

Amendment of the Day Ahead Auction Record Keeping Guideline

Consultation Paper and Questionnaire

April 2023



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Summary

This consultation paper invites stakeholders to make written submissions on proposed amendments to the Day Ahead Auction (DAA) Record Keeping Guideline.

The purpose of the changes is to improve the quality of information received in accordance with the Guideline, and to aid facility operator and transportation facility user compliance with the National Gas Rules (NGR) and the National Gas Law (NGL).

To facilitate the AER's oversight of the DAA:

- facility operators are required to keep specified nomination, renomination and scheduling data and information for specified facilities,¹ and
- transportation facility users (shippers) must make, maintain and keep a contemporaneous record of material renominations (renomination records) of firm and auction services for those specified facilities.

The proposed amendments to the Guideline consist of:

- amendments to how facility operators and shippers routinely report data and information to the AER,
- minor wording changes for clarity and consistency, and
- new explicit references to the AER's market conduct monitoring roles, self-reporting guidelines and enforcement options available to the AER.

Submissions must be lodged via email by 5 PM, 12 May 2023 to

<u>AERGasMarketsPipelineCapacityTrading@aer.gov.au</u> with the following email subject: Day Ahead Auction Record Keeping Guideline Consultation. Submissions received will be made available on the AER website (www.aer.gov.au), subject to a claim of confidentiality.

All enquiries should be addressed to Jeremy Graham at jeremy.graham@aer.gov.au.

¹ The facilities are specified under the NGR in AEMO's transportation service point register - <u>https://www.aemo.com.au/_/media/files/gas/pipeline-capacity/2019/transportation-service-point-register-march-2020.pdf?la=en</u>

1. Purpose

- 1.1. This consultation paper seeks submissions on proposed amendments to the DAA Record Keeping Guideline.
- 1.2. The AER is empowered under clauses 665(3) and 666(5) of the NGR to develop and publish Nomination and Scheduling Guidelines and Renomination Records Guidelines (together, "Record Keeping Guideline" or "Guideline").
- 1.3. The purpose of the DAA Record Keeping Guideline is to create binding, enforceable obligations on auction facility operators (facility operators) and shippers to make and maintain nomination, scheduling and rescheduling records.
- 1.4. On 29 November 2019, the AER published the initial DAA Record Keeping Guideline which came into effect on 1 March 2019.
- 1.5. Clauses 665(3) and 666(5) of the NGR allow the AER to make amendments to the Guideline from time to time in accordance with the requirements of the NGR.
- 1.6. This consultation paper provides a summary of proposed amendments to the initial DAA Record Keeping Guideline.
- 1.7. The changes presented in this paper are a combination of ones that stakeholders have raised with us, or that we have identified.
- 1.8. The purpose of our proposed amendments to the Guideline is to set out obligations on facility operators and shippers more clearly to improve the quality of information received in accordance with the Guideline, and to aid compliance with the NGR and the NGL.

2. Background

- 2.1. The Day Ahead Auction plays an important role in sustaining an efficient gas market by giving market participants access to contracted but unused transport capacity. By counteracting contractual congestion the Auction makes it easier for gas suppliers to make gas available to users. The Day Ahead Auction Record Keeping Guideline is designed to make clear market participants obligations to keep records. Following the guideline gives market participants assurance that they are compliant with those obligations. Moreover, accurate, comprehensive and consistent record keeping allows the AER to monitor participant conduct and ensure the orderly functioning of the auction.
- 2.2. The AER's general functions and powers, in respect of monitoring and enforcement of compliance with the NGR and the NGL, are outlined in section 27 of the NGL.
- 2.3. Our functions for the DAA include:
 - monitoring that facility operators for an auction facility ensure that terms and conditions for use of an action service provided by means of an auction facility, and the scheduling process for the auction facility, give effect to the auction service priority principles in rule 651.²
 - Monitoring auction day-ahead nominations, renominations and activity in the capacity auction to ensure that transportation service providers, auction participants and shippers comply with the DAA market conduct and nomination rules;³
 - monitoring auction participant activities in connection with the capacity auction to ensure auction participants:
 - (a) comply with all applicable laws relevant to the performance of their obligations;
 - (b) do not act fraudulently, dishonestly or in bad faith; and

² NGR, cl.650(2)

³ NGR, cl. 664(1).

(c) do not engage in any conduct with the intent of distorting or manipulating prices (including reported prices) or the outcomes of the capacity auction or misleading any person.⁴

- monitoring transportation service provider conduct to ensure compliance with the requirement to not engage in any conduct with the intent of distorting or manipulating prices in the capacity auction.⁵
- monitoring shipper nominations and renominations to ensure that they are not false, misleading or likely to mislead.⁶
- monitoring compliance with other parts of Part 25 of the NGR including submission of data and information in accordance with the Part 24 information standard and adherence to the auction service priority principles.⁷
- 2.4. To facilitate oversight of the DAA, facility operators and shippers are required to keep specified nomination, renomination and scheduling data and information. Shippers must make, maintain and keep a contemporaneous record of material renomination (renomination records) of firm and auction services.
- 2.5. The AER was required to publish the initial DAA Record Keeping Guideline before commencement of the Day Ahead Auction in March 2019 and while the AER consulted on the requirements at the time, it was recognised that further changes might be required with practical experience.
- 2.6. The AER has routinely engaged with facility operators on the records they submit monthly, in some cases leading to changes to how data has been presented to better comply with the Guideline. This ongoing engagement has assisted to reduce the burden on shippers whereby the AER has been able to better identify relevant shipper renominations.
- 2.7. Since 2019, the AER has conducted four separate ad-hoc industry-wide shipper requests for renomination records. Matters raised through these

⁴ NGR, cl. 661(1).

⁵ NGR, cl. 661(2).

⁶ NGR, cl. 663(1).

⁷ The auction service priority principles are set out in the NGR in clause 651.

processes form the basis for most of the proposed amendments to the Guideline noted below.

3. Proposed amendments to the Guideline

- 3.1. The details, impact and rationale behind the amendments to the Guideline are shown below in Table A and Table B.
- 3.2. In addition to the amendments outlined below, a number of minor changes have been made to the Guideline for clarity and consistency. These include further guidance and examples to clarify data and information that must be submitted.
- 3.3. The AER must have specific regard to clauses 665(4)(b) and 666(6)(b) of the NGR which require the AER to balance the costs likely to be incurred by facility operators and shippers in complying with the proposed amendments to the Guideline. This is reflected by the level of discretion given to facility operators and shippers in how information and data can be recorded provided that the mandatory information required is kept.
- 3.4. Schedule 1 of this consultation paper provides an indication of how information can be captured in nomination and scheduling records and is unmodified from Schedule 1 in the current DAA Record Keeping Guideline. Schedule 2 provides examples for how contemporaneous records may be reported, and has additional renomination reason categories.

Amendment	Impact	Rationale		
	General Amendments			
Clearer requirement for time to be expressed in 24-hour format	Facility operators and shippers <u>must</u> express time in 24-hour format when recording information and data.	The clearer requirement for the time to be expressed in a 24-hour format comes from instances of shippers forgetting this requirement and providing a 12-hour format time.		

Table A: Amendments that will impact routine requirements

Amendment	Impact	Rationale							
	Shippers								
Provision of contemporaneous records (pg. 13 of the Record Keeping Guideline)									
Clarification of the time when the event(s) or other occurrence(s) took place that led to the renomination (HHMM1) and the time when the shipper became aware of the event(s) or other occurrence(s) (HHMM2)	The time must be expressed in 24-hour format. The decision to renominate may be a decision which occurs over time in response to a number of changes and therefore the reporting of a time range may be common in this situation. However, where there is a delay between the event which has led to a renomination being required (HHMM1) and the time the shipper became aware of that event (HHMM2), it is important that this information is accurately recorded.	Further clarification on what time should be recorded for HHMM1 and HHMM2. There have been instances of shippers recording the time that they first became aware (HHMM2) as being the same time as the time of the event which has led to a renomination being required (HHMM1) despite there being a delay between the two.							
Addition of a <u>record creator reporting</u> <u>field</u>	Obligates shippers to record the name of the individual who made or who is responsible for the accuracy of the contemporaneous record.	This proposed obligation aims to strengthen record creator accountability to ensure that contemporaneous records are verifiable and accurate.							
Addition of a <u>record timestamp</u> reporting field	Obligates shippers to record the time (in 24-hour format) and date for which the contemporaneous renomination record is created.	There have been instances of shippers potentially creating contemporaneous records on request which is <u>non-compliant</u> with the NGR ⁸ and the Guideline.							
	The time, in 24-hour format: HH:MM. The time should be in Australian Eastern Standard Time.								

⁸ NGR, cl. 666(1).

Amendment	Impact	Rationale		
	The date expressed as: day-month-year (DD/MM/YYYY) This reporting field should be expressed as: HH:MM, DD/MM/YYYY.	A record timestamp will allow the AER to ensure that the record was made at the same time or very shortly after, the material renomination.		
Two additional category field options (MA and EO) for <u>category reporting</u> <u>field</u>	Shippers are able to identify the category field option that best describes the reason for renomination. The additional category fields are:	Additional category fields will allow shippers to better match their reason for renomination with the available categories.		
	 MA: market change due to action taken by AEMO, including an AEMO direction, AEMO event or AEMO market notice. 	Shippers have provided feedback that there has been an increase in the number of material renominations due to AEMO action. Shippers have also noted multiple instances of third parties making a mistake, that resulted in a material renomination.		
	• EO: errors made by third parties that result in a renomination. For example, where a customer provides incorrect information to a shipper.			
	The reasons listed under these categories are not exhaustive.			
Requirement to record the delivery and receipt point of the transportation service in the transportation service field	Obligates shippers to record the delivery and receipt point of the transportation service that relates to the renomination.	This proposed requirement may assist shippers in locating records. This will also assist the AER in identifying whether the material renomination relates to either a receipt point quantity or delivery point quantity (or both).		
Requirement to include detailed information in the <u>description reporting</u> <u>field</u>	Obligates shippers to provide a verifiable description of the events or occurrences that explain the renomination. This must include:	Many participants have requested clarification on the amount of detail that is required in the description reporting field.		

Amendment	Impact	Rationale		
	 Background/context explaining the events that led to the <i>renomination</i>; Reason for <i>renomination</i> and why the specific category field option was chosen; and If applicable, any other further guidance on the reason for <i>renomination</i>. 	In the past, the AER has had to reach out to shippers for further information about the reasons for material renomination. The proposed mandatory parameters of the description reporting field will assist the AER in verifying the reason for material renomination and ensure that there is sufficient detail to explain the renomination		

Table B: Other amendments

Amendment	Impact	Rationale		
Clarification of the meaning of a <u>contemporaneous</u> renomination record	A contemporaneous renomination record is to be made at the same time or very shortly after, the material <i>renomination</i> . A contemporaneous renomination record must be made for each material renomination.	There have been instances of shippers potentially creating contemporaneous records on request which is <u>non-compliant</u> with the Guideline.		
Reference to self-reporting of identified breaches	Where facility operators and shippers have identified potential breaches of the Guideline or potential breaches of the NGR, they should submit voluntary self-reports to the AER ⁹ .	The AER has published a <u>Compliance and</u> <u>Enforcement Policy</u> explaining our approach to promoting compliance with obligations under the National Electricity Law, National Gas Law, National Energy Retail Law and the respective Rules and Regulations. It also provides guidance on how we respond to potential breaches and the factors we consider when deciding whether to take enforcement action.		
Information about the AER data portal	The AER has published a user guide ¹⁰ which outlines the steps that facility operators must take when submitting information via the AER data portal. Facility operators are encouraged to use the user guide when submitting information via the AER data portal.	The AER data portal has been developed to streamline monthly submission of pipeline nominations.		

⁹ <u>https://www.aer.gov.au/wholesale-markets/compliance-reporting/guidance-note-submitting-wholesale-energy-self-reports-to-the-aer</u>

¹⁰ <u>https://www.aer.gov.au/system/files/Pipeline%20Nominations-Portal-Guide.pdf</u>

Amendment	Impact	Rationale		
Additional detail when referencing AER functions in the DAA (pg. 5 of the Record Keeping Guideline)	No impact on provision of nomination and scheduling records and contemporaneous records to the AER.	Proposed addition to the Guideline for clarity and consistency.		
Deletion of transitional obligations (pg. 8 of the Record Keeping Guideline)	There are no longer any transitional obligations on facility operators to provide for the separate identification of:	Transitional obligations are no longer applicable because the transitional period has passed.		
	 each transitional firm quantity and the market generating unit to which the transitional firm quantity was supplied; and 			
	b. any <i>renomination</i> of the <i>transitional firm service</i> that occurred after the <i>nomination cut-off</i> that reduced the <i>transitional firm quantity</i> , or resulted in a part of the <i>transitional firm quantity</i> used in the calculation of an auction quantity limit.			

4. Consultation process

- 4.1. This consultation paper invites stakeholders to submit written submission on the proposed amendments to the DAA Record Keeping Guideline.
- 4.2. These submissions must be lodged via email by **5 PM**, **12 May 2023** to <u>AERGasMarketsPipelineCapacityTrading@aer.gov.au</u> with the following email subject: Day Ahead Auction Record Keeping Guideline Consultation.
- 4.3. Submissions received will be made available on the AER website (www.aer.gov.au), subject to a claim of confidentiality. We prefer that all submissions be publicly available to facilitate an informed and transparent consultative process. Submissions will be treated as public documents unless otherwise requested. Parties wishing to submit confidential information should:
 - Clearly identify the information that is the subject of the confidentiality claim; and
 - Provide a non-confidential version of the submission in a form suitable for publication.

For further information regarding our use and disclosure of information provided to us, see the <u>ACCC/AER Information Policy</u> (June 2014).

- 4.4. To assist stakeholders in providing feedback, a response template is provided at Attachment A. Stakeholders are strongly encouraged to use the response template however should not feel obliged to answer each question. Stakeholders can also choose to provide feedback outside of the template.
- 4.5. This consultation will inform the AER draft decision and final decision on the amendments to the DAA Record Keeping Guideline. The consultation timeframes are outlined in Table C below.

Table C: Consultation process stages

Process stage	Dates*
Publication of Consultation Paper	13 April 2023

Closing date for submissions in response to the Consultation Paper	12 May 2023		
Publication of Draft amendments to the DAA Record Keeping Guideline	Potentially in June 2023		
Closing date for submissions in response to the Draft amendments to the DAA Record Keeping Guideline	Potentially in July 2023		
Publication of Final amendments to the DAA Record Keeping Guideline	Potentially in August 2023		

*Please note that these times and dates are subject to change.

4.6. All enquiries should be addressed to Jeremy Graham at <u>Jeremy.graham@aer.gov.au</u>.

Shipper name	Auction facility	Gas day	Nomination Time (AEST)	Transportation service	Receipt Point location	Delivery point location	Nomination (GJ)*	Scheduled Qty (GJ)	Renomination Count
Shipper 1	ABC Pipeline	DD/MM/YYYY	DD/MM/YYYY HH:MM	Firm - FH	X Receipt Point	X Delivery Point	x	x	0
Shipper 1	ABC Pipeline	DD/MM/YYYY	DD/MM/YYYY HH:MM	Backhaul	X Receipt Point	X Delivery Point	х	х	0
Shipper 1	ABC Compression	DD/MM/YYYY	DD/MM/YYYY HH:MM	Compression	X Receipt Point	X Delivery Point	x	х	0
Shipper 1	ABC Pipeline	DD/MM/YYYY	DD/MM/YYYY HH:MM	TFSR	X Receipt Point	X Power Station	x	х	0
Shipper 1	ABC Pipeline	DD/MM/YYYY	DD/MM/YYYY HH:MM	As available	X Receipt Point	X Delivery Point	x	х	0
Shipper 1	ABC Pipeline	DD/MM/YYYY	DD/MM/YYYY HH:MM	Auction service	X Receipt Point	Y Power Station	x	х	0
Shipper 2	XYZ Pipeline	31/03/2019	29/03/2019 14:56	Firm - FH	X Receipt Point	X Delivery Point	10 000	15 000	2
Shipper 2	XYZ Pipeline	31/03/2019	30/03/2019 09:04	Firm - FH	X Receipt Point	X Delivery Point	20 000	15 000	2
Shipper 2	XYZ Pipeline	31/03/2019	31/03/2019 11:20	Firm - FH	X Receipt Point	X Delivery Point	15 000	15 000	2
Shipper 3	ABC Pipeline	31/03/2019	30/03/2019 HH:MM	TFSR	X Receipt Point	X Power Station	x	Y	1
Shipper 3	ABC Pipeline	31/03/2019	31/03/2019 HH:MM	TFSR	X Receipt Point	X Power Station	γ	γ	1

Schedule 1: Form of nomination and scheduling records for facility operators

*Do not include all requested nominations, only nominations that have been approved or scheduled

NOTE: Nominations for receipt and delivery points do not need to be reported in a single row

Schedule 2: Form of renomination records for shippers

Record Creator	Record timestamp (AEST)	Category		Gas day	Time of event (AEST)	Time shipper noticed (AEST)	Auction Facility	Transportation Service ¹¹	Description/reason(s) for renomination
Name	HH:MM DD/MM/YYYY	Ρ	Plant or physical change	DD/MM/YY YY	DD:MM HH:MM1	DD:MM HH:MM2	EGP	Auction Delivery Point Receipt Point	 Background/context: Longford supply constrained at HH:MM on DD/MM/YYYY. Reason for renomination and category: Longford supply constrained affecting deliveries to NSW. Plant or physical change category as change directly impacted flows on pipeline X. Further guidance (if applicable): N/A
Name	HH:MM DD/MM/YYYY	Μ	Market Change	DD/MM/YY YY	DD:MM HH:MM1	DD:MM HH:MM2	MAPS	Firm – FH Delivery Point Receipt Point	 Background/context: Ambient temperature hotter than forecast more GPG required at XX PS Reason for renomination and category: Additional demand for gas from GPG customers. Market change category as additional demand driven by external factor of change in forecast weather. Further guidance (if applicable): The GPG customer requested additional gas at HH:MM. We made the decision to make a renomination at HH:MM. The renomination was submitted at HH:MM.

¹¹ If a transportation service cannot be determined, please specify that it is undetermined. We note the obligation for a shipper to record material renominations still remains.

Name	HH:MM DD/MM/YYYY	МА	Market change identified or caused by AEMO	DD/MM/YY YY	DD:MM HH:MM1	DD:MM HH:MM2	EGP	Auction Delivery Point Receipt Point	 Background/context: AEMO threat to system security notice on 19 July 2022 directed all market participants to cease purchasing gas from the DWGM for electricity generation. Reason for renomination and category: AEMO direction influenced by rapidly depleting storage levels at the Iona storage facility. Market change caused by AEMO due to market dynamics. Further guidance (if applicable): This AEMO threat to system security will remain until 30 September 2022.
Name	HH:MM DD/MM/YYYY	E	Error	DD/MM/YY YY	DD:MM HH:MM1	DD:MM HH:MM2	MSP	Firm - FH Delivery Point Receipt Point	 Background/context: Staff previously rebid/submitted at HH:MM the incorrect amount. Reason for renomination and category: Error in previous rebid/submission. Error category as it was a mistake by staff. Further guidance (if applicable): N/A

Name	HH:MM DD/MM/YYYY	EO	Error made by third party	DD/MM/YY YY	DD:MM HH:MM1	DD:MM HH:MM2	MAPS	Firm – FH Delivery Point Receipt Point	 Background/context: Customer X made an error when submitting information to a facility transport user. They mistakenly added an extra digit to their figure. Reason for renomination and category: Error in previous rebid/submission. EO category as it was a mistake by third party X. Further guidance (if applicable): N/A
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Attachment A: Stakeholder feedback template

This template has been developed for stakeholders to provide their feedback on the proposed amendments outlined in the consultation paper, in addition to other concerns or issues that stakeholders have. The AER encourages the use of this template for submissions however stakeholders should not feel obliged to provide feedback on each question. The rationale for the proposed amendments can be found on Table A and Table B of the consultation paper.

Stakeholder details:	
Organisation: Senex Energy	
Contact name: Erin Bledsoe	
Email: erin.bledsoe@senexenergy.com.au	
Phone: 0409 877 116	
Date of submission: 17 May 2023	

Question

Stakeholder submission

General amendments that will impact routine requirements

Do you think the requirement for facility operators and shippers to	Senex does not have concerns with the proposed change. It is consistent with the arrangements in place for the National Electricity Market (NEM). Consistency with
record time in a 24-hour format is appropriate? If not please state reasons?	practices in NEM should be maintained (where it makes sense).

Amendments that will impact routine requirements – Transportation Facility Users (shippers)

2.	Do you think the proposed clarification of the time when the events(s) or other occurrence(s) took place that led to the renomination (HHMM1) and the time when the shipper became aware of the event(s) or other occurrence(s) (HHMM2) is clear and appropriate?	Senex questions the reason for this proposal - there are often multiple reasons/events that given rise to a single renomination. This means that the time recorded for "when the shipper became aware" may only reflect one event and the decision on what time to record will be dependent on the trader's judgement (as to the most material event). This raises the question of the usefulness of this information to the AER in carrying out its market monitoring and compliance and enforcement activities.
	If not, what changes to the proposed wording would you recommend?	In any event, it would be impractical to request multiple times beyond what has been suggested.
		As a general comment, the case for recording the timing "when the shipper became aware of the events" is not clear. There are clear market monitoring and compliance reasons for requiring this information for rebidding by generators in the NEM. As gas is a day ahead market, the benefit is significantly reduced and when considering the additional burden on participants, it is likely not to be net beneficial. We note this would most likely require a rule change and encourage the AER to engage in further stakeholder discussions on this.

3.	Do you think the proposed addition of a <u>record creator reporting field</u> will improve accountability when it comes to ensuring that records are accurate and verifiable? If not please indicate why not?	Senex strongly questions the reason for this - the value is unclear this would provide the AER in carrying out its marketing monitoring/compliance and enforcement functions. The obligation is on the organisation to ensure compliance across its employees and put in place controls that relate to the business. This is particularly the case for smaller businesses. In any event, this information can be provided, if necessary, through subsequent information requests if clear justification is provided.
4.	Do you think the addition of a record timestamp reporting field will improve shipper compliance to create <u>contemporaneous</u> records? If not please indicate why not?	Senex supports this as it is good practice and can then potentially track updates to a record if required.
5.	Do you think the addition of two additional category field options (MA and EO) for the <u>category reporting</u> <u>field</u> is appropriate and will allow shippers to accurately record the reason for renomination? If not please indicate why not?	Senex does not have concerns with this and notes there have been times when pipelines have requested shippers renominate against firm and/or auction services to assist in their gas balancing activities. The addition of a further category "pipeline request/direction" would be a helpful option available to shippers to track these requests (noting there is no obligation on shippers to make/keep these records).
6.	Do you think the additional requirement for shippers to record the delivery and receipt point of the transportation service that relates to the renomination is appropriate? If not please indicate why not?	Senex questions the reason for this - similar to the comments in question 2, there can often be multiple receipt and delivery points associated with a single renomination and the usefulness of this information to the AER's market monitoring and compliance and enforcement functions is unclear.

requirement to include the following information in the <u>description</u> <u>reporting field</u> offers specific clarity for the AER to verify the specific reason for material renomination and ensure that there is sufficient detail? a. Background/context explaining the events that led to the renomination;	Senex does not support this change – this is overly burdensome and impractical for shippers and extends beyond requirements in the National Electricity Rules. As a general comment, Senex believes that the Rules and other legislative instruments should set the requirement/standards and enable participants to design their compliance frameworks to manage the associated risk. We do support the AER providing helpful guidance, but not reach into prescriptive legislative requirements that should be at the discretion of shippers. While potentially in the interests of shippers to maintain this information, failure to make records should not constitute a compliance breach.
· ·	Please refer to comments above.

 9. Do you think the proposed amendments to the Guideline are proportionate and appropriate to aid facility operator and shipper compliance with the NGR and the NGL? If not, why not? 	Please refer to comments above	
 10. What are the additional costs that may be incurred by facility operators and shippers in complying with the proposed amendments? If you have identified additional costs, do you think that these costs are proportionate and appropriate? 	Please refer to comments above	
11. Do you think the proposed amendments effectively addresses the issues raised in the rationale column in Tables A and B?Are there more appropriate ways to address the issues raised in the rationale?	Please refer to comments above	

12. Do you have any additional n/a concerns and/or comments that you would like to make?