



Australian Energy Market Commission

RULE DETERMINATION

**National Electricity Amendment (Reporting of
aggregate generation capacity for MT PASA)
Rule 2018**

Rule Proponent
AEMO

24 May 2018

**RULE
CHANGE**

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About the AEMC

The AEMC reports to the Council of Australian Governments (COAG) through the COAG Energy Council. We have two functions. We make and amend the national electricity, gas and energy retail rules and conduct independent reviews for the COAG Energy Council.

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Summary

The Australian Energy Market Commission (AEMC or Commission) has made a rule that removes the requirement that the Australian Energy Market Operator (AEMO) consider network constraints when publishing aggregate generation capacity for each region in the medium-term projected assessment of system adequacy (MT PASA) under clauses 3.7.2(f)(5A) and (5B) of the National Electricity Rules (NER).

The Commission considers that the final rule improves the transparency, consistency and quality of forecasting information provided to the market and other users of MT PASA, thus supporting the efficient operation of the power system.

MT PASA involves publishing a number of outputs in addition to aggregate generation capacity. Network constraints will continue to be taken into account in other relevant outputs of the MT PASA.

The rule has been made in response to a rule change request submitted by AEMO on 21 December 2017. The expedited rule change process was used for this rule change. The Commission determined that it should make the rule as proposed.

The final rule commences on 31 May 2018.

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1 AEMO's Rule Change Request

1.1 The Rule Change Request

On 21 December 2017, the Australian Energy Market Operator (AEMO) submitted a rule change request to the Australian Energy Market Commission (AEMC or Commission) to amend the National Electricity Rules (NER) to remove the requirement to consider network constraints when publishing aggregate generation capacity for each region in the medium-term projected assessment of system adequacy (MT PASA).¹ Network constraints will continue to be taken into account in other relevant outputs of the MT PASA.

The AEMC considered the rule change as being non-controversial, and as a result, it was assessed under an expedited rule change process.

1.2 Background

1.2.1 MT PASA

The NER require that AEMO administer the PASA processes.² The PASA is the principal method of indicating to the National Electricity Market (NEM) a forecast of electricity system security and reliability for a period of up to two years. The NER require AEMO to administer the PASA for both a medium term and short term period.³ The subject of this rule change request relates to the medium term process, or MT PASA.

The MT PASA assesses the adequacy of expected electricity supply to meet demand across a two-year horizon through regular assessment of any projected failure to meet the reliability standard.⁴ The primary objective of the MT PASA is to provide sufficient information on the expected level of medium-term capacity reserve and hence allow market participants to schedule planned outages of generating units and network maintenance. AEMO also uses the MT PASA to alert the market of any days on which a low reserve condition is forecast to occur, and to seek a market response. If a market

¹ AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017. See:

<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

² Rule 3.7 of the NER.

³ Ibid. AEMO also runs a pre-dispatch PASA process even though it is not required by the NER.

⁴ Clause 3.7.2(6) of the NER. The reliability standard is set in the NER and regularly reviewed by the Reliability Panel. It expresses the level of reliability sought from the NEM's generation and transmission interconnection assets. The current reliability standard is a maximum expected unserved energy in a region of 0.002 per cent of the total energy demanded in that region for a given financial year. In other words, the reliability standard requires that there be sufficient generation and transmission interconnection in a region such that at least 99.998 per cent of forecast annual demand for electricity is expected to be supplied. See:

<https://www.aemc.gov.au/markets-reviews-advice/reliability-standard-and-settings-review-2018>

response is not forthcoming, AEMO may intervene, up to 10 weeks ahead, through the procurement of reserves using the reliability and emergency reserve trader (RERT).⁵

Inputs analysed in the MT PASA process are provided by both AEMO and market participants, including demand forecasts, network constraints, generation capacity, energy constraints, intermittent generation forecasts and planned network outages. Network constraint information is provided by AEMO in the form of known forecast network constraint information, as well as by scheduled generators and market participants, including planned outages and the availability of interconnectors.⁶

1.2.2 MT PASA redevelopment

In 2016, AEMO engaged a consultant to recommend improvements to the MT PASA process.⁷

The MT PASA process and associated rules in operation at that time were developed prior to the NEM commencing in 1998, when there was negligible intermittent wind and solar generation in the NEM and consumers were less active in managing their energy consumption. The MT PASA process used a predominantly deterministic approach for analysing inputs. The way AEMO assessed the reliability standard relied on pre-computed static minimum reserve levels to capture inter-regional reserve sharing capability, network system normal constraints, and generation forced outage probabilities. These calculations had not been updated since 2010.

The NEM now has more intermittent generation installed in the power system, a changing generation mix and consumer engagement is increasing, leading to a rise in demand-side participation.⁸ In its rule change proposal, AEMO argued that this evolution of the NEM has led to greater uncertainty in forecasting both the supply and demand sides of the NEM. This has resulted in a need to reassess the MT PASA methodology to maintain its effectiveness and thereby improve the decision making of stakeholders and AEMO.⁹

⁵ Rule 3.20 of the NER. AEMO has recently submitted two rule changes in relation to the RERT, including one to reinstate the long-notice RERT which proposes to increase the procurement lead time to nine months. See

<https://www.aemc.gov.au/our-work/changing-energy-rules/rule-changes>

⁶ For more information on the MT PASA process, see Appendix C of the Reliability Frameworks Review interim report available at:

<https://www.aemc.gov.au/markets-reviews-advice/reliability-frameworks-review>

⁷ See:

<https://www.aemo.com.au/Electricity/National-Electricity-Market-NEM/Data/Market-Management-System-MMS/Projected-Assessment-of-System-Adequacy>

⁸ AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017, p.4. See:

<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

⁹ Ibid.

As a result, in 2016, AEMO commenced a redevelopment process to assess whether the MT PASA methodology being used at that time was fit for purpose, and to elicit options for improvement.

AEMO consulted with stakeholders as part of the MT PASA redevelopment process to understand the limitations of the current methodology, the value of MT PASA information, propose alternative methodologies and solutions for implementation. As a result of the redevelopment process, a new MT PASA system was designed. This new process probabilistically assesses the risk and uncertainties of power system operation, running 1,600 Monte-Carlo simulations to reflect the operation of the NEM. It probabilistically determines whether the reliability standard is projected to be met, as opposed to using a deterministic and static reserve level.¹⁰

Implementation of the new probabilistic methodology therefore means that the MT PASA is consistent with the other processes AEMO uses to assess the reliability standard, i.e. the Electricity Statement of Opportunities and the Energy Adequacy Assessment Projection. These also use similar probabilistic methodologies. Aligning these processes creates efficiencies and improves the quality and consistency of information provided to the market.

AEMO implemented the redeveloped probabilistic MT PASA methodology on 10 May 2018.

While the new process is largely compliant with the NER, AEMO identified two clauses of the NER in relation to the MT PASA which it considers may create compliance issues for the new MT PASA process.¹¹ This is discussed in section 1.3.

1.3 Rationale for the rule change request

Clause 3.7.2 of the NER details the requirements for the administration of the MT PASA, including the requirement that AEMO publish multiple MT PASA outputs covering different aspects of the NEM. The rule change request concerns the MT PASA outputs in respect of each day described in clauses 3.7.2(f)(5A) and (5B). These clauses require AEMO to distinguish between, and separately report on, aggregate capacity in a region of scheduled generation that can and cannot be generated continuously at the PASA availability,¹² and forecast generation of semi-scheduled generating units after allowing for the impact of network constraints.¹³

¹⁰ See:
<https://www.aemo.com.au/Electricity/National-Electricity-Market-NEM/Data/Market-Management-System-MMS/Projected-Assessment-of-System-Adequacy>

¹¹ AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017, p.2. See:
<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

¹² PASA availability is defined in Chapter 10 of the NER as "the physical plant capability (taking ambient weather conditions into account in the manner described in the procedure prepared under clause 3.7.2(g)) of a scheduled generating unit, scheduled load or scheduled network service

In the rule change proposal, AEMO stated that in developing the new MT PASA methodology, the MT PASA output reports have been designed to satisfy, as far as possible, the requirements of clauses 3.7.2(f)(5A) and (5B). However, assessment of the impact of network constraints in this context is not practical, and is incompatible with the probabilistic modelling approach that has now been adopted in the redeveloped MT PASA.¹⁴

AEMO submitted that this is because whether or not a particular generator will be constrained in any given period due to network limitations depends on a number of factors. These factors include the dispatch pattern across all generators, and geographical distribution of all demand and intermittent generation including intermittent generator levels and other generation dispatch, many of which are not known when the MT PASA is published.

According to AEMO, the aggregate capacity that may or may not be constrained can no longer be calculated without making gross deterministic approximations of all of these uncertain attributes, which would be inconsistent with the sets of randomised system conditions used in the probabilistic modelling. AEMO considers that any attempt to approximate the impact of network constraints into the information published under clauses 3.7.2(f)(5A) and (5B) would risk misinforming the market and other users of the MT PASA.¹⁵

1.4 Solution proposed in the rule change request

AEMO sought to resolve the issue discussed above by proposing a rule (the proposed rule) that removes the network constraint consideration requirement from clauses 3.7.2(f)(5A) and (5B) of the NER.¹⁶

In the rule change request, AEMO stated that the removal of the network constraint consideration from these clauses would allow it to publish aggregate supply side information taking into account energy constraints in a way that is compatible with the new MT PASA system. AEMO argued that any attempt to meet the current network constraint consideration obligation devalues that information and is

available in a particular period, including any physical plant capability that can be made available during that period, on 24 hours' notice."

13 Consideration of network constraints was added to the two clauses in the NER that describe these two outputs at the request of AEMO as part of a larger rule change on the MT PASA in 2010. AEMO requested they be added to reflect what was already happening from an operational perspective at the time. See:

<https://www.aemc.gov.au/rule-changes/amendments-to-pasa-related-rules>

14 AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017, p.10. See:

<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

15 Ibid.

16 AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017, p.18. The rule change request contains the proposed deletion of the words "after allowing for the impact of network constraints" from clauses 5.7.2(f)(5A) and (5B) of the NER.

impractical.¹⁷ AEMO stated that the rule, if made, would facilitate the publication of information that better informs the planning and operational decisions participants need to make in relation to their generation and load facilities.¹⁸

AEMO stated that consultation with stakeholders during the PASA redevelopment project indicated that the value of the information reported in clauses 3.7.2(f)(5A) and (5B) would be improved by not attempting to make any approximation of the impact of network constraints in that context.¹⁹

Furthermore, in 2017, as a precursor to this rule change proposal and as part of the MT PASA redevelopment, AEMO assessed the value of the information provided in clauses 3.7.2(f)(5A) and (5B) through the Reliability Standard Implementation Guidelines (RSIG) consultation process.²⁰ It also tested whether this value would increase, and promote the national electricity objective (NEO), if published more frequently without consideration of network constraints.²¹ Based on feedback received through the consultation process, AEMO indicated in the final report and determination for the 2017 RSIG consultation that it intended to propose a rule change to report energy constrained and unconstrained information in the absence of network constraints as an alternative to the current NER obligation.²²

In its rule change request, AEMO stated that the new MT PASA system, which directly simulates power system operation, more accurately takes network constraints into account when determining reliability, and when assessing the impact of network constraints on generation dispatch and load.²³ This information, covering a range of possible but uncertain power system conditions that may become binding network constraints on dispatch of generation or load, will be reported under clause 3.7.2(f)(6)(v) of the NER. This clause requires that the MT PASA identify and quantify when and where network constraints may become binding on the dispatch of generation or load.

The rule change request, including the proposed rule, can be found on the AEMC website.²⁴

17 Ibid, p.12.

18 Ibid.

19 Ibid.

20 Ibid, p.8. The RSIG outline how AEMO will implement the reliability standard, including how it is applied in the MT PASA process. In redeveloping the MT PASA, AEMO consulted with stakeholders, including the Reliability Panel, on the necessary amendments that had to be made to the RSIG to align it with the redesigned MT PASA process.

21 Ibid.

22 AEMO, Reliability Standard Implementation Guidelines, Final Report and Determination, 15 August 2017, p. 14.

23 AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017. See:

<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

24 <https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

1.5 The rule making process

On 12 April 2018, the Commission published a notice under section 95 of the National Electricity Law (NEL) advising of its intention to commence the rule making process and consult in respect of the rule change request. A consultation paper identifying specific issues for consultation was also published under the expedited rule change process. Submissions closed on 10 May 2018.

The Commission received four submissions, which are available on the AEMC website.²⁵

The Commission considered that the rule change request was a request for a non-controversial rule as defined in section 96 of the NEL. Accordingly, the Commission commenced an expedited rule change process, subject to any written requests not to do so. The closing date for receipt of written requests was 26 April 2018, and no objections to the expedited rule change process were received.

Under an expedited process, the AEMC must publish its final rule determination within six weeks of commencement (subject to extension if warranted).

²⁵ <https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

2 Final Rule Determination

2.1 The Commission's determination

In accordance with section 102 of the National Electricity Law (NEL), the Commission has made this final rule determination in relation to AEMO's *Reporting of aggregate generation capacity for MT PASA* rule change request. In accordance with section 103 of the NEL, the Commission has determined to make the rule proposed by the rule proponent.

The Commission's reasons for making the rule and the key features of the final rule are described further in this chapter.

This chapter outlines:

- the rule making test for changes to the NER
- the assessment framework for considering the rule change request, and
- the Commission's consideration of the final rule against the national electricity objective.

Further information on the legal requirements for making this final rule determination is set in Appendix B.

2.2 Rule making test

2.2.1 Achieving the national electricity objective

Under section 88(1) of the NEL the Commission may only make a rule if it is satisfied that the rule will, or is likely to, contribute to the achievement of the NEO. This is the decision making framework that the Commission must apply.

The NEO is as follows:²⁶

“to promote efficient investment in, and efficient operation and use of, electricity services for the long term interests of consumers of electricity with respect to:

- (a) price, quality, safety, reliability and security of supply of electricity;
and
- (b) the reliability, safety and security of the national electricity system.”

²⁶ Section 7 of the NEL.

2.2.2 Northern Territory legislative considerations not required

From 1 July 2016, the National Electricity Rules (NER), as amended from time to time, apply in the Northern Territory, subject to derogations set out in Regulations made under the NT legislation adopting the NEL.²⁷ Under those Regulations, only certain parts of the NER have been adopted in the NT.²⁸ As the proposed rule relates to parts of the NER that currently do not apply in the Northern Territory, the Commission has not assessed the proposed rule against additional elements required by Northern Territory legislation.²⁹

2.3 Assessment framework

In assessing the proposed rule, the Commission considered that the relevant aspect of the NEO is the promotion of efficient investment in and use of electricity services with respect to the reliability of the national electricity system. To determine whether the proposed rule promotes the NEO, the Commission considered the following principles:

- **Transparency and quality of information:** The provision of relevant, consistent and transparent information to parties who require and value such information to carry out their responsibilities under the NER is important in supporting the efficiency of the power system.
- **Regulatory certainty:** Clear regulatory responsibilities for AEMO when preparing the MT PASA minimises ambiguity and supports enhanced forecasting capability, thus improving reliability.

2.4 Commission's reasons

Having regard to the issues raised in the rule change request and submissions to the consultation paper, the Commission is satisfied that the final rule will, or is likely to contribute to the achievement of the NEO.

2.4.1 Transparency and quality of information

The Commission considered whether the proposed rule would support the provision of consistent and transparent information to market participants. The Commission agrees with the argument made by AEMO in its rule change proposal that the aggregate generation capacity that may or may not be subject to network constraints can no longer be calculated using the new probabilistic methodology without making

²⁷ National Electricity (Northern Territory) (National Uniform Legislation) (Modifications) Regulations.

²⁸ For the version of the NER that applies in the Northern Territory, refer to : [http://www.aemc.gov.au/Energy-Rules/National-electricity-rules/National-Electricity-Rules-\(Northern-Territory\)](http://www.aemc.gov.au/Energy-Rules/National-electricity-rules/National-Electricity-Rules-(Northern-Territory)).

²⁹ National Electricity (Northern Territory) (National Uniform Legislation) Act 2015.

gross deterministic approximations of uncertain NEM operational attributes. This approach would be inconsistent with the variable assumptions used in the probabilistic modelling that has been applied to the new MT PASA process, and as such would lead to inconsistent MT PASA outputs. In other words, the aggregate generation capacity outputs would be calculated deterministically, which would be inconsistent with the way that other MT PASA outputs are now modelled under the probabilistic methodology.

The Commission therefore agrees with AEMO that any attempt to deterministically approximate the impact of network constraints into the information published under clauses 3.7.2(f)(5A) and (5B) would reduce the transparency of the information provided through the MT PASA and risk misinforming the market and other users of the forecasts. For example, inconsistency between different MT PASA outputs could confuse participants as to what are the best periods for carrying out maintenance. The Commission considers that the final rule improves the transparency, consistency and quality of information provided to parties who require and value such information to carry out their responsibilities under the NER, thus supporting the efficiency of the power system.

2.4.2 Regulatory certainty

The Commission considered whether the proposed rule would promote regulatory certainty for NEM participants. The efficient operation of the NEM is supported by regulatory obligations that are clearly defined and understood by the parties required to meet them. While the new probabilistic process AEMO has implemented for the MT PASA is largely compliant with the NER, the requirements of clauses 3.7.2(f)(5A) and (5B) raise compliance issues for the new MT PASA process. Eliminating the consideration of the impact of network constraints from the MT PASA outputs produced under clauses 3.7.2(f)(5A) and (5B) of the NER reduces ambiguity about how AEMO will meet its regulatory obligations with regard to these clauses. This means that AEMO can consistently apply the new probabilistic methodology when producing the MT PASA. The Commission considers that the proposed rule removes regulatory uncertainty for AEMO, thus supporting enhanced forecasting capability and energy reliability.

2.4.3 Regulatory and administrative burden

The Commission considered whether the benefits of making the proposed rule outweigh the costs or risks of doing so. AEMO considered that the proposed rule would not have any adverse operational or market impacts, and that any incremental system cost will be minimal.³⁰ The Commission agrees with this assessment, and submissions to the consultation process did not identify any adverse impacts or costs of implementing the proposed rule. The effect of the final rule is that AEMO can apply

³⁰ AEMO, Reporting of aggregate generation capacity (MT PASA), rule change request, 21 December 2017, p.14. See: <https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-nt>

the probabilistic methodology being introduced for the MT PASA to all relevant MT PASA outputs, thus improving the quality of the information provided to the market through the MT PASA process. On this basis, the Commission determined that the benefits of making the proposed rule outweigh the costs and risks of doing so.

2.4.4 Submissions

The Commission received written submissions from ERM Power, InterGen Australia, Macquarie Group Limited and Alinta Energy. All four submissions were supportive of the rule change proposal to remove the requirement to include the impact of network constraints in the reporting of aggregate generation capacity for MT PASA.

All four submissions also recommended that an additional change be made to the provisions of the NER related to MT PASA to enable AEMO to publish the availability of each generating unit to remove asymmetry of information between participants.³¹ This issue and suggested amendment to the NER are outside the scope of this rule change request and are therefore not considered further in this final determination.³² The issue will, however, be considered through the forecasting and information provision work stream of the AEMC's *Reliability Frameworks Review*.

2.5 Final rule

For the above reasons, the Commission considered that AEMO's proposed rule would promote the NEO, and has determined to make a final rule. The final rule removes the requirement that AEMO take network constraints into account when reporting on the aggregate generation capacity in each region for the MT PASA.

³¹ ERM Power, Submission to the *Reporting of aggregate generation capacity for MT PASA rule change*, 3 May 2018; InterGen Australia, Submission to the *Reporting of aggregate generation capacity for MT PASA rule change*, 8 May 2018; Macquarie Group Limited, Submission to the *Reporting of aggregate generation capacity for MT PASA rule change*, 10 May 2018; Alinta Energy, Submission to the *Reporting of aggregate generation capacity for MT PASA rule change*, 11 May 2018. All four submissions are available here:

<https://www.aemc.gov.au/rule-changes/reporting-of-aggregate-generation-capacity-for-mt>

³² See the rationale for the rule change request in Section 1.3.

Abbreviations

AEMC	Australian Energy Market Commission
AEMO	Australian Energy Market Operator
MCE	Ministerial Council on Energy
MT PASA	Medium-term Projected Assessment of System Adequacy
NEL	National Electricity Law
NEO	National Electricity Objective
NER	National Electricity Rules
PASA	Projected Assessment of System Adequacy

A Legal requirements under the NEL

This appendix sets out the relevant legal requirements under the NEL for the AEMC to make this final rule determination.

A.1 Final rule determination

In accordance with section 102 of the NEL the Commission has made this final rule determination in relation to AEMO's *Reporting of aggregate generation capacity for MT PASA* rule change request. In accordance with section 103 of the NEL, the Commission has determined to make the rule proposed by the rule proponent.

The Commission's reasons for making this final rule determination are set out in section 2.4.

A copy of the final rule is attached to and published with this final rule determination. The final rule is described in section 2.5.

A.2 Power to make the rule

The Commission is satisfied that the final rule falls within the subject matter about which the Commission may make rules. The final rule falls within section 34 of the NEL as it relates to the activities of persons (including registered participants) participating in the national electricity market or involved in the operation of the national electricity system (clause (1)(a)(iii)).

A.3 Commission's considerations

In assessing the rule change request, the Commission considered:

- its powers under the NEL to make the rule
- the rule change request
- submissions received during consultation
- the Commission's analysis as to the ways in which the proposed rule will, or is likely to, contribute to the NEO

There is no relevant Ministerial Council on Energy (MCE) statement of policy principles for this rule change request.³³

³³ Under section 33 of the NEL the AEMC must have regard to any relevant MCE statement of policy principles in making a rule. The MCE is referenced in the AEMC's governing legislation and is a legally enduring body comprising the Federal, State and Territory Ministers responsible for Energy. On 1 July 2011 the MCE was amalgamated with the Ministerial Council on Mineral and Petroleum Resources. The amalgamated council is now called the COAG Energy Council.

The Commission may only make a rule that has effect with respect to an adoptive jurisdiction if satisfied that the proposed rule is compatible with the proper performance of AEMO's declared network functions.³⁴ The final rule is compatible with AEMO's declared network functions because it does not affect the performance of the functions at all.

A.4 Civil penalties

The final rule does not amend any clauses that are currently classified as civil penalty provisions under the NEL or National Electricity (South Australia) Regulations. The Commission does not recommend to the COAG Energy Council that any of the proposed amendments made by the rule be classified as civil penalty provisions.

A.5 Conduct provisions

The final rule does not amend any clauses that are currently classified as conduct provisions under the NEL or the NER. The Commission does not propose to recommend to the COAG Energy Council that any of the proposed amendments made by the draft rule be classified as conduct provisions.

³⁴ Section 91(8) of the NEL.