

**Draft Modification Report**  
**Code Governance Review: Approach to environmental assessments within the UNC**  
**Modification Reference Number 0321**  
**Version 1.0**

This Draft Modification Report is made pursuant to Rule 9.1 of the Modification Rules and follows the format required under Rule 9.4.

## **1 The Modification Proposal**

Where capitalised words and phrases are used within this Modification Proposal, those words and phrases shall usually have the meaning given within the Uniform Network Code (unless they are otherwise defined in this Modification Proposal). Key UNC defined terms used in this Modification Proposal are highlighted by an asterisk (\*) when first used.

This Modification Proposal\*, as with all Modification Proposals, should be read in conjunction with the prevailing Uniform Network Code\* (UNC).

### **Background**

In November 2007, Ofgem announced the Review of Industry Code Governance, which concluded at the end of March 2010 when Ofgem published their Final Proposals for the Code Governance Review (CGR). The Final Proposals covered the following work strands:

- Significant Code Review and Self Governance proposals;
- Proposals on the governance of network charging methodologies;
- Proposed approach to environmental assessment within the code objectives ;
- Proposals on the role of code administrators and small participant and consumer initiatives; and
- The Code Administration Code of Practice (subset of the above code administrators proposals).

The licence modifications necessary to implement the Final Proposals for the Code Governance Review and the Code Administration Code of Practice were published on 3 June 2010 and become effective on the 31 December 2010.

This Modification Proposal aims to implement the Code Governance Review Final Proposals with regards to the environmental assessment that needs to be carried out regarding the impact on greenhouse gas emissions as part of UNC Panel\* deliberations on whether to recommend acceptance or rejection of a Modification Proposal. The environmental assessment was advocated by Ofgem in their November 2008 consultation on 'Environment and Code Objectives'.

In particular this Modification Proposal has been raised to amend the Uniform Network Code in line with Standard Licence Condition 9 (12 iv (bb)), and Standard Special Condition 11, 15(bb).

*(bb) where the impact is likely to be material, the evaluation of the proposed modification in respect of the relevant objectives shall include an assessment of the quantifiable impact of the proposed modification on greenhouse gas emissions, to be conducted in accordance with any such*

*guidance (on the treatment of carbon costs and evaluation of greenhouse gas emissions) as may be issued by the Authority from time to time;*

The Guidance (see Appendix 1) on the treatment of carbon costs under the current industry code objectives issued by the Authority states “the introduction of the EU Emissions Trading Scheme (ETS), amongst other policy schemes, has meant that a market value can be placed on the cost of greenhouse gas emissions including carbon dioxide. In addition, the Government also issued guidance on valuing carbon which can be used to assess environmental costs and benefits.”

In June 2008 guidance was provided by the Authority specifying that, where material, the value of any change in greenhouse gas emissions should be taken into account when assessing code modification proposals. However there was uncertainty surrounding the detail of this and it was not mandated as a requirement in the code governance process.

Following a consultation period, the guidance was revised. It is now considered that it is possible to take account of environmental costs and benefits in the same way that the various UNC, CUSC, BSC Panels and industry consider other economic costs and benefits when assessing a Modification Proposal against the relevant objectives governing efficient and economic network operation.

The Final Proposals stipulate that an evaluation of the quantifiable impact of greenhouse gas emissions and the treatment of carbon costs needs to be conducted when preparing and consulting on Modification Proposals, in accordance with the guidance issued by the Authority.

### **Nature of the Proposal**

Where an assessment of greenhouse gas emissions has been undertaken, the proposer should refer to the guidance from Ofgem on the treatment of carbon costs under the current industry code objectives, which is included as an appendix to this proposal, and can also be found within Appendix 4 of the ‘Code Governance Review – Final Proposals’.

It is proposed that the UNC Modification Rules\* are amended so that where the Proposer or the UNC Panel members (through a majority vote as at 7.24) considers that the impact is likely to be material, the evaluation of the proposed modification in respect of the relevant objectives and or its suitability to enter the Consultation Phase shall include an assessment of the quantifiable impact of the proposed modification on greenhouse gas emissions. This should be carried out in accordance with any relevant guidance that has been issued by the Authority. Details of any such assessment shall be included in the reports produced during the progression of the proposal.

It is proposed that if implemented the following transitional arrangements are used;

All modification proposals that have been allocated a number by the Joint Office at the time of implementation will continue on the arrangements prior to

implementation of this proposal, however from the date of implementation any new modifications will progress using the new arrangements.

## Suggested Text

### MODIFICATION RULES

*Add new definitions to paragraph 2.1 to read as follows:*

"Carbon Costs Guidance": the document published by the Authority entitled 'Guidance on the treatment of carbon costs under the current industry code objectives';

"Emissions": has the meaning given in section 97 of the Climate Change Act 2008;<sup>1</sup>

"Greenhouse Gas": has the meaning given in section 24(1) of the Climate Change Act 2008 to the term 'targeted greenhouse gas';

*Add a new paragraph 6.2.8 to read as follows:*

6.2.8 Where in the opinion of the Proposer, the impact (if any) of the Modification proposed in a Modification Proposal on Greenhouse Gas Emissions is likely to be material, the Proposer shall assess the quantifiable impact of such Modification (if any) on Greenhouse Gas Emissions (in accordance with Carbon Costs Guidance) in setting out the basis upon which the Proposer considers that the Modification Proposal would better facilitate achievement of the Relevant Objectives under paragraph 6.2.1(c) and stating its preference under paragraph 6.2.1(h) as to whether the Modification Proposal should proceed to the Consultation Phase."

*Amend paragraph 7.2.3(b)(ii) as follows:*

- (ii) *should be deferred to a subsequent meeting of the Modification Panel for further discussion; ~~and~~*

*Amend paragraph 7.2.3(c)(ii) as follows:*

- (i) *request from the Authority a View on whether the proposed cost apportionment and User Pays Charges are appropriate and following receipt of such View circulate it to the next meeting of the Modification Panel-;and*

*Add a new paragraph 7.2.3(d) as follows:*

**(d) the impact (if any) of the Modification proposed in a Modification Proposal on Greenhouse Gas Emissions is**

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<sup>1</sup> This is a defined term used in the Gas Act 1986.

**likely to be material.**

*Add a new paragraph 7.2.9 to read as follows:*

7.2.9 "Where the Modification Panel makes a determination under paragraph 7.2.3(d), it shall assess the quantifiable impact of such Modification (if any) on Greenhouse Gas Emissions (in accordance with Carbon Costs Guidance) in determining whether the Modification Proposal should proceed to the Consultation Phase under paragraph 7.2.3(a)(iii).

*Amend paragraph 9.4.1(b) to read as follows:*

*... provide an analysis of whether, and if so the extent to which, the Modification would better facilitate the achievement (for the purposes of each Transporter's Licence) of the Relevant Objectives, such analysis to include, where in the opinion of the Proposer or the Modification Panel the impact (if any) of the Modification on Greenhouse Gas Emissions is likely to be material, an assessment of the quantifiable impact of the Modification on Greenhouse Gas Emissions (in accordance with Carbon Costs Guidance);"*

**2**

**User Pays**

**a) Classification of the Proposal as User Pays or not and justification for classification**

This Modification Proposal does not affect xoserve systems or procedures and therefore it is not affected by User Pays governance arrangements.

**b) Identification of Users, proposed split of the recovery between Gas Transporters and Users for User Pays costs and justification**

No User Pays charges applicable.

**c) Proposed charge(s) for application of Users Pays charges to Shippers**

No User Pays charges applicable to Shippers.

**d) Proposed charge for inclusion in ACS – to be completed upon receipt of cost estimate from xoserve**

No charges applicable for inclusion in ACS.

**3**

**Extent to which implementation of the proposed modification would better facilitate the relevant objectives**

*Standard Special Condition A11.1 (a): the efficient and economic operation of the pipe-line system to which this licence relates;*

Implementation would not be expected to better facilitate this relevant objective.

***Standard Special Condition A11.1 (b): so far as is consistent with sub-paragraph (a), the coordinated, efficient and economic operation of***

- (i) the combined pipe-line system, and/ or***
- (ii) the pipe-line system of one or more other relevant gas transporters;***

Implementation would not be expected to better facilitate this relevant objective.

***Standard Special Condition A11.1 (c): so far as is consistent with sub-paragraphs (a) and (b), the efficient discharge of the licensee's obligations under this licence;***

This Proposal is raised in accordance with paragraph 1c of Standard Special Condition A11 Network Code and Uniform Network Code. The Proposer feels that the Proposal better facilitates the efficient discharge by the licensee of the obligations imposed upon it following the Ofgem Code Governance Review, under paragraph 15(bb) of Standard Special Condition A11. Network Code and Uniform Network Code, of the Gas Transporters' Licence as provided below:

*(bb) where the impact is likely to be material, the evaluation of the proposed modification in respect of the relevant objectives shall include an assessment of the quantifiable impact of the proposed modification on greenhouse gas emissions, to be conducted in accordance with any such guidance (on the treatment of carbon costs and evaluation of greenhouse gas emissions) as may be issued by the Authority from time to time;*

***Standard Special Condition A11.1 (d): so far as is consistent with sub-paragraphs (a) to (c) the securing of effective competition:***

- (i) between relevant shippers;***
- (ii) between relevant suppliers; and/or***
- (iii) between DN operators (who have entered into transportation arrangements with other relevant gas transporters) and relevant shippers;***

Implementation would not be expected to better facilitate this relevant objective.

***Standard Special Condition A11.1 (e): so far as is consistent with sub-paragraphs (a) to (d), the provision of reasonable economic incentives for relevant suppliers to secure that the domestic customer supply security standards... are satisfied as respects the availability of gas to their domestic customers;***

Implementation would not be expected to better facilitate this relevant objective.

***Standard Special Condition A11.1 (f): so far as is consistent with subparagraphs (a) to (e), the promotion of efficiency in the implementation and administration of the network code and/or the uniform network code;***

The Proposer considers that this Modification Proposal (which is seeking to implement an element of the Code Governance Review Final Proposals) will better facilitate paragraphs 1f and 9 by providing a number of administrative and implementation efficiencies:

- Reducing unnecessary barriers and red tape within the UNC;
  - Reducing or eliminating inefficiencies and delays associated with the existing processes which can potentially hamper the implementation of important Modification Proposals and can have direct negative impacts on competition, new entrants and ultimately customers.
  - Making existing governance processes more transparent and accessible, particularly important for small participants and consumer groups.
  - Simplifying the UNC change processes and increase consistency between industry codes. For instance there will be more common, user-friendly and accessible templates for raising Modification Proposals.

**4 The implications of implementing the Modification Proposal on security of supply, operation of the Total System and industry fragmentation**

No implications on security of supply, operation of the Total System or industry fragmentation have been identified.

**5 The implications for Transporters and each Transporter of implementing the Modification Proposal, including:**

**a) Implications for operation of the System:**

Not applicable.

**b) Development and capital cost and operating cost implications:**

Not applicable.

**c) Extent to which it is appropriate to recover the costs, and proposal for the most appropriate way to recover the costs:**

Not applicable.

**d) Analysis of the consequences (if any) this proposal would have on price regulation:**

Not applicable.

**6 The consequence of implementing the Modification Proposal on the level**

**of contractual risk of each Transporter under the Code as modified by the Modification Proposal**

- 7 The high level indication of the areas of the UK Link System likely to be affected, together with the development implications and other implications for the UK Link Systems and related computer systems of each Transporter and Users**

Not applicable.

- 8 The implications of implementing the Modification Proposal for Users, including administrative and operational costs and level of contractual risk**

*Administrative and operational implications (including impact upon manual processes and procedures)*

Amendment to administration procedures required to capture assessments where necessary.

*Development and capital cost and operating cost implications*

There will be a cost for the environmental assessment required particularly if external expertise has to be employed.

*Consequence for the level of contractual risk of Users*

All Users would need to take into consideration the environmental assessment required when raising a Modification Proposal.

- 9 The implications of implementing the Modification Proposal for Terminal Operators, Consumers, Connected System Operators, Suppliers, producers and, any Non Code Party**

See above.

- 10 Consequences on the legislative and regulatory obligations and contractual relationships of each Transporter and each User and Non Code Party of implementing the Modification Proposal**

Implementation of the proposal would allow the new licence obligation effective on 31 December 2010 to be met.

- 11 Analysis of any advantages or disadvantages of implementation of the Modification Proposal**

**Advantages**

The proposal would allow the new licence obligation effective on 31 December 2010 to be met.



The proposal will allow (where relevant and material) environmental costs and benefits to be fully considered by industry participants, UNC Panel members and the Authority in their assessment of the Modification Proposal.

### **Disadvantages**

The amendment process may become extended to allow for the necessary environmental assessment to be carried out and captured in the report.

**12 Summary of representations received (to the extent that the import of those representations are not reflected elsewhere in the Modification Report)**

Written Representations are now sought in respect of this Draft Report. Consultation End Date: **11 October 2010**.

**13 The extent to which the implementation is required to enable each Transporter to facilitate compliance with safety or other legislation**

Implementation is not required to enable each Transporter to facilitate compliance with safety or other legislation.

**14 The extent to which the implementation is required having regard to any proposed change in the methodology established under paragraph 5 of Condition A4 or the statement furnished by each Transporter under paragraph 1 of Condition 4 of the Transporter's Licence**

Implementation is not required having regard to any proposed change in the methodology established under paragraph 5 of Condition A4 or the statement furnished by each Transporter under paragraph 1 of Condition 4 of the Transporter's Licence.

**15 Programme for works required as a consequence of implementing the Modification Proposal**

No programme of works would be required as a consequence of implementing the Modification Proposal.

**16 Proposed implementation timetable (including timetable for any necessary information systems changes and detailing any potentially retrospective impacts)**

It is recommended that this modification be implemented on 31<sup>st</sup> December 2010, if this date has already past at the time of the Authority decision then it is recommended that it is implemented on the next working day after the decision.

**17 Implications of implementing this Modification Proposal upon existing Code Standards of Service**

No implications of implementing this Modification Proposal upon existing



Code Standards of Service have been identified.

**18 Recommendation regarding implementation of this Modification Proposal and the number of votes of the Modification Panel**

**19 Transporter's Proposal**

This Modification Report contains the Transporter's proposal to modify the Code and the Transporter now seeks direction from the Gas and Electricity Markets Authority in accordance with this report.

**20 Text**

**Representations are now sought in respect of this Draft Report and prior to the Transporters finalising the Report.**

For and on behalf of the Relevant Gas Transporters:

**Tim Davis**  
**Chief Executive, Joint Office of Gas Transporters**