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**Question 1 Comments (60 Responses)**

Group
Hydro One
Sasa Maljukan
Yes
There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies increase the potential scope of coverage of what constitutes Bulk Power System. Use of the term "supply" could be interpreted to mean facilities beyond the jurisdiction as defined in Section 215 for example distribution, etc. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without capitalization and punctuation changes.
Individual
Scott Bos
Muscatine Power and Water
Yes
<p>Bulk Power System: MPW believes that to reduce any confusion that it is NERC's intent to not capitalize the word "facilities." Recommend to read, "Bulk Power System means, facilities ..." (lower case f) "Bulk Power System" is defined by Section 215(a) (1) of the Federal Power Act as "facilities...." This is lower case "f" in the Federal Power Act. The NERC definition should be consistent with the lower case "f" used in Section 215(a) of the Federal Power Act. MPW understands that the Commission has directed NERC to include the term "Bulk Power System" in the NERC glossary and this seems to give NERC very little choice but to address FERC's request. However, MPW wishes to make it exceedingly clear that it is inappropriate to use the highly unbounded term "Bulk Power System" in a NERC Reliability Standard as compliance cannot be quantified when using an unbounded term. Therefore, a NERC Standards Drafting Team should not use the unbounded term "Bulk Power System" in a new or revised NERC Standard until "Bulk Power System" is clearly defined, similar to the "bright-line" Bulk Electric System. If "Bulk Power System" should not be used in a NERC Reliability Standard, then the FERC decision to direct NERC to include "Bulk Power System" in the NERC glossary is not without defect and the FERC directive should be rescinded. Reliability Standard: NERC has capitalized the word Facility in this definition. NERC's glossary defines "Facility" as: A set of electrical equipment that operates as a single Bulk Electric System Element (e.g., a line, a generator, a shunt compensator, transformer, etc.). With "Facility" capitalized along with Bulk Power System, the industry will equate Bulk Power System directly to Bulk Electric System, 100kV and above. MPW recommends that "Facility" not be capitalized unless it is NERC's intent to have BES and BPS to mean the same. Reliable Operation: No comments, thank you.</p>
Individual
Scott McGough
Georgia System Operations
Yes
<p>The FERC Directive rests on a misunderstanding of the NERC standards development process. Terms are added to the glossary as they are introduced in the development or revision of a standard; they are not added speculatively in anticipation that they will be used later, or retroactively to modify the meaning of a standard. The FERC directive to add these definitions should be taken as a directive to revise the affected standards using the statutory definitions and at that point add them to the glossary. Using this approach will provide industry the opportunity to focus on how utilizing these definitions might change the meaning of the affected standards. Through the standards development process it might be concluded that the statutory definition can be applied with no adverse consequences, resulting in a trivial revision of the standard (i.e. the addition of the term to the</p>

glossary and the capitalizing of the term in the standards). However it is also possible that the SDT and industry will conclude that additional changes to the standard are required to reflect the intended meaning of affected requirements in light of the new definition. Using the standards development process such changes could be made. If this SAR is approved there will be no such flexibility. The new definitions will be added as written with no opportunity for modification to the definitions or to standards that use these terms in the lower case. This would result in confusion about whether these definitions apply to non-capitalized terms that pre-date the definition. It could also lead to unintended consequences of applying a new definition to an existing requirement without a thorough vetting of the impact of the changes.

Individual

Howard Rulf

Wisconsin Electric dba We Energies

Yes

The phrase "depending on the context" in the Bulk Power System definition makes the definition subjective. Who decides, when "Bulk Power System" is used, if the NERC Glossary definition applies or not since it depends on the context? In FERC's BES Definition NOPR (docket RM12-6) it is apparent that both FERC and NERC are concerned with inconsistency, subjectivity, and discretion in the application of NERC Glossary definitions. See paragraphs 17, 19, 37, 56, and 72 of that NOPR. The phrase "depending on the context" needs to be removed from the Bulk Power System definition.

Group

Northeast Power Corodinating Council

Guy Zito

Yes

There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies increase the potential scope of coverage of what constitutes Bulk Power System. Use of the term "supply" could be interpreted to mean facilities beyond the jurisdiction as defined in Section 215 for example distribution, etc. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without capitalization and punctuation changes. The word "necessary" is also used in the definition. The use of the term "necessary" can be left to interpretation. What "Facilities and control systems..." are necessary? For example, a 345kV Phase Angle Regulator might be useful for maintaining transactions, but because of the system configuration does not increase system reliability pre and post contingency. What is meant by "depending on the context"? This implies that there are multiple definitions of "Bulk Power System". What are they?

Individual

Darryl Curtis

Oncor Electric Delivery Company LLC

No

Group

Western Small Entity Comment Group

Steve Alexanderson P.E.

Yes

A)The definition of Bulk Power System varies from the FPA definition by the inclusion of the words "depending on the context." 1) We are unsure that either NERC or FERC have the authority to overrule the definition established by Congress. 2) It is unclear what the added words are intended to achieve, and just how far "the context" may allow the the definition to deviate from the listed items. B) The definition of Reliability Standard varies from the FPA definition by the inclusion of the words "without limiting the foregoing." 1) We are again concerned regarding the authority of NERC and FERC to change what has been established by Congress. 2) The added words only add confusion. Once inside the NERC glossary, the "foregoing" will consist of all the definitions preceding it in the alphabet, and none of those following. We don't believe a definition should rely on its place in the alphabet.

Individual

Wayne Sipperly
New York Power Authority
NYPA supports the comments submitted by the NPCC Regional Standards Committee (RSC).
Individual
Donald E Nelson
Ma Department of Public Utilities
Yes
1) NERC, as an ERO, is a continent wide reliability organization and adopting terms that have FPA 215 origins is particularly problematic for Canadian members. 2) The term "Reliable Operation" has been changed slightly from the statutory definition provided in the FPA 215 to include the word "supply" to the transmission system which could have far reaching implications and create serious jurisdictional issues (i.e. distribution, cranking paths, etc.). This is contrary to project which was to add the specific definition to the glossary not create a "new" inconsistent one. 3) There was general concern over the "quality" of the definitions and many believe they are problematic and create scope issues with the standards and unrealistic reliability objectives.
Individual
Anthony Jablonski
ReliabilityFirst
Yes
ReliabilityFirst votes in the Affirmative for the three proposed definitions to be added to the NERC Glossary of Terms. ReliabilityFirst agrees that the definitions (approved by the Commission) in the NERC RoP should be consistent with the defined terms in the NERC Glossary of Terms. While ReliabilityFirst votes in the Affirmative, we offer the following comment for consideration: 1. The three proposed definitions appear in a number of NERC/FERC approved Standards, though they are not capitalized. Assuming these three definitions are approved and added to the NERC Glossary of Terms, will there be a holistic capitalization of these terms through the suite of NERC/FERC approved standards?
Group
Arizona Public Service Company
Janet Smith
Yes
AZPS agrees with the definitions for Bulk Power System and Reliability Standard. However, AZPS does not agree with the the definition of Reliable Operation because this includes a Cyber Security Incident. The scope of the Cyber Security Incident can be unlimited and can take multiple facilities out in a single incident. A cyber incident is beyond a normal operation or state and has further reaching impacts than operating limits, cascading failures, etc. It will be almost impossible or at best difficult to classify any operating condition as "Reliable Operation" under this scenario.
Individual
Pablo Oñate
El Paso Electric
Yes
EPE votes no on the current proposal for two reasons: First, the proposed definitions do not mirror the statutory language in Section 215 of the Federal Power Act. The deviation EPE finds particularly objectionable is the proposed use of the words "electric energy supply and transmission network" in the definition of "bulk power system" when the statute uses the words "electric energy transmission network." The addition of the words "supply and" in the proposed definition could be read to stretch the scope of the facilities subject to FERC's reliability jurisdiction beyond what Congress intended (and specifically defined) in the statute. Second, there is a need for NERC to address whether the term "bulk power system" is intended to replace the currently-effective term, "bulk electric system." EPE's understanding from discussions in the standards development process is that the "bulk electric system" definition will continue in effect, and be used as a type of subset under the definition of "bulk power system." It is important for voting entities to be informed of the context in which the definition is proposed for effectiveness. We urge NERC to address how the proposed definition of "bulk power

system" is intended to be implemented in measuring compliance with the various reliability standards: Specifically: 1) Will the definition of "bulk power system" be used in addition to – or in place of – the definition of "bulk electric system"? 2) If both terms are to be used, will each reliability standard be modified to identify whether it applies to the "bulk power system" or the "bulk electric system"? 3) Will the currently-effective threshold of 100 kV remain in effect, such that all such facilities within the definition of "bulk electric system" will be assumed by NERC and the regional entities to be subsumed within the definition of "bulk power system"? 4) Does NERC envision conducting or directing an assessment of each TO/TP's transmission assets to delineate which lines (regardless of voltage) fall within the "bulk power system" definition of "necessary for operating an interconnected electric energy transmission network"? EPE urges continuation of the 100 kV threshold. 5) Will NERC exclude from the parameters of "bulk power system" radial transmission lines in the same manner as those lines are excluded from the definition of "bulk electric system" today? EPE would like for any proposed definition to speak directly to the exclusion of radial lines.

Individual

Fred Plett

Massachusetts Attorney General

Yes

The definition of Reliable Operation is too black and white where it says "will not occur as a result of a sudden disturbance, including a Cyber Security Incident, or unanticipated failure of system Elements". There are limits to redundancy in design, such as n-x where x >= 2, conditions, where such events could occur and the system should not be designed to prevent against such events because the probability is too low and the cost is too high.

Individual

Kelsi Oswald

Pinellas County

Yes

The wording of the definition of Bulk Power System says "electric energy from generating facilities". I think the intent is to include the generating facilities as part of the Bulk Power System, not just the energy they generate. This language should be reviewed.

Group

MRO NSRF

WILL SMITH

Yes

Bulk Power System: The NSRF believes that to reduce any confusion that it is NERC's intent to not capatilize the word "facilities." Recommend to read, "Bulk Power System means, facilities ..." The NSRF understands that the Commission has directed NERC to include the term "Bulk Power System" in the NERC glossary and this seems to leave NERC very little choice but to address FERC's request. However, NSRF wishes to make it quite clear that it is inappropriate to use the highly unbounded term "Bulk Power System" in a NERC Reliability Standard as compliance cannot be quantified when using an unbounded term. Therefore, a NERC Standards Drafting Team should not use the unbounded term "Bulk Power System" in a new or revised NERC Standard until "Bulk Power System" is clearly defined, similar to the "bright-line" Bulk Electric System. If "Bulk Power System" should not be used in a NERC Reliability Standard, then the FERC decision to direct NERC to include "Bulk Power System" in the NERC glossary is not without defect and the FERC directive should be rescinded. Reliability Standard: NERC has capatilized the word Facility in this definition. NERC's glossary defines "Facility" as: A set of electrical equipment that operates as a single Bulk Electric System Element (e.g., a line, a generator, a shunt compensator, transformer, etc.). With "Facility" capatilized along with Bulk Power System, the industry will equate Bulk Power System directly to Bulk Electric System, 100kV and above. Recommend that "Facility" not be capatilized unless it is NERC's intent to have BES and BPS to mean the same. Reliable Operation: No comments, thank you.

Individual

PHAN, Si Truc

Hydro-Quebec TransÉnergie

Yes

There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies increase the potential scope of coverage of what constitutes Bulk Power System. Use of the term "supply" could be interpreted to mean facilities beyond the jurisdiction as defined in Section 215 for example distribution, etc. Also the use of the term "necessary" can be leave to different interpretations. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without capitalization and punctuation changes.

Individual

Andrew Gallo

City of Austin dba Austin Energy

Yes

Austin Energy believes the definitions in the Rules of Procedure ought to exactly match the definitions in the statute. For example, "Facilities" in the definition of "Bulk Power System" should not be capitalized in the RoP because it is not capitalized in the statute. Additionally, you have included an "(i)" in the definition, but omitted "(ii)" and, therefore, people will not know where the distinction is supposed to be for "depending on the context." Additionally, adding "depending on the context" creates ambiguity because context is subjective. Finally, adding the word "supply" has the potential to change the definition. Consequently (and to avoid confusion), Austin Energy recommends using the terms exactly as defined in the statute.

Group

Luminant

Brenda Hampton

Yes

These statutory definitions should match exactly the definitions of those terms in section 215.

Individual

Chris de Graffenried

Consolidated Edison Co. of NY, Inc.

Yes

Con Edison supports NPCC's comments.

Group

Detroit Edison

Kent Kujala

Yes

Bulk Power System- add to the last sentence- The term does not include facilities used in the local distribution of electric energy "or radial lines connecting generation facilities to the Transmission system". Reliability Standard- change the wording of the beginning of the first sentence to read- a document containing one or more requirements to provide for the Reliable Operation of the Bulk Power System. REMOVE the following- including without limiting the foregoing, requirements for the operation of existing Bulk Power System Facilities, including cyber security protection, and including the design of planned additions or modifications to such Facilities to the extent necessary for Reliable Operation of the Bulk Power System, but the term does not include any requirement to enlarge Bulk Power System Facilities or to construct new transmission capacity or generation capacity. Leave the last sentence about FERC approval. Bulk Power System - remove "depending on the context:" This implies multiple definitions and there is only one provided. Reliability Standard - change first sentence "means a requirement to provide for..." to "means a requirement or set of requirements to provide for..."

Individual

Thad Ness

American Electric Power

Yes

AEP recommends that whatever changes are accepted in regards to the proposed definitions are also carried over to the ROP and that an effort is made that they be kept in sync with one another. With regard to the definition of "Bulk Power System", we recommend changing the text from "(ii) and

electric energy from generating facilities needed” to “(ii) and generating facilities producing the electric energy needed...” With regard to the definition of “Reliability Standard”, recommend using another word in place of the lower case “requirement” to avoid confusing it with the defined term “Requirement”. In addition, NERC may want to consider including planning and maintenance as part of this definition, going beyond operations only.
Individual
Jack Stamper
Clark Public Utilities
Yes
The definition of Reliability Standard is too long and confusing. I cannot keep up with what the definition is attempting to state in the first long sentence. Why does the definition of Reliability Standard need these references to existing BPS facilities, cyber facilities, and planned facilities? The discussion of existing and planned BPS facilities does not add anything to this definition. Cyber equipment is already included in the definition of Bulk Power System (i.e. control systems) so the mention of cyber is not needed. I suggest the definition be shortened to the following: “Reliability Standard” means a document that provides the minimum requirements necessary to provide for the Reliable Operation of the Bulk Power System. A Reliability Standard shall not be effective in the United States until approved by the Federal Energy Regulatory Commission and shall not be effective in other jurisdictions until made or allowed to become effective by the Applicable Governmental Authority.
Individual
D Mason
HHWP
Yes
The need for a different definitions of BPS and BES remains perplexing. If there is a real difference between these systems, then that should be refereced in the definition. Until the difference between the BPS and BES is clear, no BPS definition, statutory or otherwise is truely meaningful.
Individual
Michelle R D'Antuono
Ingleside Cogeneration LP (affiliate of Occidental Chemical Corporation)
Yes
OEVC would like to see NERC commit to aligning the statutory definitions with those traditionally used in the base of Reliability Standards. The industry has expended a significant amount of effort developing an updated defintion of the Bulk Electric System and an Adequate Level of Reliability – which correspond to Bulk Power System and Reliable Operation respectively. If the terms mean different things depending on the circumstances, then those differences must be addressed. Unfortunately both NERC and FERC have invoked the reliability of the “BPS” in taking actions which are outside of the scope of the in-effect Reliability Standards. Such actions can be perceived as cynical by industry stakeholders and do not instill a sense of shared direction with the regulatory bodies. Similarly, the task force developing the definition of “Adequate Level of Reliability” has not addressed how it is linked to the statutory definition of “Reliable Operation”. In OEVC’s view, this can actually be an opportunity to weigh the true spirit of partnership by discussing how both governmental authorities and the industry can communicate realistic expectations of BES or BPS reliability to the public. Although it is perfectly valid to expect the industry to invest time and effort into continual reliability improvements, a united understanding on the state of electric system availability would go far to repair fences on all sides. The conversation should rely on the target performance metrics that NERC has been developing for years – a scientific foundation which should remove any ambiguity from the equation.
Individual
Kathleen Goodman
ISO New England
Yes
There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies increase the potential scope of coverage of what

constitutes Bulk Power System. Use of the term "supply" could be interpreted to mean facilities beyond the jurisdiction as defined in Section 215 for example distribution, etc. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without capitalization and punctuation changes. The word "necessary" is also used in the definition. The use of the term "necessary" can be left to interpretation. What "Facilities and control systems..." are necessary? For example, a 345kV Phase Angle Regulator might be useful for maintaining transactions, but because of the system configuration does not increase system reliability pre and post contingency. What is meant by "depending on the context"? This implies that there are multiple definitions of "Bulk Power System". Why?

Individual

Dave Willis

Idaho Power Co.

Yes

There should be more of an effort to unify the definitions of Bulk Power System and Bulk Electric System. Having both defined terms used in Reliability Standards add to the confusion and incorrect interpretation of the applicability of the standards.

Individual

Don Jones

Texas Reliability Entity

Yes

Texas RE voted "Negative" because in the definition of BPS the text "depending on the context: (i)", which was copied from the RoP definition, is extraneous here because there is no part (ii), and there is no alternative meaning. There is a part (ii) in the RoP definition that NERC removed from the proposed glossary definition. As written, this extraneous language will cause confusion and lead to unnecessary disputes, as it could cause some parties to seek alternative meanings ("depending on the context") where none is intended.

Group

FirstEnergy

Sam Ciccone

Yes

Although we support NERC's initiative to be responsive to FERC directives and do not have any issues with the definitions, we question how they relate to the NERC Glossary of Terms used in the standards. Upon review of the complete set of NERC Reliability Standards, only one of these terms, Reliability Standard, is consistently capitalized in any of the standards. Will NERC be going back and capitalizing each instance of the other two terms in the standards? If not, then we question the need for them to be placed in the Glossary of Terms since no capitalized versions exist in the standards. And if they will be capitalized in the standards, these changes should be part of this project scope, be reviewed in each instance where the term is used to determine if the meaning of any requirements may be altered in any way, and redlines included with the SAR.

Group

Dominion

Connie Lowe

No

Dominion believes the terms should be defined exactly as they are used in Section 215 as intended by Congress.

Individual

Andrew Z. Puztai

American Transmission Company

No

Individual

John Seelke

Public Service Enterprise Group
Yes
<p>1. The proposed definition of Bulk Power System differs from the Section 215 definition in several ways. a. The phrase “, depending on the context: (i)” is not in the Section 215 terminology. This phrase was taken from the ROP Appendix 2 definition, which has a second “(ii)” part that is not included in the statutory definition. The phrase “, depending on the context: (i)” is appropriate for the Appendix 2 definition but not the NERC Glossary definition of Bulk Power System and should be deleted. b. Although it is in the Appendix 2 definition, the phrase “an interconnected electric energy supply and transmission network” is an error that is in both the proposed Glossary definition and the Appendix 2 definition because it includes “supply and” which is not in the Section 215 definition. The Section 215 definition has the phrase “an interconnected electric energy transmission network.” 2. Two proposed definitions – Bulk Power System and Reliability Standard – use the NERC Glossary term “Facilities” which is defined, in the singular “Facility,” as “A set of electrical equipment that operates as a single Bulk Electric System Element (e.g., a line, a generator, a shunt compensator, transformer, etc.) .” The NERC Glossary definition “Bulk Electric System” is therefore embedded into the “Facility” definition. It is inconsistent and confusing for a statutory definition to include a term that is defined by a Bulk Electric System parameter. For example, the definition of Reliability Standard uses the phrase “Bulk Power System Facilities” which infers that BPS Facilities are comprised of only BES Elements. A similar problem arises in the definition of Bulk Power System – the use of the term “Facilities” infers that the Bulk Power System is limited to BES Elements. We therefore request that “Facilities” be replaced with “facilities” in both definitions. 3. Although the proposed statutory definitions for Bulk Power System and Reliability Standard were approved by FERC in the NERC ROP changes that included Appendix 2, we request that NERC petition FERC to correct the similar Appendix 2 definitions that include the errors discussed above.</p>
Group
Edison Electric Institute
Barbara Hindin
Yes
<p>The Edison Electric Institute submits these comments on behalf of its member companies. EEI believes that NERC has not followed the directive in Order 693 to add the "statutory definitions" of the terms proposed to be added to the Glossary. There are important differences in the wording of the proposed definitions from the definitions of the terms set forth in FPA section 215. EEI believes that since the Glossary is used as the basis for the meaning of defined terms in Reliability Standards subject to enforcement, it is important that statutory terms be defined as they are in the statute. The proposed definition of Bulk Power System differs from the section 215 definition in several ways. (1) The phrase "depending on the context (i)" is not in the section 215 definition. This phrase was taken from the Rules of Procedure Appendix 2 definition, which has a second "(ii)" part that is not included in the statutory definition. The phrase "depending on the context" may be appropriate for the ROP definition but not the NERC Glossary definition, and should be deleted. (2) Although it is in the Appendix 2 definition, the phrase "an interconnected electric energy supply and transmission network" is not appropriate in both the Glossary and Appendix 2 definitions because it includes "supply," which is not in the section 215 definition. The section 215 definition refers to "an interconnected electric energy and transmission network" but does not refer to supply. Two proposed definitions -- Bulk Power System and Reliability Standard" through the use of capitalization incorporate the NERC Glossary term "Facilities, " which is defined in the singular "Facility" as a set of electric equipment that operates as a single Bulk Electric System Element...." The NERC Glossary definition of "Bulk Electric System" is therefore incorporated by reference into the "Facility" definition. It is not appropriate and confusing for a statutory definition to include a term that is defined by a Bulk Electric System parameter. Use of the term creates confusion as to whether BPS facilities is being defined with respect to BES Facilities. Therefore, EEI requests that "Facilities" be replaced with the statutory "facilities" in both definitions. Although the proposed statutory definitions for Bulk Power System and Reliability Standard were approved by FERC in the NERC ROP changes that included Appendix 2, EEI does not believe that is appropriate to incorporate them into the Glossary definitions. NERC may wish to consider whether the ROP definition should be revised to be consistent with the statutory definition. As a general matter, the use of capitalized and uncapitalized terms has created confusion, for example the use of the term "facilities" in CAN-0016. Going forward, EEI suggests that NERC review the use of such terms for consistency and clarity.</p>

Individual
Jonathan Appelbaum
The united illuminating Company
Yes
NERC has not followed the directive in Order No. 693 to add the "statutory definitions" of the terms proposed to be added to the Glossary. There are differences in the wording of the proposed definitions from the definitions set forth in Section 215. Nerc should consider the implications of using capitalization in the definition especially with the word Facilities. As a capitalized term it will refer back to the NERC Glossary and may not have the same intent as section 215.
Individual
Esteban Martinez
Turlock Irrigation District
Yes
Without a threshold, such as voltage level, it is unclear what electric facilities are defined as BPS. It will therefore be unclear as to what electric facilities the NERC Reliability Standards will apply to.
Group
Turlock Irrigation District
Esteban Martinez
Yes
It is confusing to include a definition of the Bulk Power System (BPS) in Standards where the definition of Bulk Electric System (BES) is used for the standards. These are not synonymous terms or definitions and would create confusion rather than clarity. If BPS is a term that is statutory and added to the Reliability Standards then BPS and BES should align in definition. BPS makes no reference to voltage threshold whereas the BES definition refers to 100kV and above. Regardless of what the voltage threshold is, there should be alignment in definition if both are to be included in the standards to avoid confusion. Without a threshold, such as voltage level, it is unclear what electric facilities are defined as BPS. It will therefore be unclear as to what electric facilities the NERC Reliability Standards will apply to.
Group
Tennessee Valley Authority (TVA)
Dennis Chastain
Yes
FERC Order 693 was issued in March 2007. In Paragraph 1897 of the Order, in response to the NOPR comments submitted by the City of Santa Clara, California on the definition of Bulk-Power System v. Bulk Electric System, FERC states that "...we clarify that the glossary governs Reliability Standards". It is not clear how the addition of the statutory definition of "Bulk-Power System" (note the statutory definition in section 215 of the FPA as amended by the Electricity Modernization Act of 2005 is hyphenated) into the NERC Glossary of Terms will be applied in the ongoing development of NERC reliability standards. Furthermore, the statutory definitions of "Reliable Operation" and "Reliability Standard" proposed for addition to the NERC glossary include the term "Bulk Power System". If the definition for a "Reliability Standard" contains the term "Bulk Power System", yet NERC is writing standards to the term "Bulk Electric System", the inclusion of these three statutory definitions into the NERC glossary at this point in time provides no additional clarity to the industry or NERC Standard Drafting Teams. In order to comply with the FERC directive in Order 693 to include these statutory definitions in the NERC glossary, TVA is voting affirmative. However, we believe the definitions added to the NERC glossary should be verbatim from section 215 of the Federal Power Act and the source identified in the glossary (see suggested text below), rather than the slightly modified versions added in Appendix 2 of the NERC Rules Of Procedure. Term - Bulk-Power System Definition - (A) Facilities and control systems necessary for operating an interconnected electric energy transmission network (or any portion thereof); and (B) electric energy from generation facilities needed to maintain transmission system reliability. The term does not include facilities used in the local distribution of electric energy. [As defined in section 215 of the United States Federal Power Act] Term - Reliability Standard Definition - A requirement, approved by the Commission[FERC] under this section[section 215 of the Federal Power Act], to provide for reliable operation of the bulk-power system. The term

includes requirements for the operation of existing bulk-power system facilities, including cybersecurity protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the bulk-power system, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity. [As defined in section 215 of the United States Federal Power Act] Term - Reliable Operation Definition - Operating the elements of the bulk-power system within equipment and electric system thermal, voltage, and stability limits so that instability, uncontrolled separation, or cascading failures of such system will not occur as a result of a sudden disturbance, including a cybersecurity incident, or unanticipated failure of system elements. [As defined in section 215 of the United States Federal Power Act]

Individual

Kirit Shah

Ameren

Yes

We understand that as these are statutory definitions and are identical to approved by the Commission, NERC is proposing to make no modifications but following the procedure to include them to the NERC Glossary. However, in case any modifications are pursued, we have the following comments/concerns for considerations: (1)Use of two separate terms Bulk Power System (BPS) and Bulk Electric System (BES) continues to remain confusing and at times appears to be used interchangeably. (2)The definition of "Reliability Standard" states that the term does not include any requirement to enlarge Bulk Power System Facilities or to construct new transmission capacity or generation capacity. But, it seems that the TPL standards or proposals for redundancy require "enlarging" BPS facilities and/or construct new transmission capacity. (3)The definition for "Reliable Operation" implies zero tolerance. We believe that some allowance needs to be made for a low probability of occurrence of system failure in this definition. We suggest inclusion of the following or similar concept: "Reliable Operation" means operating the Elements of the Bulk Power System within equipment and electric system thermal, voltage, and stability limits so that instability, uncontrolled separation, or Cascading failures of such system has an acceptable low probability of occurrence as a result of a sudden disturbance, including a Cyber Security Incident, or unanticipated failure of system Elements.

Individual

Charles Yeung

Southwest Power Pool Inc

Yes

Although the reliability standards clearly are mandated by legislative language to apply to all users of the Bulk Power System, the change of the term "electric transmission..." to "electric supply and transmission..." distinctly identifies authority over electric suppliers without restriction. This could be misinterpreted to include authority to order construction and/or expansion of electric supply (generator) facilities. The existing unaltered legislative language along with clarifying language asserting authority over all users of the Bulk Power System is understood and appropriate for fulfilling the legislative mandate.

Individual

Keith Morissette

Tacoma Power

Yes

Tacoma Power appreciates the opportunity to comment on these proposed definitions. We believe the definitions need to be changed to avoid confusion in the standards and their applicability for compliance monitoring and auditing. We suggest changing the proposed definition of "Reliability Standard" by removing Bulk Power System and replacing it with the term Bulk Electric System. The Reliability Standards need to use the Bulk Electric System definition as accepted by the industry, NERC and FERC. Additionally, we suggest changing the proposed definition of "Reliable Operation" by striking the phrase, "... including a Cyber Security Incident, ..." because a Cyber Security Incident is appropriately addressed within the CIPs standards and it is confusing to reference it in this definition.

Individual

Linda Jacobson-Quinn
FEUS
Yes
Comments: FEUS is concerned with the modifications made to the definition of the Bulk Power System (BPS). While the definition proposed here matches the definition included in the NERC Rules of Procedure (ROP), it differs from the definition included in FERC Order 693 and Section 215 of the Energy Policy Act; both of which were formalized prior to the modification NERC ROP. The proposed definition for BPS now includes 'depending on the context' which is ambiguous and unclear. In addition, 'supply and' was added in the context of (i). FEUS recommends removing the added language in both instances to align the definition with the already established definition in Section 215 and Order 693.
Individual
Rhonda Bryant
El Paso Electric Company
Yes
First, the proposed definitions do not mirror the statutory language in Section 215 of the Federal Power Act. The deviation EPE finds particularly objectionable is the proposed use of the words "electric energy supply and transmission network" in the definition of "bulk power system" when the statute uses the words "electric energy transmission network." The addition of the words "supply and" in the proposed definition could be read to stretch the scope of the facilities subject to FERC's reliability jurisdiction beyond what Congress intended (and specifically defined) in the statute. Second, there is a need for NERC to address whether the term "bulk power system" is intended to replace the currently-effective term, "bulk electric system." EPE's understanding from discussions in the standards development process is that the "bulk electric system" definition will continue in effect, and be used as a type of subset under the definition of "bulk power system." It is important for voting entities to be informed of the context in which the definition is proposed for effectiveness. We urge NERC to address how the proposed definition of "bulk power system" is intended to be implemented in measuring compliance with the various reliability standards: Specifically: 1) Will the definition of "bulk power system" be used in addition to – or in place of – the definition of "bulk electric system"? 2) If both terms are to be used, will each reliability standard be modified to identify whether it applies to the "bulk power system" or the "bulk electric system"? 3) Will the currently-effective threshold of 100 kV remain in effect, such that all such facilities within the definition of "bulk electric system" will be assumed by NERC and the regional entities to be subsumed within the definition of "bulk power system"? 4) Does NERC envision conducting or directing an assessment of each TO/TP's transmission assets to delineate which lines (regardless of voltage) fall within the "bulk power system" definition of "necessary for operating an interconnected electric energy transmission network"? EPE urges continuation of the 100 kV threshold. 5) Will NERC exclude from the parameters of "bulk power system" radial transmission lines in the same manner as those lines are excluded from the definition of "bulk electric system" today? EPE would like for any proposed definition to speak directly to the exclusion of radial lines.
Individual
Shari Heino
Brazos Electric Power Cooperative Inc.
Yes
"Facilities" in the definition of "Bulk Power System" should not be capitalized in the RoP because it is not capitalized in the statute.
Individual
Diane Barney
New York State Dept of Public Svc
Yes
There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies will increase confusion of what constitutes the Bulk Power System. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without capitalization and punctuation changes.

Individual
Terri Pyle
Oklahoma Gas & Electric
Yes
Regarding the proposed NERC Glossary definition for Bulk Power System: 1. The proposed wording includes "an interconnected electric energy supply and transmission network" while the Section 215 wording is "an interconnected electric energy and transmission network". It is recommended that the NERC Glossary of Terms definition reflect the wording in 215, or "an interconnected electric energy and transmission network". 2. The addition of the phrase "depending on the context" could lead to additional ambiguity.
Individual
Maggy Powell
Exelon Corporation and its affiliates
Yes
Exelon supports and reiterates the comments submitted by EEI.
Individual
Eric Salsbury
Consumers Energy
Yes
- It is unclear whether the terms Bulk Electric System and Bulk Power System are meant to be synonymous. Please clarify this. - The word "facilities" should not be capitalized. With Facility capitalized along with Bulk Power System, the industry will equate Bulk Power System directly to Bulk Electric System (see previous comment), 100kV and above. We recommend that Facility not be capitalized unless it is NERC's intent to have Bulk Electric System and Bulk Power System mean the same thing. -Language should be added to the definition for Bulk Power System. It should read – "Bulk Power System" means, depending on the context: (i) Facilities and control systems necessary for operating an interconnected electric energy supply and transmission network (or any portion thereof), and electric energy from generating facilities needed to maintain transmission system reliability. The term does not include facilities used in the local distribution of electric energy or radial lines connecting generation facilities to the transmission system. - Should the Bulk Power System definition reference "depending on the context"? If the term is being defined, should it be open for contextual redefinition?
Individual
RoLynda Shumpert
South Carolina Electric and Gas
Yes
SCE&G does not agree with the inclusion of the proposed statutory definitions in the NERC Glossary of Terms. While the definition of Bulk Power System is utilized by FERC, it is broader in scope than the currently defined "Bulk Electric System," and; therefore, the proposed statutory definitions "Reliability Standard" and "Reliable Operation" should reference the currently defined "Bulk Electric System" and not "Bulk Power System" or they will potentially change the scope of the NERC Reliability Standards.
Individual
Roger Dufresne
Hydro-Québec Production
Yes
The NERC proposal implies an interpretation of the context which differs from the section 215 of the Federal Power Act. We believe that this definition could open the door to application of the NERC standards in areas where there are not required for the reliability of interconnected electric systems and for that reason, NERC should incorporate the definitions exactly as they appear in the statutory glossary. NERC should also define the meaning of 'necessary' in the definition in order to eliminate confusion.
Individual
Joe Tarantino

Sacramento Municipal Utility District
Yes
The current language for the proposed definitions is lengthy and unclear. Although we are in support of the definitions we do urge the revision to the definitions that provide a more precise definition. Please find the following suggestions: Bulk Power System—An electrical network consisting of the facilities for control and transmission of electrical energy from generation sources to load centers. Bulk Power Systems do not include facilities used for the local distribution of electric energy. Reliability Standard—A standard used to establish minimum requirements for design, reliable operation, and security for Bulk Power System facilities and for the training of operators of the Bulk Power System. A reliability standard does not require Bulk Power System expansion or the addition of new transmission or generation capacity. A Reliability Standard becomes effective in the United States upon approval by the Federal Regulatory commission and in other jurisdictions as made or allowed by the Applicable Governmental Authority. Reliable Operation—The operation of a Bulk Power System in accordance with Reliability Standards, accepted electric utility practices, and parameters for thermal, voltage, and stability limits to avoid unnecessary separation of system facilities and cascading failures due to a system element failure, instability, or a security problem. Thank you for your consideration.
Group
Bonneville Power Administration
Chris Higgins
Yes
BPA continues to be concerned with the intermingling of dual terms "Bulk Power System" and "Bulk Electric System"; it continues to cause confusion in the industry. The definition of "Reliability Standard" to be added to the Glossary applies the standards to the Bulk Power System. The definition of "Reliable Operation" to be added to the Glossary refers to the reliable operation of the Bulk Power System. Once these definitions are added to the Glossary, how and where does NERC propose to limit the applicability of the Reliability Standards and the scope of the term Reliable Operation to the Bulk Electric System?
Group
PPL Corporation NERC Registered Affiliates
Stephen J. Berger
Yes
The PPL Companies appreciate the attempt by NERC to comply with FERC directives. However, we do have concerns that the definitions of these terms do not match the statutory definitions in §215 of the Federal Power Act. Neither NERC nor FERC may change FERC's statutory powers under Section 215. To create new definitions strictly for the NERC Glossary is confusing and counterproductive. Entities should be able to look to the statute as the ultimate authority, and by creating these new definitions, this is made unclear. Suggested definitions are below. "Bulk Power System" means (A) facilities and control systems necessary for operating an interconnected electric energy transmission network (or any portion thereof); and (B) electric energy from generation facilities needed to maintain transmission system reliability. The term does not include facilities used in the local distribution of electric energy. "Reliability Standard" means a requirement, approved by the Commission under this section, to provide for reliable operation of the bulk-power system. The term includes requirements for the operation of existing bulk-power system facilities, including cybersecurity protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the bulk-power system, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity. "Reliable Operation" means operating the elements of the bulk-power system within equipment and electric system thermal, voltage, and stability limits so that instability, uncontrolled separation, or cascading failures of such system will not occur as a result of a sudden disturbance, including a cybersecurity incident, or unanticipated failure of system elements.
Individual
Michiko Sell
Public Utility District No. 2 of Grant County, WA
Yes

The proposed definition of Bulk Power System contained in Project 2012-08 has been modified from the statutory definition contained in the Federal Power Act. As such, the NERC definition of Bulk Power System will not agree with FERC's statutory definition. The addition of "depending on the context" leads to ambiguity in the application of the defined term. Distinguishing between an "interconnected electric energy supply and transmission network" appears to be an expansion of system applicability within the definition. In addition to the concerns listed, has FERC directed NERC to revise the definition of the Bulk Power System? Per Order 693, the ERO has the authority to define the Bulk Electric System, but the Commission has jurisdiction over the definition of Bulk Power System. I see the Order to revise the glossary, but not the statutory definition.

Individual

Brett Holland

Kansas City Power & Light

Yes

KCP&L wishes to adjoin the company and endorse the comments of the Edison Electric Institute.

Individual

Jason Snodgrass

Georgia Transmission Corporation

Yes

The introduction to the NERC Glossary states "This Glossary lists each term that was defined for use in one or more of NERC's continent-wide or Regional Reliability Standards...". Accordingly, as mentioned in paragraph 1894 listed in the SAR, "the Reliability Standards refer to the bulk electric system, which is also defined in the glossary." Inserting the proposed statutory definitions without modification could have a negative impact and conflicting circular references between the two terms BPS and BES when Reliability Standard only captures the term BPS; which would be inconsistent with the stated purpose of the NERC Glossary identified above. Additionally, GTC has concern there is a potential risk of expanding jurisdictional exposure to Reliability Standards if these terms were approved within the NERC Glossary without modification and subsequently included within the language of a Reliability Standard requirement. Lastly, GTC feels it is important that the industry maintain a primary role in the standards development process and disagrees with the recommendation to waive the requirement for posting for industry comment thus pushing the definitions straight to industry ballot when even the Commission directed the ERO to modify the glossary through the Reliability Standards development process.

Individual

Steven Powell

Trans Bay Cable

Yes

Why have a BES and BPS definition? There has not been enough clarity on why NERC wants two definitions. Also, no clarity in regards to the opening context of, "depending on the context" this leaves a lot to interpretation.

Individual

Laurie Williams

Public Service Company of New Mexico

Yes

PNM supports the comments filed by EEI.

Group

ISO RTO Standards Review Committee

Terry Bilke

Yes

There are inconsistencies with the proposed Glossary of Terms definition of Bulk Power System to the statutory Section 215 definition. The inconsistencies increase the potential scope of coverage of what constitutes Bulk Power System. Use of the term "supply" could be interpreted to mean facilities beyond the jurisdiction as defined in Section 215 for example distribution, etc. NERC should incorporate the definitions exactly as they appear in the statutory language word for word without

capitalization and punctuation changes..
Individual
Rod Noteboom
Public Utility District #2 of Grant County, Washington
Yes
See comments submitted by GCPD Segment 5 ballot member.
Group
JEA
Tom McElhinney
Yes
<p>This seems like scope creep. The original intent was for the reliable operation of the BES. It now appears that the term "BES" is being replaced by the term "BPS" which includes the control systems. Concerns on the individual definitions are as follows:</p> <ul style="list-style-type: none"> <li>• Bulk Power System: It is confusing to say the definition 'depends on the context' and then to not provide multiple definitions. The "and" used between the two possible definitions should be replaced with an "or". The definition of a Facility is "a set of electrical equipment that operates as a single BES Element" so basically the BPS is the BES plus control systems. The last sentence is redundant since it uses a defined term "Facilities" in the first sentence and then "facilities" a non-defined term in the last sentence when it is clear that they are referencing "Facilities" from the first sentence and that already does not include local distribution. It would be better to delete the last sentence. It is also vague to say "needed to maintain transmission system reliability" when "transmission system reliability" is not defined – a better approach would be to replace "transmission system reliability" with "Reliable Operation of the BES". It also appears confusing to say "any portion thereof" when referencing the transmission network – things are either part of the network or they are not and this may lead to creep in the definition.</li> <li>• Reliability Standard: Requirements are a subset of a Reliability Standard – not the standard itself so the definition should not state "a requirement" but instead something to the effect of "a set of requirements, measures, and severity levels". Also Reliability standards were developed for the reliable operation of the BES and now this is causing scope creep by using the term BPS. BPS should be replaced with BES in all occurrences. The term "including" does not "limit" so the phrase "without limiting the foregoing" is redundant. The last part of the first sentence "to the extent necessary for Reliable Operations of the Bulk Power System" is redundant with the first part "to provide for Reliable Operation of the Bulk Power System" and should therefore be removed. Also the rest of the first sentence "but the term does not include any requirements to enlarge Bulk Power System Facilities or to construct new transmission capacity or generation capacity" should also be removed. The problems with that part are twofold. First, Facilities are defined in reference to the BES not to the BPS and secondly this last part would mean that entities would never have to construct new transmission capacity or generation capacity but the standards are clearly intended to insure an adequate supply to meet load which sometimes necessitates building new generation or transmission lines to meet anticipated growth.</li> <li>• Reliable Operation: The "Bulk Power System" should be replaced with the "Bulk Electric System". By using BPS we will need monitoring equipment on all of our control systems to insure such things as proper voltage. Major systems have this in the form of UPS's but some subcomponents of the control systems may not.</li> </ul>
Individual
Tony Kroskey
Brazos Electric Power Cooperative Inc.
Yes
<p>In the definition of "Bulk Power System" the word "Facilities" should not be capitalized in the RoP because it is not capitalized in the statute. There is included an "(i)" in the proposed definition, but there is no "(ii)" which is confusing. Also the addition of the word "supply" has the potential to change the definition. In the definition of "Reliable Operation" the words "will not occur" should be changed to "should not occur".</p>