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Alberta Utilities Commission

## Preferential Sharing of Records Not Available to the Public

July 29, 2009



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# PREFERENTIAL SHARING OF RECORDS NOT AVAILABLE TO THE PUBLIC

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## 1 INTRODUCTION AND BACKGROUND

1. The *Fair, Efficient and Open Competition Regulation* (AR 159/2009) (FEOC Regulation) will come into force on September 1, 2009. Among other things, the FEOC Regulation establishes that market participants must not share any past, current or future price and quantity offer records made to the power pool or for the provision of ancillary services that are not available to the public. Subsections 3(1) and 3(2) of the FEOC Regulation discuss the records that are not available to the public that may and may not be shared between market participants. However, subsection 3(3) of the FEOC Regulation enables market participants to file an application with the Alberta Utilities Commission (Commission) for an order permitting the sharing of records on any terms and conditions the Commission considers appropriate.<sup>1</sup> Provisions within the FEOC Regulation provide the Commission with some guidance as to how these applications are to be addressed. A copy of the FEOC Regulation is attached as Appendix A.

2. Currently, the preferential sharing of records that are not available to the public is addressed by the Alberta Electric System Operator (AESO) in ISO rule 1.8. A copy of ISO rule 1.8 is attached as Appendix B.

3. ISO rule 1.8 enables market participants to appoint an agent to act on their behalf in respect of some or all of their power pool or ancillary service transactions. The appointment of an agent is subject to the approval of the AESO. The AESO has identified the agency arrangements that currently exist on its website<sup>2</sup> as part of its participants list.<sup>3</sup>

4. On June 26, 2009, the AESO proposed changes to ISO rule 1.8 in order to comply with the FEOC Regulation, and sought comments from stakeholders and interested parties by July 24, 2009<sup>4</sup>.

5. The Commission encourages parties to an existing arrangement to review the terms of their arrangement in order to ensure that it meets the requirements of the FEOC Regulation.

## 2 PURPOSE AND OUTLINE

6. This discussion paper outlines the following matters with respect to the preferential sharing of records regarding any past, current or future price and quantity that are not available to the public (Preferential Information Sharing):

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<sup>1</sup> The terms “market participant” and “record” are defined in the *Electric Utilities Act* (EUA). The term “shared” is defined in the FEOC Regulation.

<sup>2</sup> The list is available on the AESO website at <http://www.aeso.ca/market/8693.html>.

<sup>3</sup> ISO rule 1.10.2(a) allows market participants to request specific permission from the AESO for the preferential sharing of non-public information when the sharing is not between a market participant and its agent, or is not otherwise permitted under the ISO rules. The Commission has been advised by the AESO that there have been no requests for specific permission from market participants.

<sup>4</sup> A copy of the AESO Letter of Notice regarding proposed changes to ISO rule 1.8 is available on the AESO website at [http://www.aeso.ca/downloads/Letter\\_of\\_Notice\\_\(LI\\_FEOC\\_Reg\\_Rules\)\\_June\\_26\\_2009\(1\).pdf](http://www.aeso.ca/downloads/Letter_of_Notice_(LI_FEOC_Reg_Rules)_June_26_2009(1).pdf).

- the process and content of an application regarding Preferential Information Sharing and;
- scheduling of applications with the Commission.

7. The material presented in this discussion paper is intended to generate discussion and obtain input from stakeholders and has not been endorsed or approved by the Commission.

### **3 COMMISSION PROCESS AND MINIMUM APPLICATION REQUIREMENTS**

8. As discussed above, subsection 3(3) of the FEOC Regulation enables market participants to file an application with the Commission for an order permitting the sharing of records on any terms and conditions the Commission considers appropriate under subsection 3(3). Pursuant to subsection 3(4) of the FEOC Regulation, a market participant who makes an application to the Commission pursuant to subsection 3(3) must notify the Market Surveillance Administration (MSA) of the application. It is the choice of the MSA whether it will participate in the proceeding.

9. Subsection 3(5) of the FEOC Regulation provides specific information regarding the steps that the Commission must follow when it receives an application from a market participant regarding Preferential Information Sharing. Accordingly, the Commission staff has developed a template for Preferential Information Sharing proceedings (see Appendix C). The template illustrated in Appendix C outlines the maximum duration of the process assuming that each step is required. The development of a template is only a guide. The final determination of any hearing or other proceeding process will be determined by the Commission on a case by case basis and the Commission anticipates that information requests, MSA evidence and rebuttal evidence may not be required in many cases.

10. Commission staff, in an effort to provide guidance to market participants with respect to applications regarding Preferential Information Sharing, have listed proposed minimum filing requirements that market participants must include in their application in Appendix D.

11. Applications must be made in accordance with the Commission's Rules of Practice (Rule 001) and will be subject to Rule 001 except in circumstances where the provisions of Rule 001 conflict with the FEOC Regulation

12. Preferential Information Sharing proceedings will not be open to the public.

13. The Commission will consider the possibility of oral and written proceedings in the context of a specific application, and will also consider the use of written information requests in conjunction with these proceedings.

### **4 SCHEDULING OF APPLICATIONS WITH THE COMMISSION**

14. The FEOC Regulation has an effective date of September 1, 2009. Under the FEOC Regulation, existing agreements or arrangements approved by the AESO before the coming into

force of the FEOC Regulation remain in effect until September 1, 2010 or until the expiry or termination of the agreement or arrangement, whichever is earlier.

15. Parties to existing arrangements that expire in 2009 must notify the Commission **on or before September 15, 2009** if they intend to file an application with the Commission pursuant to subsection 3(3) of the FEOC Regulation.

16. Parties to existing arrangements that expire in 2010 or beyond must notify the Commission **on or before October 15, 2009** if they intend to file an application with the Commission pursuant to subsection 3(3) of the FEOC Regulation.

17. Based on the information filed with the Commission, Commission staff will contact market participants to schedule a date by which their application will be due. If the Commission is not notified in accordance with the dates specified above, market participants are at risk that the Commission will be unable to process their application prior to its expiry.

## 5 CONSULTATION PROCESS

18. Stakeholders and interested parties are asked to submit written comments on the matters raised in this discussion paper on or before **August 14, 2009**. Based on the comments received, the Commission will determine the next step in the consultation process and the timing of these next steps.

19. Interested parties are requested to make their submission on this discussion paper in electronic format to John Esaiw at [john.esaiw@auc.ab.ca](mailto:john.esaiw@auc.ab.ca).

## APPENDIX A – FEOC REGULATION



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Document

## APPENDIX B – ISO RULE 1.8

### 1.8 Appointment of an Agent

*Upon approval from the ISO, a market participant may appoint an agent to represent them in dealings with the ISO.*

A **market participant** may, with the approval of the **ISO**, appoint an **agent** to act on behalf of that **market participant** in respect of some or all of their **power pool** or **ancillary service** transactions.

- a) The **ISO** shall be provided with an **agent** approval request form outlining the proposed appointment, including proof that the appointment has been duly authorized by:
  - i) the owner, operator, manager, lessee or **PPA buyer** of a **generating asset**; or
  - ii) the **pool participant** for all other assets possessed by the **pool participant**
- b) The **ISO** will, upon receipt of such notification and of proof to its satisfaction that the appointment is duly authorized and upon being satisfied that the authority of the **agent** to act on behalf of and bind the **market participant** is clear, approve the authorization. The **ISO** may deny the appointment of an **agent**, or revoke agency status, if it has determined that the agency appointment would not be in the best interests of a fair, efficient and openly competitive market. In accordance with rule 1.10.2 a), **ISO** approval is subject to the limitations of information sharing between the **market participant** and its **agent**.
- c) The **market surveillance administrator** will be notified of **agent** appointments. The **ISO** or **market surveillance administrator** may require additional information prior to making any determination with respect to the appointment of an **agent**.
- d) The **pool participant** shall be bound by, and fully responsible for all acts or omissions, even if the actions or omissions are those of an approved **agent** acting within its actual or apparent authority.

### APPENDIX C – TEMPLATE PROCESS

The following is a template for a Preferential Information Sharing proceeding. The template illustrates the maximum duration of the process assuming that each step is required. The development of the template is only a guide. The final determination of any hearing or other proceeding process will be determined by the Commission on a case by case basis and the Commission anticipates that information requests (steps 6, 7, 9 and 10), MSA evidence (step 8) and rebuttal evidence (step 11) may not be required in many cases.

Table 1. Template Process – Preferential Information Sharing Proceeding

	Submission Type	Timeframe	Comment	Public / Not Public
1.	Market participant files Preferential Information Sharing application with the Commission	Not applicable	Application must include information that enables the Commission to address the provisions of subsections 3(3)(a) and (b) of the FEOC Regulation	Not Public
2.	Commission issues Notice of Filing	Within 7 days of Market Participant filing with the Commission		Public, without revealing sensitive information
3.	Commission issues Notice of Proceeding	Flexible	Commission to appoint panel and establish process	Public, without revealing sensitive information
4.	Commission issues Schedule	Flexible	May be combined with Commission Notice of Proceeding	Public
5.	Market Surveillance Administrator (MSA) files Statement of Intent to Participate (SIP).	10 days from Notice of Proceeding or as specified in Commission Schedule		Public, without revealing sensitive information.
6.	Information Requests issued to Applicant by Commission and MSA (if any)	1 week following the filing of the Application or, if provided, additional material as specified in Commission Schedule	Provisions for Information Requests are at the discretion of the Commission panel	Not Public
7.	Applicant files Information Request responses	1 week following the filing of Information Requests		Not Public
8.	MSA files Evidence (if	2 weeks from receipt of Applicant		Not Public

	<b>Submission Type</b>	<b>Timeframe</b>	<b>Comment</b>	<b>Public / Not Public</b>
	any)	Information Request responses		
9.	Information Requests to MSA (if any)	1 week following the filing of MSA evidence	Provisions for Information Requests are at the discretion of the Commission panel	Not Public
10.	Information Request Response	1 week following the filing of Information Requests		Not Public
11.	Rebuttal Evidence (if any)	10 days following filing of Information Request Response		Not Public
12.	Written Argument (if any)	2 weeks following filing of Information Request responses (if any) or as specified in Commission Schedule	Provisions for an Oral Hearing are at the discretion of the Commission panel	Not Public
13.	Written Reply Argument (if any)	10 days following Written Argument		Not Public
14.	Notice of Order of the Commission	Up to 90 days following Written Reply Argument	Includes sufficient details to allow a reasonable understanding of the nature of the hearing and the findings of the Commission	Public

## **APPENDIX D – PROPOSED MINIMUM FILING REQUIREMENTS FOR PREFERENTIAL INFORMATION APPLICATION**

The following minimum information must be included in an application:

- (a) a description of the approval or order applied for and the duration of the approval or order applied for;
- (b) the grounds on which the application is made, including a representation by all parties to the Preferential Information Sharing that the records will not be used for any purpose that does not support the fair, efficient and openly competitive operation of the electricity market, including the conduct referred to in section 2 of the FEOC Regulation, and a representation that the sharing of the records is reasonably necessary for the market participant to carry out its business;
- (c) a reference to the statutory provision under which the application is made;
- (d) a clear and concise statement of the facts relevant to the application, including a general description of the Preferential Information Sharing between the parties, the authority of parties to submit price and quantity records to the AESO, and the “offer control” of parties as that term is defined in the FEOC Regulation;
- (e) a copy of any agreement between the parties regarding Preferential Information Sharing;
- (f) a list of the applicant’s affiliates who are pool participants (if any), the agent and agent’s affiliates who are pool participants (if any);
- (g) a representation by a senior officer that the Preferential Information Sharing provides no party to the arrangement or agreement with information that does not support the fair, efficient and openly competitive operation of the electricity market;
- (h) any other information that may be useful in explaining or supporting the application;
- (i) the applicant’s name, mailing address, telephone number, fax number and, if available, e-mail address;
- (j) if the applicant is represented by a representative, the representative’s name, address in Alberta, telephone number, fax number and, if available, e-mail address;
- (k) confirmation that any other person who obtains records pursuant to the Application has a formal program for internal compliance with the information sharing requirements under the FEOC Regulation.

(no amdt)

**ALBERTA REGULATION 159/2009**

**Alberta Utilities Commission Act  
Electric Utilities Act**

**FAIR, EFFICIENT AND OPEN COMPETITION REGULATION**

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**Definitions**

**1(1)** In this Regulation,

- (a) “affiliate” means an affiliated body corporate as defined in Part 1 of the *Business Corporations Act*;
- (b) “congestion” means a situation where anticipated in-merit electric energy cannot be dispatched due to a constraint affecting the interconnected electric system;
- (c) “ISO” means the Independent System Operator created pursuant to the *Electric Utilities Act*;
- (d) “MSA” means the Market Surveillance Administrator continued pursuant to Part 5 of the *Alberta Utilities Commission Act*;
- (e) “outage records” means records that relate to the capability of
  - (i) a generating unit connected to the interconnected electric system to produce electric energy,
  - (ii) a transmission facility, including the capability of interties, as defined in the *Transmission Regulation* (AR 86/2007), to transfer electric energy,

- (iii) an electric distribution system to transfer electric energy, or
- (iv) a market participant to consume electric energy;
- (f) “price index” includes the pool price or other price indices relating to the price of electricity, electric energy, electricity services or ancillary services in Alberta that is made available to the public;
- (g) “share” means to disclose or make records available to any other person;
- (h) “trade” means any financial or physical agreement, arrangement, transaction or strategy relating to the exchange, purchase or sale of electricity, electric energy, electricity services or ancillary services involving 2 or more market participants.

(2) In this Regulation, the following words and phrases have the meaning given to them by the *Electric Utilities Act*:

- (a) ancillary services;
- (b) Commission;
- (c) conduct;
- (d) customer;
- (e) dispatch;
- (f) electric distribution system;
- (g) electric energy;
- (h) electricity;
- (i) electricity services;
- (j) generating unit;
- (k) interconnected electric system;
- (l) ISO rules;
- (m) market;
- (n) market participant;
- (o) person;

- (p) pool price;
- (q) power pool;
- (r) record;
- (s) transmission facility;
- (t) transmission system.

**Conduct not supporting fair, efficient and open competition**

**2** Conduct by a market participant that does not support the fair, efficient and openly competitive operation of the market includes the following:

- (a) providing misleading records to the market or to any other person;
- (b) misrepresenting the financial condition of the market participant to the market or to any other person;
- (c) prearranging offsetting or wash trades that, when completed, collectively result in
  - (i) no material financial risk, and
  - (ii) no net change in beneficial ownership;
- (d) misrepresenting to the market or to any other person the availability of electricity, electric energy, electricity services or ancillary services;
- (e) misrepresenting the capability or operational status of a generating unit, transmission facility or electric distribution system to the market or to any other person;
- (f) not offering to the power pool all electric energy from a generating unit that is capable of operating, except where
  - (i) the electric energy is used on property for the market participant's own use,
  - (ii) the electric energy has been accepted by the ISO for the provision of ancillary services, or
  - (iii) the *Electric Utilities Act*, its regulations or the ISO does not require the electric energy to be offered;
- (g) disrupting or impairing the safety or reliability of the interconnected electric system;

- (h) restricting or preventing competition, a competitive response or market entry by another person, including
  - (i) a market participant directly or indirectly colluding, conspiring, combining, agreeing or arranging with another market participant to restrict or prevent competition, and
  - (ii) a market participant engaging in predatory pricing or any other form of predatory conduct;
- (i) offering electric energy from a generating unit or operating a generating unit, transmission facility or electric distribution system for the purpose of
  - (i) creating or increasing congestion, and
  - (ii) being paid to relieve that congestion;
- (j) manipulating market prices, including any price index, away from a competitive market outcome;
- (k) carrying out actions or transactions to circumvent any enactment, order or decision of the Commission, ISO rule or other rule applicable to a market participant.

**Preferential sharing of records that are not available to the public**

**3(1)** Subject to subsection (2), a market participant shall not share records that are not available to the public relating to any past, current or future price and quantity offer made to the power pool or for the provision of ancillary services.

**(2)** Records that are not available to the public referred to in subsection (1) may be shared

- (a) between market participants who are affiliates of each other,
- (b) between market participants 60 days after the price and quantity offer was made to the power pool or for the provision of ancillary services,
- (c) by a market participant with a broker, brokerage, forward exchange or person who prepares a price index for the purpose of, or related to, trading electricity, electric energy, electricity services or ancillary services,
- (d) by a market participant with the ISO or the MSA,

- (e) by a market participant with another person, where required or permitted to do so by any enactment, except an ISO rule,
- (f) by a market participant with another person, where required or permitted to do so by an ISO rule, but only to the extent that sharing is for the sole purpose of financial settlement,
- (g) pursuant to an agreement or arrangement approved by the ISO before the coming into force of this Regulation, for a period of one year after the coming into force of this Regulation or until the expiry or termination of the agreement or arrangement, whichever is earlier, or
- (h) in accordance with an order of the Commission under subsection (3).

**(3)** The Commission may, on application by a market participant that is otherwise prohibited from sharing records referred to under subsection (1), issue an order permitting the sharing of those records on any terms and conditions the Commission considers appropriate where the market participant establishes that

- (a) the records will not be used for any purpose that does not support the fair, efficient and openly competitive operation of the electricity market, including the conduct referred to in section 2, and
- (b) the sharing of the records is reasonably necessary for the market participant to carry out its business.

**(4)** A market participant seeking an order pursuant to subsection (3) shall notify the MSA of the application at the same time as making the application to the Commission.

**(5)** Where the Commission receives an application under this section, the Commission shall

- (a) publish notice of the application,
- (b) hold in private a hearing or other proceeding involving only the market participant that filed the application and, subject to subsection (6), the MSA, and
- (c) publish a notice of any order of the Commission relating to the application and, in the opinion of the Commission, include sufficient detail to allow a reasonable understanding of the nature of the hearing or other proceeding and the findings of the Commission.

(6) The MSA may choose not to participate in a hearing or other proceeding referred to in subsection (5)(b).

**Restrictions on trading using outage records that are not available to the public**

**4(1)** A market participant shall not, directly or indirectly, use outage records to trade unless permitted to do so under this section.

**(2)** Subject to subsection (6), market participants shall provide outage records to the ISO as soon as reasonably practicable, in a form and manner and containing the content required by the ISO.

**(3)** The ISO shall make outage records received from market participants available to the public

- (a) by category, including
  - (i) generating unit fuel type,
  - (ii) transmission facility,
  - (iii) electric distribution system, and
  - (iv) market participant capability to consume electric energy,
- (b) through outage reports that include the effective date and time of the most recent outage records received from market participants in each report, and
- (c) on its website, or through any other means, as soon as reasonably practicable.

**(4)** The ISO shall, to the extent practicable, aggregate outage records received from market participants relating to generating units and market participant capability to consume electric energy when including those records in outage reports.

**(5)** A market participant may use an outage record to trade after the outage record has been made available to the public by the ISO.

**(6)** The ISO may exempt a market participant from the requirement to provide outage records under subsection (2) where, in the ISO's opinion,

- (a) the records would not reasonably be expected to have a material impact on market prices, and
- (b) the records are not necessary to carry out the ISO's duties under the *Electric Utilities Act*.

(7) The ISO shall request and have regard for the views of the MSA relating to subsection (6)(a) before determining whether to exempt a market participant from the requirement to provide outage records under subsection (2).

(8) Subsections (1) and (3) do not apply to outage records that are not required to be provided to the ISO pursuant to subsection (2) or (6).

#### **Market share offer control**

**5(1)** In this section,

- (a) “associate of a market participant” means a person associated with a market participant where
  - (i) one is an affiliate of the other,
  - (ii) one is a corporation of which the other legally or beneficially owns or controls, directly or indirectly,
    - (A) at least 10% of the voting shares or securities that are convertible into at least 10% of the voting shares, or
    - (B) an exercisable option or right to purchase at least 10% of the voting shares or securities that are convertible into at least 10% of the voting shares,
  - (iii) one is a partnership of which the other is a partner, including a general partner of a limited partnership,
  - (iv) one is a trust or estate in which the other owns or holds at least a 10% legal or beneficial interest or in respect of which the other serves as a trustee or in a similar capacity, or
  - (v) one is a corporation of which the other is an officer or director;
- (b) “generating unit” means a generating unit as defined in the *Electric Utilities Act*, but does not include
  - (i) a generating unit that is not connected to the interconnected electric system, or
  - (ii) a generating unit that is being decommissioned and is not capable of providing electric energy to the interconnected electric system;

- (c) “market participant” means a market participant as defined in the *Electric Utilities Act* and includes an associate of a market participant;
- (d) “maximum capability” means the maximum quantity of megawatts that could be provided or offered from a generating unit to the power pool under optimal operating conditions, in accordance with ISO rules;
- (e) “offer control” means the ultimate control and determination by a market participant of the price and quantity offers made to the power pool of all or a portion of the maximum capability of one or more generating units, which
  - (i) includes the maximum capability associated with each generating unit where a market participant is required by the ISO to make a price and quantity offer to the power pool, including minimum stable generation and must run volumes, and
  - (ii) excludes the maximum capability associated with a generating unit where a market participant is not required by the ISO to make a price and quantity offer to the power pool.

(2) The MSA shall at least annually calculate the percentage of offer control held by market participants using the following formula:

$$P = \frac{A}{B} \times 100$$

where

P is the percentage of offer control held by a market participant;

A is the sum of offer control held by a market participant;

B is the sum of maximum capability of generating units in Alberta.

(3) The MSA shall at least annually make available to the public an offer control report that

- (a) shall include the names and the percentage of offer control held by market participants, where the percentage of offer control is greater than 5%, and

- (b) may include the names and the percentage of offer control held by market participants, where the percentage of offer control is 5% or less.
- (4) The MSA may from time to time publish an updated offer control report if, in its opinion, new records result in any material change to the offer control of a market participant or may cause a market participant to approach or exceed the percentage set out in subsection (5).
- (5) Subject to subsection (6) a market participant shall not hold offer control in excess of 30% of the total maximum capability of generating units in Alberta.
- (6) A market participant does not contravene subsection (5) if the Commission decides that the percentage limit established under that subsection was exceeded as a result of an unexpected decrease in the denominator of the formula referred to in subsection (2).
- (7) Where the Commission makes a decision under subsection (6), the market participant shall not increase its offer control further until the Commission decides that the market participant is under the percentage limit established under subsection (5).

**ISO matters**

- 6(1)** The ISO shall make available to the public the price, quantity and asset identification associated with each offer made to the power pool that is available for dispatch.
- (2) The ISO shall
  - (a) develop information technology systems that are capable of identifying and tracking the market participant that holds the offer control associated with each price and quantity offer made to the power pool, and
  - (b) include that information in the reporting made available to the public under subsection (1), when the ISO's information technology systems are capable of identifying and tracking that information.
- (3) The ISO shall delay making available to the public the asset identification referred to in subsection (1) and the identification of the market participant that holds the offer control referred to in subsection (2) by 60 days after they are made to the power pool.

**Expiry**

- 7** For the purpose of ensuring that this Regulation is reviewed for ongoing relevancy and necessity, with the option that it may be

repassed in its present or an amended form following a review, this Regulation expires on June 1, 2029.

**Coming into force**

**8** This Regulation comes into force on September 1, 2009.