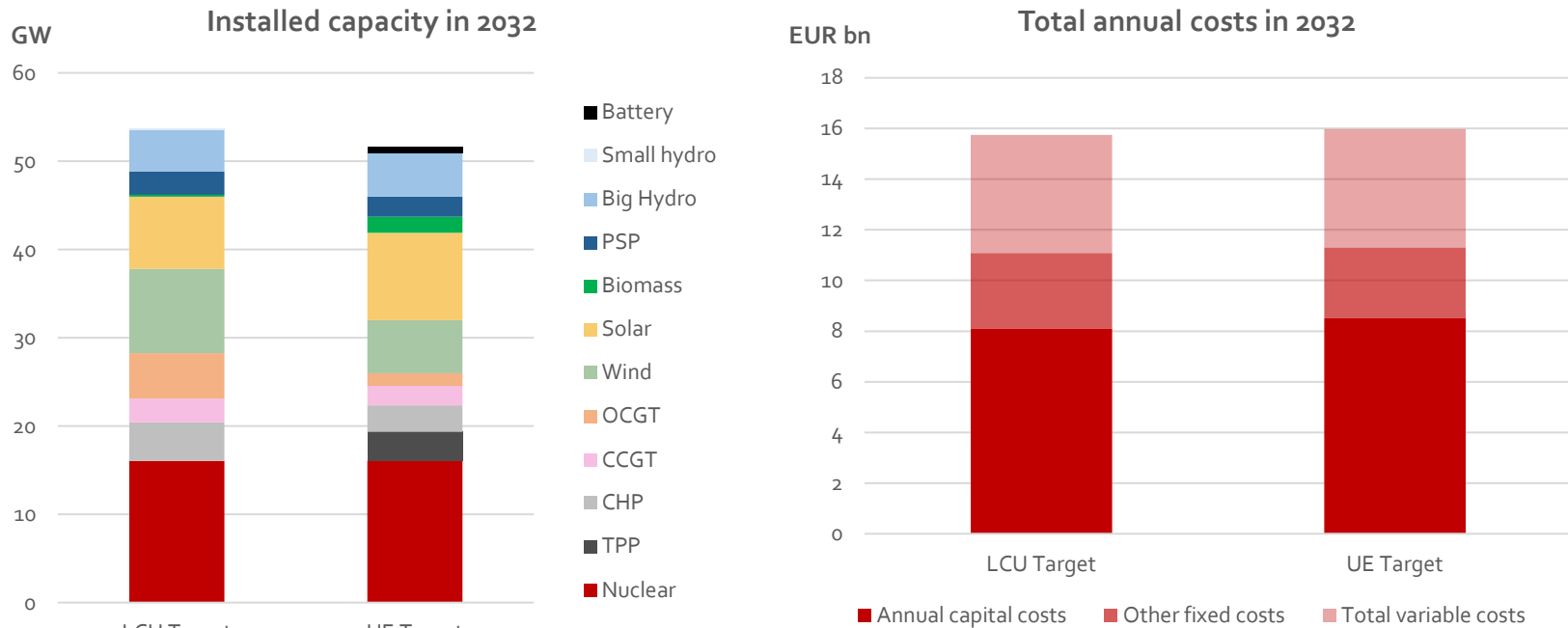
*for selected technologies since investment in Hydro, CHP, and biogas do not change across scenarios

Note: We consider greenfield, lifetime extension and filter investment.

- Annual capital costs of Current Policies scenario exceed Target scenario due to **retrofit and replacement investment for TPPs**
- Variable costs lower in Target scenario due to **high share of RES** generation

- High investment needs in Current Policies scenario due to **retrofit and replacement investment for TPPs**
- Target scenario still requires high investment for **new nuclear units** and in extending the lifetime of about half of the current units







3.4 Comparison with Ukrenergo Target scenario



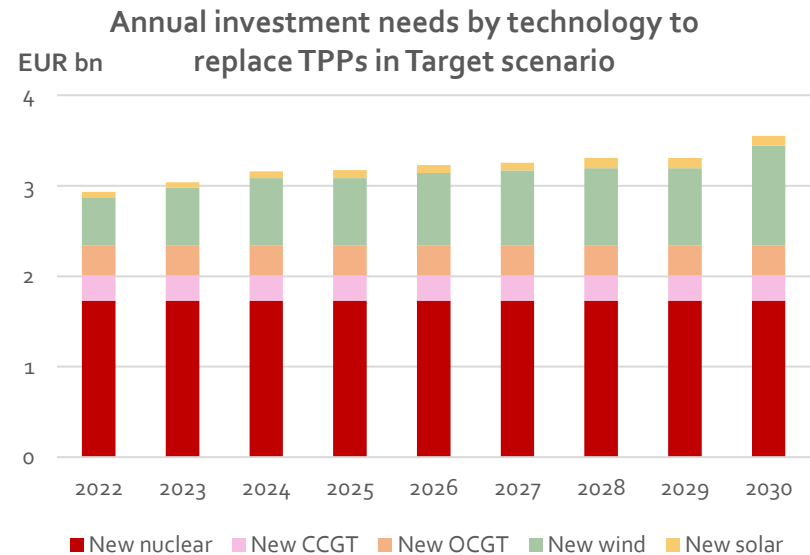
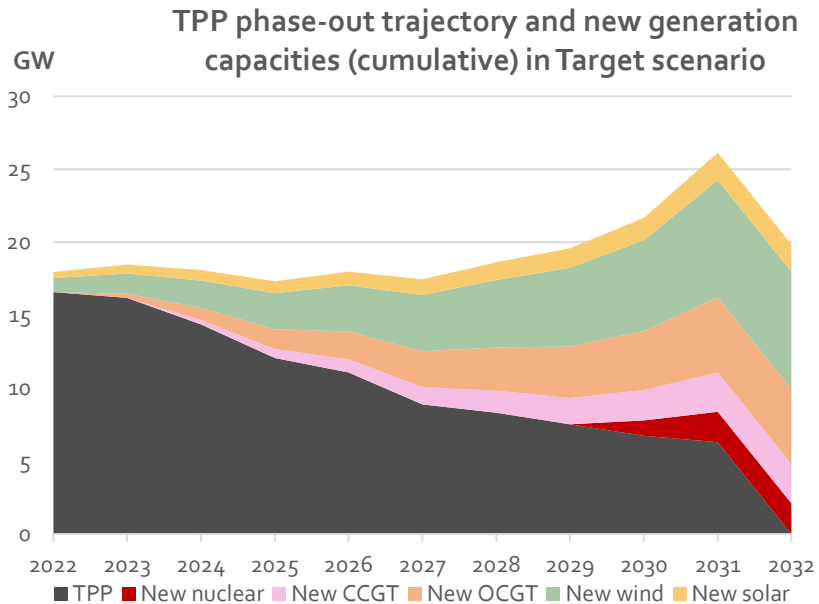
- The composition of generation technologies are quite similar in both scenarios
- In Ukrenergo Target scenario, **3.3 GW of TPPs** remain in system until 2032
 - Due to differing assumptions, some TPPs might still be economical in 2032
- Capacity of **solar and wind** is higher in LCU Target scenario
 - 18 GW vs. 16 GW (Ukrenergo)

Part II: Investment needs in transition phase

4. IED/NERP process has major implications for transition phase

	Current policies	LCU Target scenario
 NERP TPPs that will receive SO ₂ , NO _x and/or dust filter and are not foreseen for closure	12.6 GW	–
 20k hours (2023) Opt-out: TPPs that are allowed to operate 20,000 hours between 2018 and end-2023 and are then decommissioned (current policies: replacement with new coal-fired generation)	0.9 GW	0.9 GW
 40k hours (2033) Opt-out: TPPs that are allowed to operate 40,000 hours between 2018 and end-2033 and are then decommissioned (current policies: replacement with new coal-fired generation)	3.3 GW	15.9 GW
 40k hours (2033) (gas-fired) Opt-out: TPPs that are allowed to operate 40,000 hours between 2018 and end-2033 and are then decommissioned	5.4 GW	5.4 GW
 New wind and solar Cumulative construction of new wind & solar PV foreseen for 2022-2030 (commissioned in 2032)	3 GW	10 GW
 New gas turbines Cumulative construction of OCGT & CCGT foreseen for 2022-2030 (commissioned in 2032)	–	8 GW

5. Outlining feasible transition path

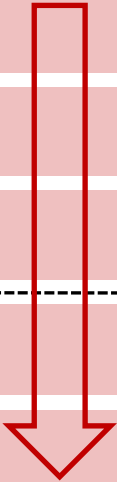


Note: we assume investment two years before plant is commissioned except for nuclear investment which is evenly distributed from today

- Timing of new investment is determined by exhaustion of TPP **operating hour limits**
- On average 1.1 GW of TPPs will have to stop operation every year until 2031
 - 2031: 6 GW of TPPs will close
- Construction of new RES & gas turbines must be tackled quickly (construction time: ~2 years)
- **EUR 1.2 - 1.8 bn** annual investment into new RES & gas turbine construction in this decade
- Additionally, **EUR 1.7 bn** p.a. needed for construction of Khmelnytskyi units 5 and 6
- **Investments should start quickly** to ensure security of supply in the transition phase
- **RES auctions could be scaled up over time** (with a steep path)

Summary & Policy Implications

Analysis	NDC	TPP phase-out until ~2032		
	IED/NERP	Current NERP unviable, retrofits uneconomical		
		Operating hour limits: TPP capacity ↓ from 2024		
Policy Implications	Revise NERP	no retrofits, no replacements, move all TPPs to Annex IV A2 (40k hours limit)		
	Investment needs	around EUR 3.2 bn per year (EUR 29 bn until 2030)		
		RES	8 GW wind 2 GW solar	
		Gas turbines	8 GW CCGT & OCGT (should be H ₂ -ready)	
		NPP	Strategic decision: the construction of two new Westinghouse nuclear reactors (2.2 GW) already decided	
	Further assessment needed	CHP	Beyond the scope of this work, see Annex VI	





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Annex overview & analytical approach (detailed)

Defining a least-cost, adequate power plant park compatible with Ukraine's decarbonisation targets

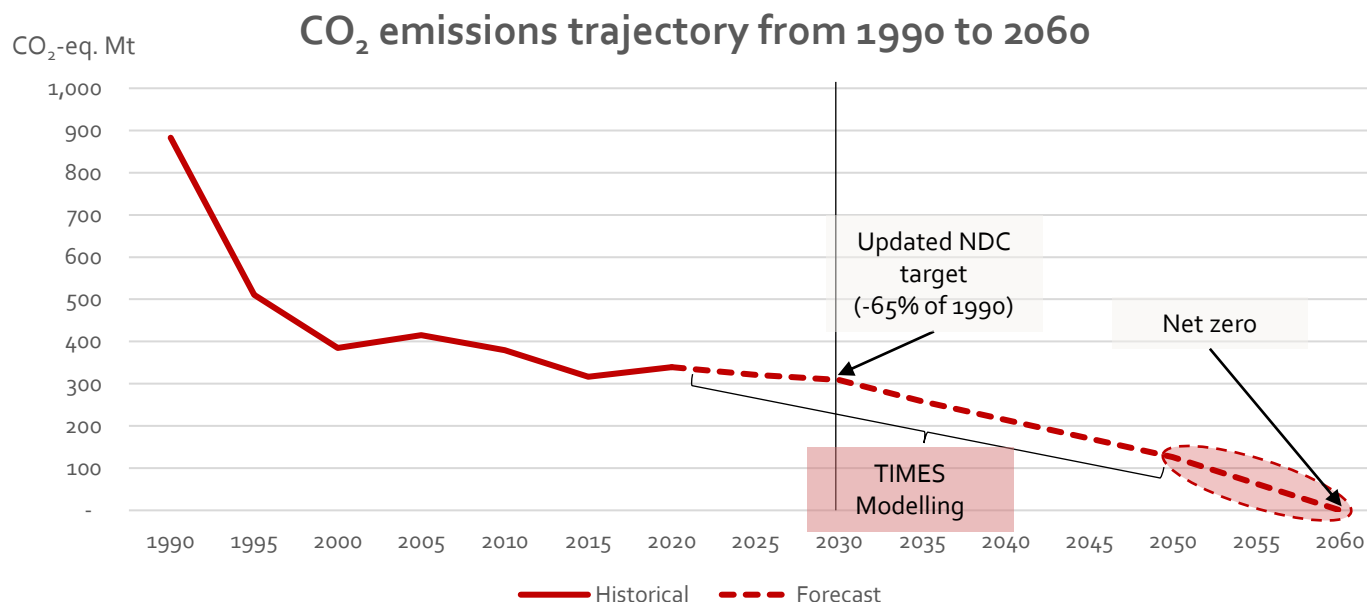
- Minimising total system costs, i.e.
 - Variable cost (fuel cost, CO₂ price, variable O&M)
 - Fixed cost (annuity for capital expenditure, fixed O&M)
 - Cost assumptions mainly based on JRC, IEA, HeatRoadmap Europe and own calculations (Annex I)
 - CO₂ shadow price and amortisation periods for coal power plant retrofits based on TIMES modelling (Annex II) and own calculations (Annex III, IV)
- Least-cost NDC implementation requires an increasing cross-sectoral CO₂ price (see Annex II)
 - Determined with technoeconomic energy modelling (TIMES)
 - Affects assumptions for power-sector modelling (Optimal Dispatch Model & Power Sector Financial Model)

Annex I: Table of relevant assumptions

Type of cost	Technology/fuel	Unit	Value	Source
Fuel costs	Coal	EUR/MWh	15	Heat Roadmap Europe (2017)
	Natural gas	EUR/MWh	42	Heat Roadmap Europe (2017)
	Biomass	EUR/MWh	26	Heat Roadmap Europe (2017)
	Nuclear	EUR/MWh	2	Ukrenergo
Capex for greenfield	All technologies, incl.			JRC (2019)
	OCGT	EUR/kW	610	JRC (2019)
	CCGT	EUR/kW	933	JRC (2019)
	TPP	EUR/kW	1,772	JRC (2019)
	Wind	EUR/kW	1,070	JRC (2019)
	Solar	EUR/kW	614	JRC (2019)
	Biogas (FBC) and others*	EUR/kW	2,950	JRC (2019)
Capex lifetime extension	All technologies	EUR/kW	Capex * 25%	JRC (2019), DIW (2013)
Fix O&M	All technologies *	EUR/kW	-	JRC (2019)
Variable O&M	All technologies	EUR/kWh	-	JRC (2019)
Capex filter	SO ₂	EUR/kW	97	Badyda et al. (2016)
	Nox	EUR/kW	60	Badyda et al. (2016)
	Dust	EUR/kW	60	Badyda et al. (2016)
	Other	EUR/kW	11	Badyda et al. (2016)
Fix O&M filter	SO ₂	EUR/kW	4.1	Badyda et al. (2016)
	Nox	EUR/kW	0.3	Badyda et al. (2016)
	Dust	EUR/kW	0.4	Badyda et al. (2016)
	Other	EUR/kW	0.4	Badyda et al. (2016)

* Capex of battery is obtained from IEA (2020); fix O&M of battery is obtained from Cole & Frazier (2019)

Annex II (a): Modelling Ukraine's decarbonisation goals

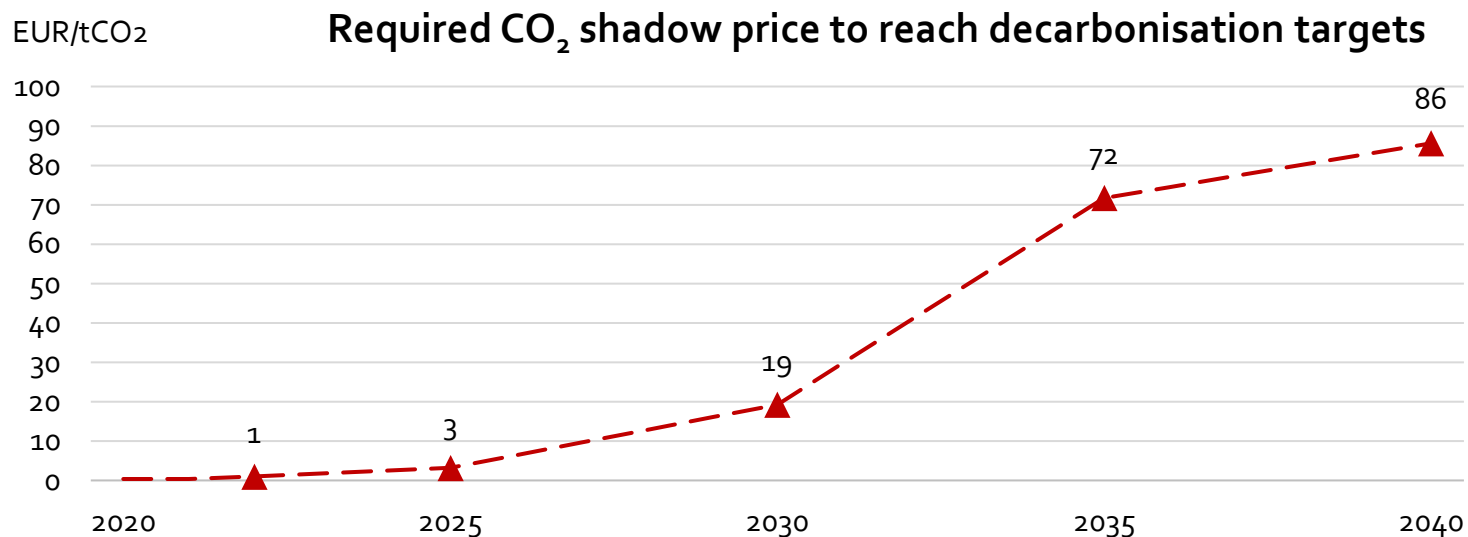


Source: own illustration based on Ministry of Energy and Environmental Protection of Ukraine (2020), Updated NDC, National Economic Strategy until 2030, TIMES modelling results; Note: non-CO₂ emissions are included in this graph

CO₂ emissions reduction development

- 1990-2000: sharp decline in CO₂ emissions due to economic downturn
- Since 2015: upward trend of emissions
- 2020-2030: slight reduction of CO₂ emissions to reach updated NDC target (-65% of 1990)
- 2030-2040: Emissions reduction accelerates
- 2040-2060: Further acceleration – average annual reduction to reach climate neutrality in 2060

Annex II (b): CO₂ shadow price trajectory for a least-cost NDC implementation



Source: TIMES modelling results, European Commission, Ember, Ariadne Project, Refinitiv, S&P; *constant 2021 prices

- 2030 required CO₂ shadow price similar to expected CO₂ price in China by 2030 and significantly lower than in the EU (55-190 EUR/tCO₂)
- Relatively steep increase required between 2030 and 2035
- For smoother CO₂ shadow price path until 2035, path until 2030 could be made more ambitious, e.g. up to 35 EUR/tCO₂ by 2030

Annex III (a): Climate goals & required CO₂ shadow price path shortens amortisation periods for required coal TPP retrofits

- Required retrofits
 - **Lifetime extension:** All existing TPPs were built before 1989 (except two TPP units currently under construction) so that investments in lifetime extension are necessary
 - **NERP:** Large-scale required investments in filters for SO₂, NO_x and dust
- Coal power plants face a **limited economically useful lifetime**
 - Ukraine's climate goals and commitments (2030 Updated NDC, 2060 climate neutrality) requires an increasing CO₂ shadow price path for a least-cost implementation of these targets (see previous Annex II)
 - Beyond a carbon price of ca. **33 EUR/tCO₂** (see calculations on next pages), coal TPPs fall behind combined-cycle gas turbines (CCGT) in the dispatch merit order and are thus less economical than gas power plants
 - From a dynamic least-cost perspective*, at the year this CO₂ shadow price is reached, coal TPPs should be replaced with modern gas power plants (and RES which has near-zero marginal costs and rapidly falling capital investment costs)

* Since the carbon price would have to increase further in the following years, making coal TPPs even less economical from that point onwards.

Annex III (b): Determining the merit order switch between coal & gas

At what CO₂ shadow price (and thus, in what year) will coal units (TPP) and natural gas units (CCGT*) switch their positions in the dispatch merit order, as marginal electricity production costs of coal-TPP surpass CCGT?

- We calculate marginal electricity production costs for both technologies under different fuel price scenarios and CO₂ shadow prices (see graph on following page)

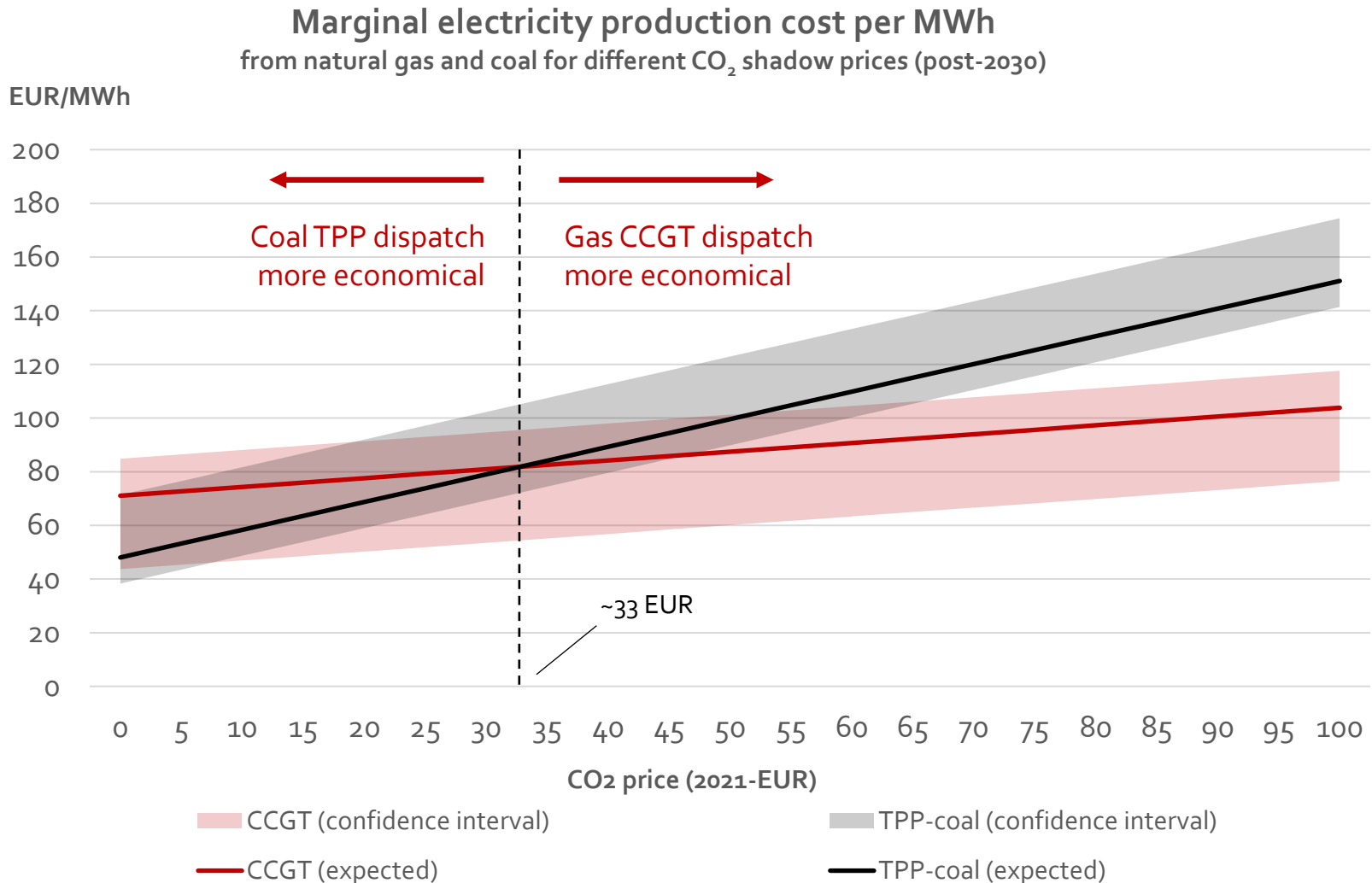
* as the comparable technology for a load-following generation technology

Technology and fuel price scenario		Fuel price (2021-EUR/MWh**)	Efficiency	Variable O&M (2021-EUR/MWh**)	CO ₂ content (tCO ₂ /MWh**)
TPP (coal)	cheap coal	11.8	0.33	2.6	0.34
	projected coal	15			
	expensive coal	22.7			
CCGT (natural gas)	cheap gas	25.3	0.61	2.2	0.2
	projected gas	42			
	expensive gas	50.4			

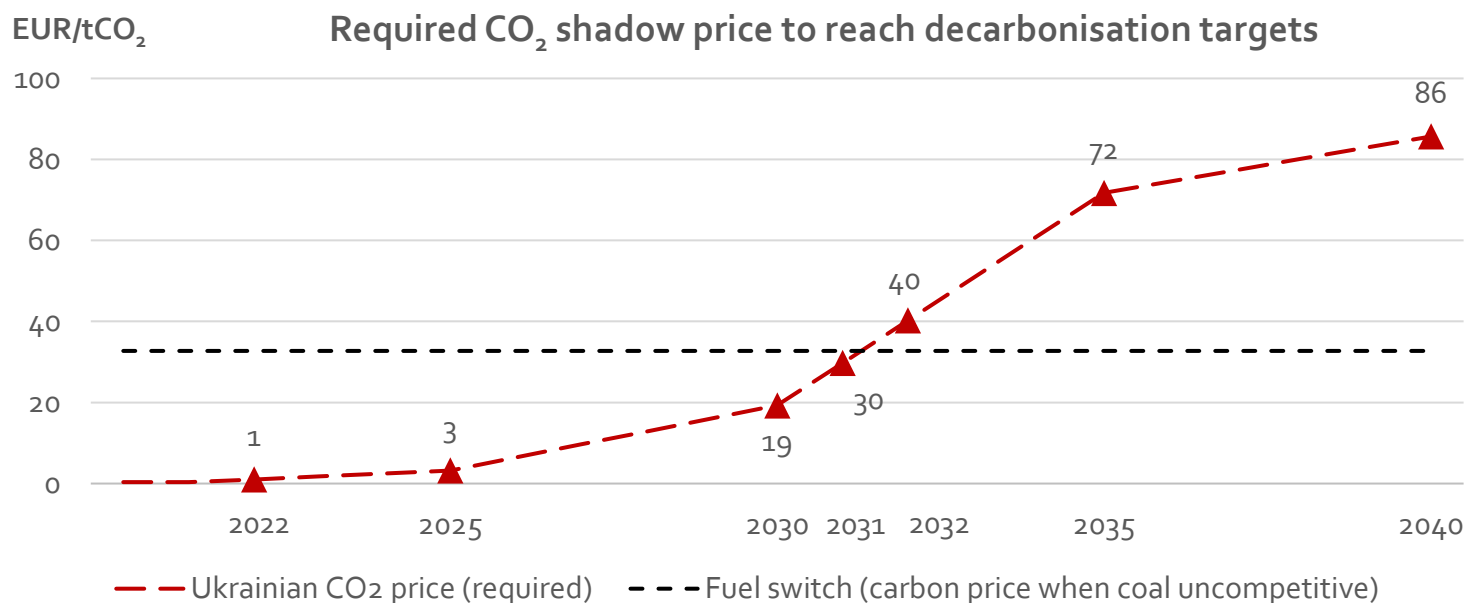
**CO₂ content and fuel price is per MWh-thermal, variable O&M is per MWh electric

Source: JRC, Heat Roadmap Europe

Annex III (b): Determining the merit order switch between coal & gas



Annex III (b): Determining the merit order switch between coal & gas



Source: TIMES modelling results, European Commission, Ember, Ariadne Project, Refinitiv, S&P; *constant 2021 prices

- Coal TPPs are expected to be uneconomical after 2031/2032
- Annuity for retrofits (lifetime extension & filters) for coal TPPs needs to be calculated for a **shortened amortisation period** (from the year of retrofit until incl. 2031)

Annex IV (a): Overview of Ukrainian TPPs

Status of TPP units		Capacity in GW	Units	Average age in years	Description
NERP – Annex III		12.6	47	52	TPPs receive SO ₂ , NO _x and/or dust filter
Opt-out (Annex IV A1, A2 and B)	20,000 hours until 2023	0.9	5	55	Between 2018 and end-2023, TPPs are allowed to operate 20,000 hours and are then decommissioned and replaced with coal-fired generation
	40,000 hours until 2033	3.3	13	55	Between 2018 and end-2033, TPPs are allowed to operate 40,000 hours and are then decommissioned and replaced with coal-fired generation
	40,000 hours until 2033 (gas-fired TPPs)*	5.4	8	46	Between 2018 and end-2033, TPPs are allowed to operate 40,000 hours and are then decommissioned
New TPP units**		0.7	2	0	TPPs are currently being built
Total		22.9	75		

* Gas-fired TPP were rarely in operation in previous years

** Slovyansk TPP 6a and b completed by 2023/2024

Annex IV (b): Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
CCGT	-	Greenfield	100	93.3	14.2	142
OCGT	-	Greenfield	100	61.0	9.4	94
Dobrotvorska TPP	5	Unknwon	100			
	6	Unknown	100			
	7	NERP	150	100.5	38.1	254
	8	NERP	160	107.2	39.1	248
Ladyzhynska TPP	1	NERP	300	201.1	85.0	283
	2	NERP	300	201.1	81.3	271
	3	NERP	300	201.1	100.1	334
	4	NERP	300	201.1	76.2	254
	5	NERP	300	201.1	76.2	254
	6	NERP	300	201.1	76.2	254
Trypilska TPP	1	NERP	300	201.1	88.1	294
	2	NERP	325	217.8	102.9	317
	3	NERP	300	201.1	95.0	317

Annex IV (b): Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
Trypilska TPP	4	NERP	300	201	76	254
	5	40k hours 2033 (gas)	300	-	-	-
	6	40k hours 2033 (gas)	300	-	-	-
Kurakhivska	3	NERP	200	134	55	274
	4	NERP	210	141	53	254
	5	40k hours 2033	222	393	172	776
	6	40k hours 2033	225	399	175	776
	7	40k hours 2033	225	399	175	776
	8	NERP	225	116	48	213
	9	NERP	225	151	56	248
Luganska TPP	9	NERP	200	134	52	264
	10	NERP	210	141	62	294
	11	NERP	200	115	46	228
	12	Offline	175	-	-	-
	13	NERP	210	108	45	213
	14	NERP	200	134	51	254

Annex IV (b): Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
Luganska TPP	15	NERP	200	115	46	228
	TEG 4	Offline	100	-	-	-
Slovyanska TPP	3	Unknown	80			
	4	Offline	80	-	-	-
	7	NERP	720	483	183	254
	6a	Greenfield	330	585	130	395
	6b	Greenfield	330	585	141	426
Vuhlehirska TPP	1	NERP	300	201	95	317
	2	NERP	300	201	95	317
	3	NERP	300	201	84	279
	4	NERP	300	201	78	258
	5	40k hours 2033 (gas)	800	-	-	-
	6	40k hours 2033 (gas)	800	-	-	-
	7	40k hours 2033 (gas)	800	-	-	-

Annex IV (b) Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
Zmiyivska TPP	1	NERP	175	117	55	317
	2	NERP	175	117	56	320
	3	40k hours 2033	180	319	140	776
	4	40k hours 2033	180	319	140	776
	5	40k hours 2033	190	337	147	776
	6	40k hours 2033	185	328	144	776
	7	NERP	290	194	82	283
	8	NERP	325	218	108	334
	9	NERP	280	188	91	325
	10	NERP	290	194	96	330
Kryvorizka TPP	1	NERP	315	211	83	263
	2	40k hours 2033	300	532	233	776
	3	NERP	300	201	92	306
	4	NERP	300	201	76	254
	5	40k hours 2033	282	500	219	776
	6	Offline	282	-	-	-

Annex IV (b): Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
Kryvorizka TPP	7	Offline	282	-	-	-
	8	40k hours 2033	282	500	219	776
	9	Offline	282	-	-	-
	10	NERP	300	201	79	262
Prydniprovksa TPP	7	40k hours 2033	150	266	116	776
	8	40k hours 2033	150	266	116	776
	9	40k hours 2033	150	266	116	776
	10	40k hours 2033	150	266	116	776
	11	NERP	310	208	81	262
	12	Offline	285	-	-	-
	13	Offline	285	-	-	-
	14	Offline	285	-	-	-
Zaporizka TPP	1	NERP	325	198	79	244
	2	NERP	300	201	76	254
	3	NERP	325	218	85	261
	4	NERP	300	201	76	254

Annex IV (b): Annuity calculation for fossil generation technologies

Power plant	Unit	Status	Capacity in MW	Capex in EUR m	Capex annuity In EUR m	Annuity per kW in EUR
Zaporizka TPP	5	40k hours 2033 (gas)	800	-	-	-
	6	40k hours 2033 (gas)	800	-	-	-
	7	40k hours 2033 (gas)	800	-	-	-
Burshtynska TPP	1	20k hours 2023	195	345	151	776
	2	20k hours 2023	185	328	143	776
	3	20k hours 2023	185	328	143	776
	4	20k hours 2023	195	346	151	776
	5	40k hours 2033	215	381	166	776
	6	20k hours 2023	195	346	151	776
	7	40k hours 2033	206	365	159	776
	8	NERP	195	131	51	262
	9	NERP	195	131	49	254
	10	NERP	210	141	52	249
	11	NERP	195	131	53	274
	12	NERP	195	131	60	254

Annex V: Installed capacity (table)

in MW	2021	Current policies	LCU Target (nuclear)	UE Baseline	UE Target	SAEE RES strategy until 2030
Nuclear	13,835	16,055	16,055	16,055	16,055	
TPP	21,842	7,500	-	3,130	3,280	
OCGT	-	-	5,141	150	1,450	1350
CCGT	-	-	2,701	-	2,200	
Biofuel	200	1,500	212	820	1,817	1,500
Wind	1,529	3,778	9,554	4,900	6,000	4,700 (onshore), 300 (offshore)
Solar	6,283	8,173	8,173	6,300	9,894	7,000
Big Hydro (dams)	4,663	4,663	4,663	4,952	4,952	
Small hydro	364	366	182			
CHP	4,059	4,059	4,367	3,000	3,000	
PSP	1,488	2,562	2,660	2,287	2,287	
Battery	-	-	-	214	740	640

Annex VI: Considerations for heat sector

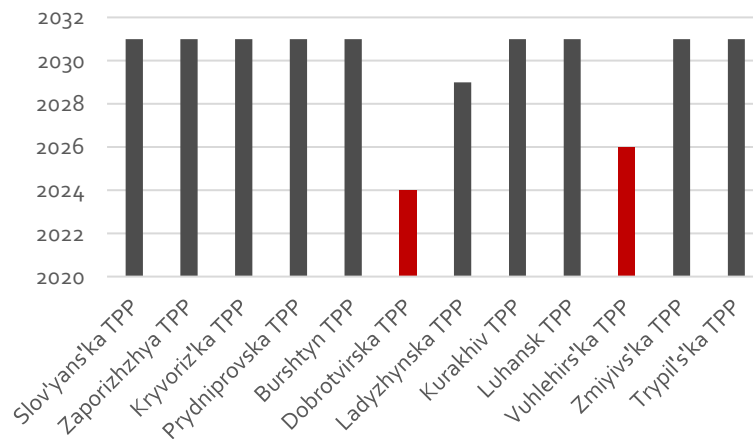
Decarbonising the electricity sector directly affects the heat sector

- Around 4.4 GW of installed capacity provides heat
 - 4.1 GW CHP capacity – no change in our calculations (exogenously included)
 - 2.8 GW TPP capacity (supplying waste heat to satellite cities) – are phased out by 2032 at the latest
- As TPPs supplying heat to satellite cities are phased out starting in 2024 (see graph below) they should be **urgently replaced** with new modern heat plants, e.g. new CHP
 - Since TPPs are oversized for heat supply, 0.3 GW new CHPs are enough to replace heat provision for satellite cities
 - We assume 0.3 GW new gas CHPs, but could potentially build biomass CHPs instead
 - We also assume retrofits of the existing old CHP fleet, however, more analysis of CHP retrofits vs. replacement is needed

➤ **Decarbonisation of the heat sector goes beyond the scope of this work, should be analysed in a separate study**

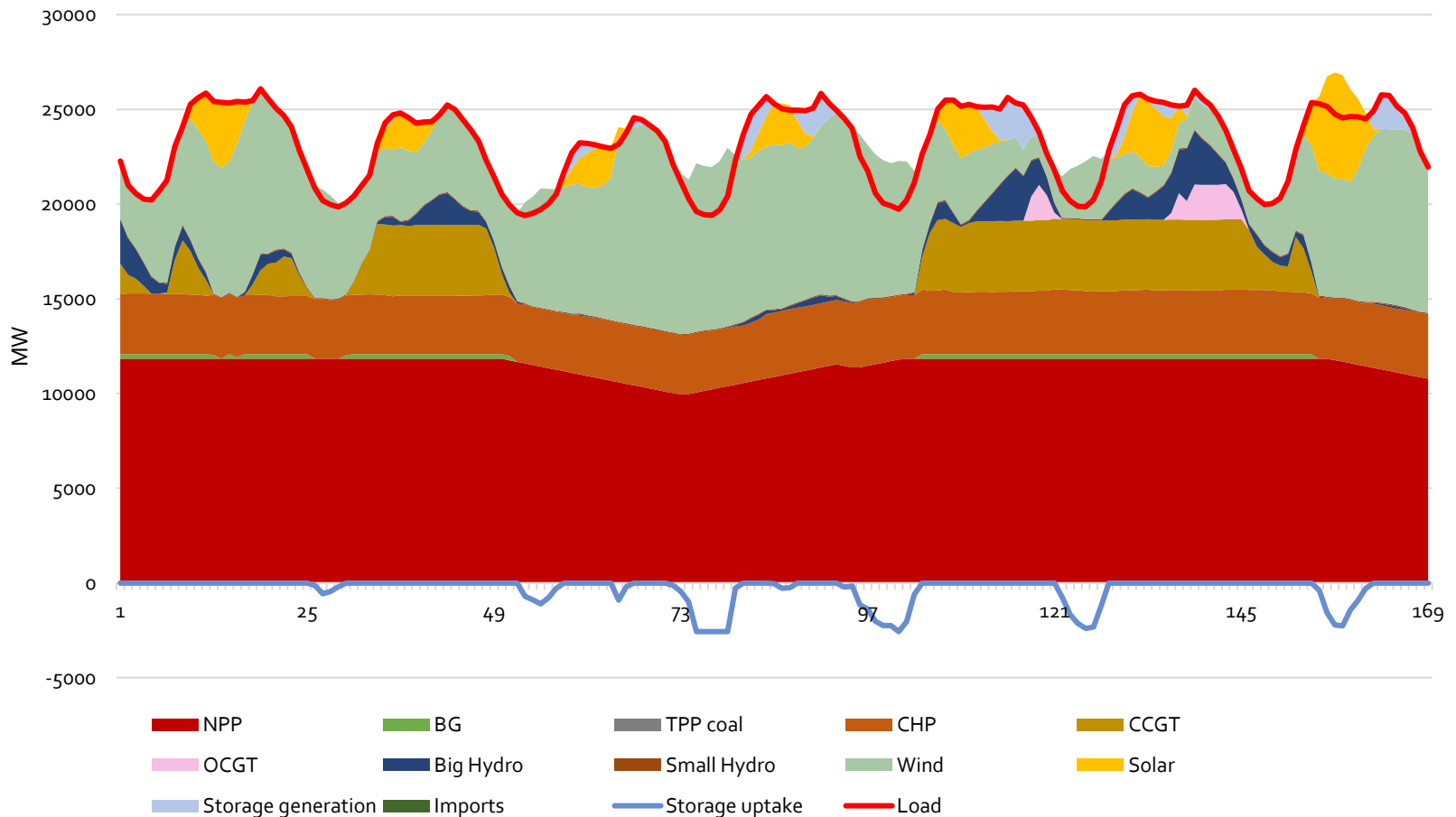
- Biomass and biogas CHP plants
- Heat pumps (electrification)
- Energy efficiency

Last year of operation of TPP units supplying heat

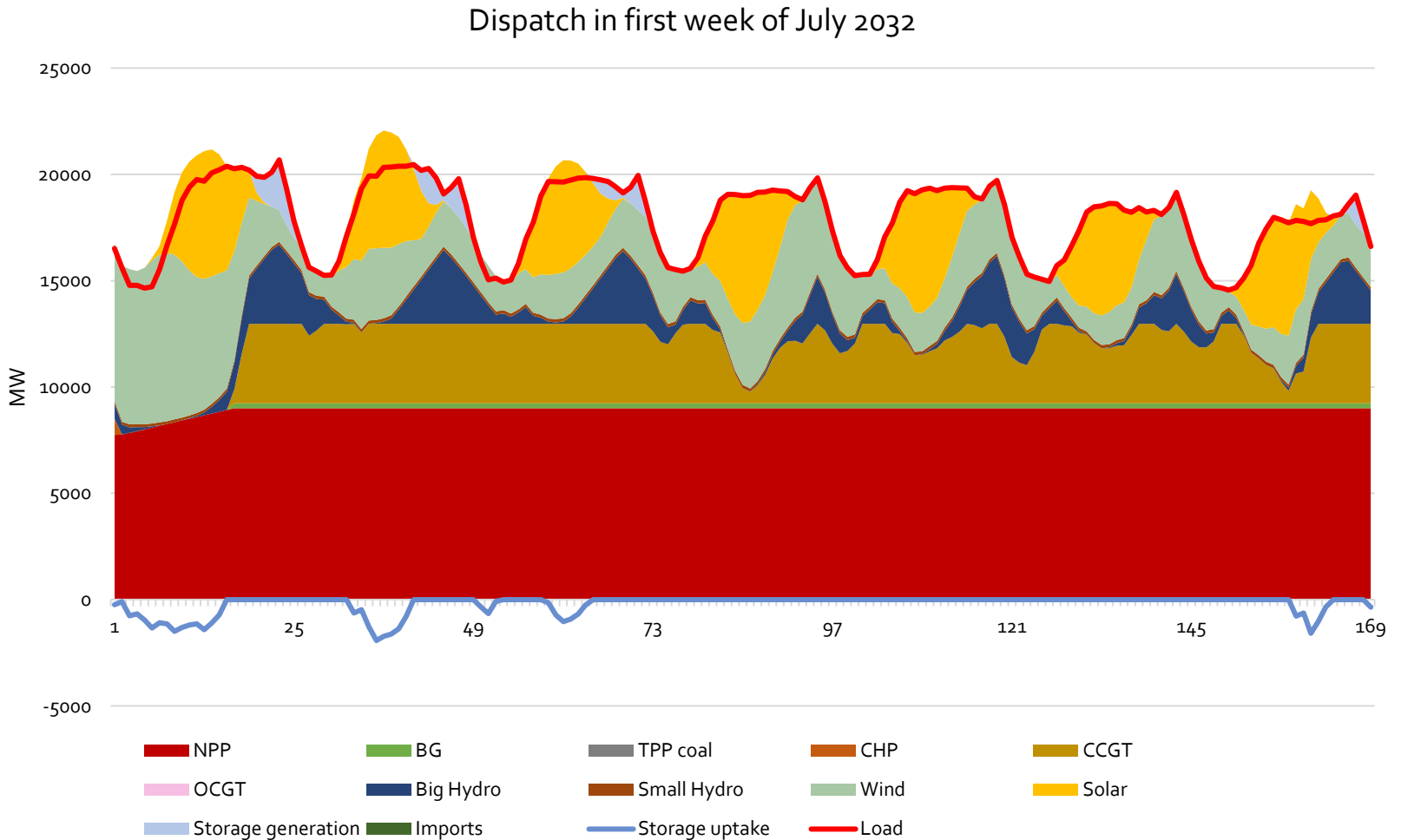


Annex VII (a): Dispatch – LCU Target Scenario (representative winter week)

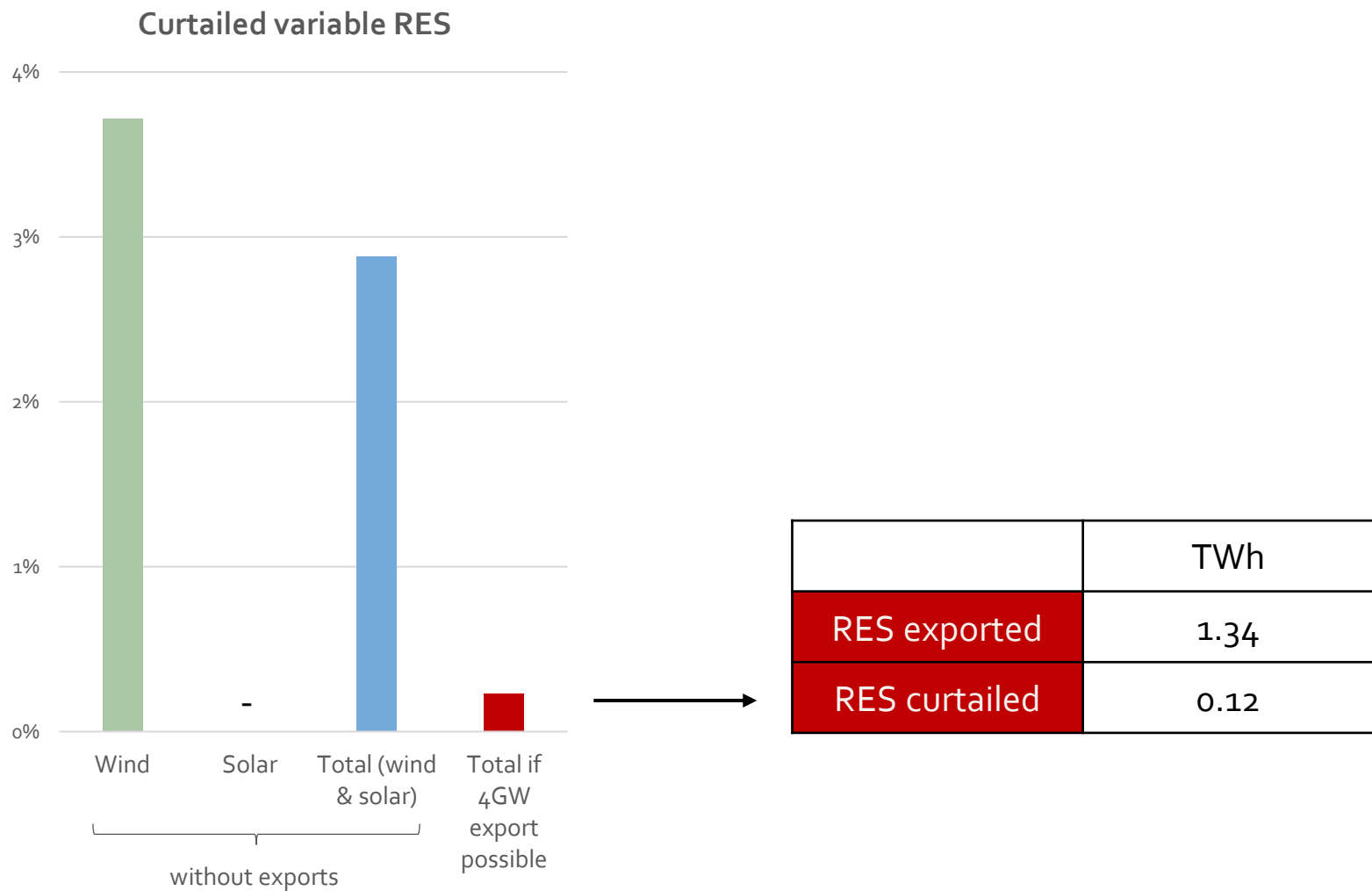
Dispatch in first week of February 2032



Annex VII (b): Dispatch – LCU Target Scenario (representative summer week)



Annex VII (c): Curtailment – LCU Target Scenario



Annex VIII: TPP Phase-out trajectory in Ukrenergo Target scenario

