NERC
NORTH AMERICAN ELECTRIC RELIABILITY CORPORATION

NERC
Request to ANSI for Reaccreditation as a Standards Developer

July 2019

RELIABILITY | ACCOUNTABILITY




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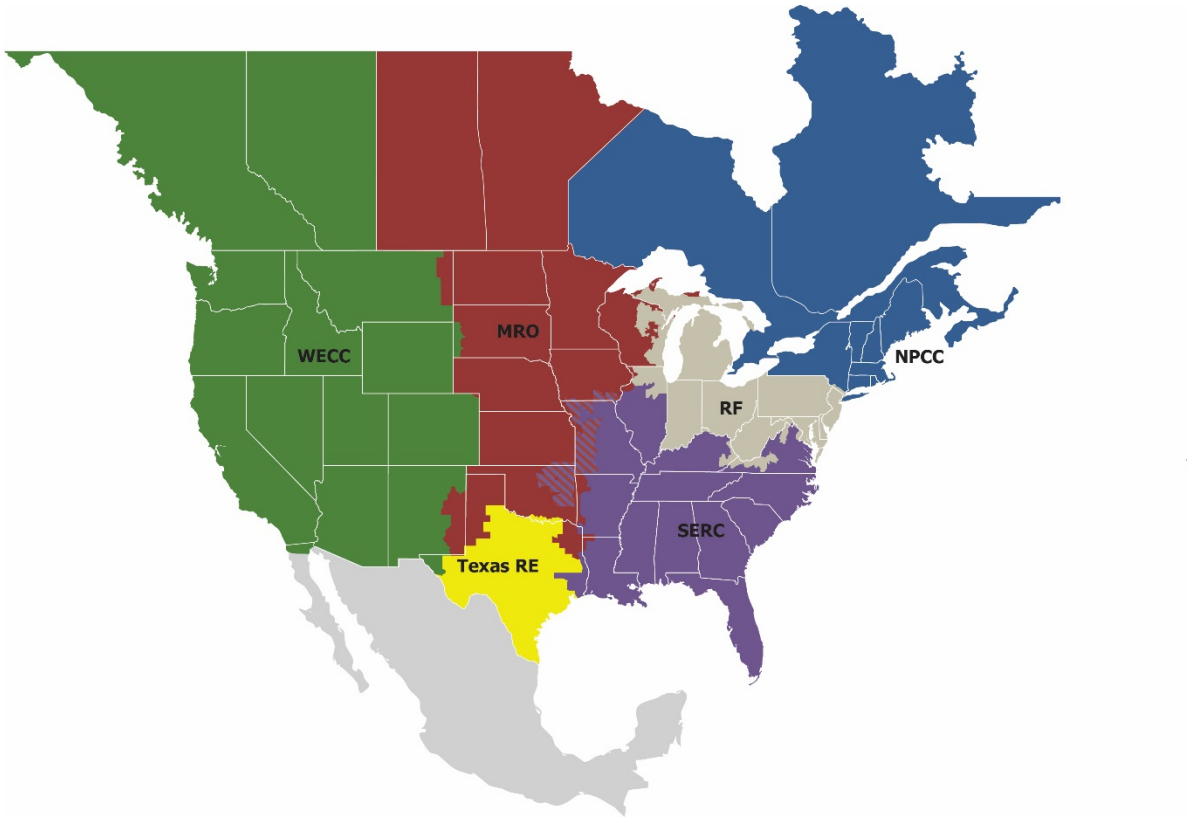
Preface

The vision for the Electric Reliability Organization (ERO) Enterprise, which is comprised of the North American Electric Reliability Corporation (NERC) and the six Regional Entities (REs), is a highly reliable and secure North American bulk power system (BPS). Our mission is to assure the effective and efficient reduction of risks to the reliability and security of the grid.

The North American BPS is divided into six RE boundaries as shown in the map and corresponding table below. The multicolored area denotes overlap as some load-serving entities participate in one Region while associated Transmission Owners/Operators participate in another.



MRO	Midwest Reliability Organization
NPCC	Northeast Power Coordinating Council
RF	ReliabilityFirst
SERC	SERC Reliability Corporation
Texas RE	Texas Reliability Entity
WECC	Western Electricity Coordinating Council

Chapter 1: Introduction to NERC and the NERC Standard Development Process

This section provides a description of NERC, including its role in developing standards for the reliable operation of the North American bulk power system, and an overview of NERC's standard development process.

About NERC

NERC is a not-for-profit international regulatory authority whose mission is to assure the effective and efficient reduction of risks to the reliability and security of the electric power grid. In 2006, the United States Federal Energy Regulatory Commission (FERC) certified NERC as the electric reliability organization in accordance with Section 215 of the Federal Power Act.[1] NERC has also been recognized as the North American electric reliability organization in accordance with applicable laws, regulations, and agreements in place with several Canadian jurisdictions. NERC's area of responsibility spans the continental United States, Canada, and the northern portion of Baja California, Mexico. NERC's jurisdiction includes users, owners, and operators of the bulk power system, which serves more than 334 million people.

NERC develops and enforces Reliability Standards, annually assesses seasonal and long-term reliability, monitors the bulk power system through system awareness, and educates, trains, and certifies industry personnel.

Reliability Standards Development

NERC develops Reliability Standards in accordance with its Rules of Procedure. The NERC Standard Processes Manual, Appendix 3A to the NERC Rules of Procedure, provides implementation detail in support of Section 300 of the NERC Rules of Procedure, Reliability Standards Development.[2] The document describes the policies and procedures to be followed relating to the development, approval, revision, reaffirmation, and withdrawal of Reliability Standards, interpretations, defined terms, and compliance elements. The Standard Processes Manual also describes the roles of the Standards Committee, drafting teams, and the ballot body during the standard development process.

The Standard Processes Manual is designed to provide for reasonable notice and opportunity for public comment, due process, openness, and a balance of interests in developing proposed Reliability Standards, consistent with Section 215 of the U.S. Federal Power Act.[3]

NERC's Rules of Procedure require NERC to maintain its status as an American National Standards Institute ("ANSI")-accredited standards developer.[4] As such, NERC reviews its Standard Processes Manual periodically to ensure it remains consistent with the ANSI *Essential Requirements* and performs other accreditation activities as required under ANSI rules.

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1 *N. Am. Elec. Reliability Corp.*, 116 FERC ¶ 61,062 (2006), *order on reh'g & compliance*, 117 FERC ¶ 61,126 (2006), *aff'd sub nom. Alcoa, Inc. v. FERC*, 564 F.3d 1342 (D.C. Cir. 2009); Federal Power Act § 215 (codified at 16 U.S.C. § 824o (2012)).

2 The NERC Rules of Procedure and Standard Processes Manual are available at https://www.nerc.com/AboutNERC/Pages/Rules-of-Procedure.aspx.

3 16 U.S.C. § 824o(c)(2)(d) (providing that the ERO must have established rules that "provide for reasonable notice and opportunity for public comment, due process, openness, and balance of interests in developing reliability standards and otherwise exercising its duties"). *See also* Order No. 672, *Rules Concerning Certification of the Electric Reliability Organization; and Procedures for the Establishment, Approval, and Enforcement of Electric Reliability Standards*, 114 FERC ¶ 61,104 (2006) at P 258 ("Any proposed Reliability Standard development process must ensure that any Reliability Standard is technically sound and the technical specifications proposed would achieve a valuable reliability goal. The process must also: (1) be open and fair; (2) appropriately balance the interests of stakeholders; (3) include steps to evaluate the effect of the proposed Reliability Standard on competition; (4) meet the requirements of due process; and (5) not unnecessarily delay development of the proposed Reliability Standard."), *order on reh'g*, Order No. 672-A, 114 FERC ¶ 61,328 (2006).

4 NERC Rules of Procedure, Section 316 ("NERC shall seek and maintain accreditation of the NERC Reliability Standards development process by the American National Standards Institute.").

In accordance with the Standard Processes Manual, NERC Reliability Standards must be approved by the ballot pool, which consists of members of the NERC Registered Ballot Body, prior to being submitted to the NERC Board of Trustees for adoption and to the applicable governmental authorities for approval.

NERC's Registered Ballot Body consists of ten Segments representing the different interests of the electricity industry, including electricity users. The Segments are defined in Appendix 3D to the NERC Rules of Procedure, Registered Ballot Body Criteria. The Registered Ballot Body is structured to provide for balanced representation in which no two interest categories, individuals, or organizations shall dominate and no single interest category, individual, or organization is able to defeat a matter. The composition of the Registered Ballot Body has remained substantively unchanged since NERC last sought accreditation of its standard development processes.

Under NERC's Standard Processes Manual, NERC's standards development process is overseen by NERC's Standards Committee. Members are elected in accordance with Appendix 3B to the NERC Rules of Procedure, Procedures for Election of Members of the Standards Committee. NERC's Standards Committee is also structured to provide for balanced Segment representation as described above.

Following approval by the ballot body and adoption by the NERC Board of Trustees, NERC Reliability Standards are submitted to the applicable governmental authorities in the U.S. and Canada for approval. Reliability Standards may not become mandatory and effective upon users, owners, and operators of the bulk power system in a given jurisdiction until they have been approved by the applicable governmental authority or have otherwise become effective pursuant to local law or regulation.

Revisions to NERC's Rules of Procedure, including its Standard Processes Manual, must be approved by FERC before becoming effective.

Development of Version 4, NERC Standard Processes Manual

In 2013, version 3 of the NERC Standard Processes Manual became effective. Version 3 represented a significant improvement in the standard development process, providing for flexibility and more streamlined standard posting and balloting procedures while maintaining reasonable notice and opportunity for public comment, due process, openness, and balance of interests in developing Reliability Standards. In the course of implementing version 3, NERC identified additional improvements and refinements.

The revisions in version 4 of the Standard Processes Manual, which are summarized in the following section, promote efficiency in standard development while continuing to provide for a standard development process that meets the ANSI *Essential Requirements*.[5]

NERC developed version 4 of its Standard Processes Manual in accordance with its rules. Section 15 of the Standard Processes Manual describes the process that must be followed to revise standard processes. This revision process includes, among other things, formal comment and ballot periods and a ballot procedure that is the same as that used for approval of a Reliability Standard. Version 4 of the Standard Processes Manual was approved by the ballot body on October 29, 2018 with an 81.61 percent approval rating with 85.96 percent quorum. The NERC Board of Trustees approved the document on November 7, 2018, and the U.S. FERC approved the document on March 1, 2019.[6]

[5] January 2019 Edition, http://www.ansi.org/essentialrequirements.

[6] *N. Am. Elec. Reliability Corp.*, Docket No. RR19-2-000 (Mar. 1, 2019).

Chapter 2: Summary of Revisions in NERC Standard Processes Manual, Version 4

In this section, NERC provides a section-by-section explanation of the revisions in version 4 of its Standard Processes Manual, which is included in clean and redline form as Appendix A to this document. In addition to the changes described below, corrections in capitalization of defined terms and document names have been made throughout, and the document has been re-formatted into the current NERC template.

In version 4, NERC has made no substantive revisions to its standard posting, balloting, or consensus processes. NERC's standard processes provide reasonable notice and opportunity for public comment, due process, openness, and balance of interests in developing Reliability Standards, consistent with the ANSI *Essential Requirements* and NERC's FERC-approved Rules of Procedure. Changes to elements of NERC's process not addressed in the *Essential Requirements* were designed with the goal of promoting transparency and due process.

Section 1.0: Introduction

NERC made several non-substantive revisions in Sections 1.1 (Authority), 1.2 (Scope), and 1.3 (Background) to streamline language. Additionally, in Section 1.1, NERC added a provision to clarify that, unless otherwise specified, any period of time that is counted in days shall refer to calendar days. This provision and the corresponding changes throughout the document promote clarity and resolve inconsistencies in version 3 relating to the use of the terms "days" and "calendar days".

Section 2.0: Elements of a Reliability Standard

NERC updated Section 2.1 (Definition of a Reliability Standard) to match the current, legal definition of that term in the NERC Rules of Procedure. NERC also revised Section 2.5 (Elements of a Reliability Standard) to streamline language, to correct capitalization of defined terms, and to reflect the removal of Application Guidelines and Procedures from the NERC Reliability Standards template. Drafting teams may now choose to include such informative (i.e. non-enforceable) content in stand-alone Technical Rationale documents posted alongside draft Reliability Standards.

Section 3.0: Reliability Standards Program Organization

NERC revised Sections 3.1 (Board of Trustees) and Section 3.4 (Standards Committee) to streamline language. NERC removed language regarding the composition of the Standards Committee and replaced it with a reference to the relevant NERC Rules of Procedure appendix.

In Section 3.5 (NERC Reliability Standards Staff), NERC added a footnote to specify that the NERC Director of Standards may delegate authority to perform certain responsibilities under the Standard Processes Manual to another member of the NERC standards staff. This provision promotes the effective administration of the Reliability Standards program by allowing designated staff to undertake certain actions, such as authorizing a deviation from the usual rule governing the formation of ballot pools in the event of an extraordinary circumstance (*see* Section 4.8 (Form Ballot Pool)).

In Section 3.6 (Drafting Teams), NERC revised the language to specify that the Standards Committee shall appoint all drafting teams, including drafting teams for Interpretations, consistent with revisions to Section 7.0 (Process for Developing an Interpretation).

In Section 3.7 (Governmental Authorities), NERC made revisions to allow for the inclusion of additional governmental authorities that in the future may recognize NERC as the ERO and have the authority to approve Reliability Standards without the need for further revisions to this section.

Section 4.0: Process for Developing, Modifying, Withdrawing or Retiring a Reliability Standard

No substantive revisions were made to the process for developing, modifying, withdrawing, or retiring a Reliability Standard in Section 4.0 of NERC's Standard Processes Manual. Existing processes for posting, ballot pool approval, and responding to comments remain substantively unchanged.

NERC made non-substantive revisions to language in Section 4.0 regarding posting periods in several subsections to improve readability and organization. Section 4.2 (Standard Authorization Request Posting) and Sections 4.12-4.14 are reorganized to clarify processes for responding to comments received during posting periods, conducting Additional Ballots, and conducting Final Ballots.

In Section 4.4.2, NERC deleted as unnecessary and duplicative a requirement that each drafting team document how a proposed Reliability Standard meets the criteria for approval. NERC also revised this section to reflect current practice that drafting teams may develop and post technical documents to support draft Reliability Standards or related elements.

Section 6.0: Process for Conducting Field Tests

In Section 6.0, NERC created an enhanced process for field tests supporting Reliability Standards development. Under this process, NERC technical committees with relevant technical expertise (e.g., the NERC Planning Committee, Operating Committee, or Critical Infrastructure Protection Committee) would have a formal role in the development, approval, and oversight of field tests supporting standards development. The formal inclusion of the technical committees in the field test process is expected to improve the quality of field tests and resulting outcomes, while providing for rigorous oversight of work by those NERC bodies with the relevant subject matter expertise. The Standards Committee would continue to provide oversight to ensure that all relevant standards processes are followed. The process has been designed to provide for openness and transparency. Among other provisions, this Section requires that results from such field tests would need to be posted prior to a ballot on any standard.

Section 7.0: Process for Developing an Interpretation

NERC's Interpretations process is contained in Section 7.0 of its Standard Processes Manual. In version 4, NERC revised its Interpretations process to improve the organization of the section and clarify language regarding what constitutes a valid Interpretation as well as the circumstances under which a request for Interpretation may be rejected. The revisions provide NERC's stakeholders with clarity on the types of issues that may and may not be addressed through the Interpretations process. The revisions also include NERC staff periodically communicating the status of pending Interpretation requests to the Standards Committee. These revisions thus promote transparency and can help improve timeliness in responding to Interpretation requests. Additionally, NERC revised Section 7.0 to clarify who may appoint Interpretation drafting teams and at which stages in the process NERC staff review of the draft Interpretation is required.

Section 8.0: Process for Appealing an Action or Inaction

NERC provides an identifiable, realistic, and readily available appeals mechanism for the impartial handling of procedural appeals regarding any action or inaction. In version 4, NERC has made minor revisions to this process to facilitate the efficient administration of appeals. First, NERC revised its appeals process to specify that an appellant may withdraw its appeal by providing written notice to the NERC Director of Standards. Such withdrawal may be permitted at either the Level 1 Appeal or Level 2 Appeal stage. Second, and consistent with the revisions in Section 3 described above, NERC revised its process to specify that the Director of Standards may delegate its authority to perform certain responsibilities in connection with an appeal. These responsibilities include preparing a response to a Level 1 Appeal and convening a Level 2 Appeals Panel. The revisions facilitate the efficient administration of the

standards appeal process by: (1) allowing for the termination of proceedings when the appellant no longer wishes to pursue its appeal to the decision stage; and (2) allowing, where appropriate, delegation of certain responsibilities in connection with appeals.

Section 9.0: Process for Developing a Variance

Variances specify regional differences from continent-wide Reliability Standards and are permitted under NERC's governing authorities. NERC revised Section 9.1 (Interconnection-wide Variances) to clarify that Variances that are proposed to apply only to the Quebec Interconnection, an Interconnection that is contained wholly within the footprint of the Northeast Power Coordinating Council, may be developed through the Northeast Power Coordinating Council Regional Reliability Standards development procedure or may be developed through NERC's Standard Processes Manual.

Section 10.0: Processes for Developing a Reliability Standard Related to a Confidential Issue

NERC revised this section to add explanatory text between the header and flowchart appearing under Section 10.7.

Section 11.0: Process for Posting Supporting Technical Documents Alongside an Approved Reliability Standard

NERC revised Section 11 to clarify its scope and to define the criteria to be used for reviewing supporting technical documents before they may be posted on NERC's website alongside the associated Reliability Standard. Such documents may be prepared by stakeholders to aid in the understanding of a Reliability Standard. Specifically, the revisions: (1) clarify that the scope of Section 11 is to define a process for approving the posting of supporting technical documents to approved Reliability Standards (i.e., standards that have completed the development process and have been approved by applicable governmental authorities); (2) clarify that this process does not apply to stakeholder-developed documents that provide specific compliance approaches or examples, which are handled under a different NERC procedure specific to those documents; and (3) provide clear, defined, and fair criteria for determining when supporting technical documents to approved Reliability Standards may be posted on NERC's web page.

Section 13.0: Process for Conducting Periodic Reviews of Reliability Standards

NERC revised Section 13 to clarify the terminology used to refer to periodic reviews. A review is now referred to as a "periodic review," instead of a "five year review," where there are no outstanding governmental directives, Interpretations, or unresolved stakeholder issues and the Reliability Standard is being reviewed on account of five or ten years having passed since its effective date or NERC Board of Trustees adoption. Other provisions, including those for periodic review of American National Standards, remain unchanged.

Section 16.0: Waiver

NERC updated this section to reflect the dissolution of the NERC Standards Oversight and Technology Committee and to correct capitalization of terms defined in NERC's Rules of Procedure.

Chapter 3: Compliance with ANSI Essential Requirements

The following mapping table identifies how version 4 of NERC's Standard Processes Manual continues to meet the ANSI *Essential Requirements* (Jan. 2019). Additional information is provided where applicable.

ANSI Essential Requirement/Associated Benchmark	Where Addressed in NERC Standard Processes Manual
1.1 Openness "Participation shall be open to all persons who are directly and materially affected by the activity in question. There shall be no undue financial barriers to participation. Voting membership on the consensus body shall not be conditional upon membership in any organization, nor unreasonably restricted on the basis of technical qualifications or other such requirements." **2.1 Openness**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Open Participation* **Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Notification of standards development* **Additional Information:** NERC posts the names of each entity or individual in the Registered Ballot Body, and the names of each member of each ballot pool (consensus body). Registered Ballot Body: https://sbs.nerc.net/Users/VotersBallotBody The members of each ballot pool are posted with the ballot results: https://sbs.nerc.net/Ballot/BallotResults
1.2 Lack of Dominance "The standards development process shall not be dominated by any single interest category, individual or organization. Dominance means a position or exercise of dominant authority, leadership, or influence by reason of superior leverage, strength, or representation to the exclusion of fair and equitable consideration of other viewpoints." **2.2 Lack of Dominance**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Balance* **Additional Information:** NERC has not received any written claims that a single interest category has dominated the NERC standards development process.
1.3 Balance "The standards development process should have a balance of interests. Participants from diverse interest categories shall be sought with the objective of achieving balance. If a consensus body lacks balance in accordance with the historical criteria for balance, and no specific alternative formulation of balance was approved by the ANSI Executive Standards Council, outreach to achieve balance shall be undertaken." **2.3 Balance**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Balance* **Additional Information:** Appendix 3D to the NERC Rules of Procedure, *Registered Ballot Body Criteria*, describes the procedures for registering for the NERC Registered Ballot Body and the segment qualification guidelines. NERC's Registered Ballot Body consists of the following 10 Segments: Segment 1: Transmission Owners Segment 2: Regional Transmission Organizations /Independent System Operators Segment 3: Load-Serving Entities Segment 4: Transmission Dependent Utilities Segment 5: Electric Generators Segment 6: Electricity Brokers, Aggregators, and Marketers Segment 7: Large Electricity End Users Segment 8: Small Electricity Users

ANSI Essential Requirement/Associated Benchmark	Where Addressed in NERC Standard Processes Manual
	Segment 9: Federal, State, and Provincial Regulatory or other Governmental Entities Segment 10: Regional Entities NERC's Industry Segments provide balance among the various groups that have an interest in the modern bulk power system, including the entities involved in owning, operating, maintaining, delivering, using, and overseeing the processes associated with electricity. The ten Segments that form NERC's consensus body were developed to ensure that no Segment has more than ten percent of the total weight of any vote.
1.4 Coordination and Harmonization "Good faith efforts shall be made to resolve potential conflicts between and among existing American National Standards and candidate American National Standards." **2.4 Coordination and Harmonization**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Coordination and harmonization with other American National Standards activities* **Additional Information:** NERC's Reliability Standards work cooperatively with North American Energy Standards Board business practices developed for the electric utility industry. NERC works closely with the NAESB in ensuring that reliability standards work cooperatively with associated business practices. NERC and NAESB have developed a joint Procedure for Joint Standards Development and Coordination. The procedure identifies how the two organizations (NERC and NAESB) will coordinate the development of standards and business practices that involve both reliability and market issues. This procedure is available on NERC's Standards resources page at https://www.nerc.com/pa/Stand/Resources/Pages/default.aspx.
1.5 Notification of Standards Development "Notification of standards activity shall be announced in suitable media as appropriate to demonstrate an opportunity for participation by all directly and materially affected persons." **2.5 Notification of Standards Development and Coordination**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Notification of standards development* **Section 4.2: SAR Posting** **Additional Information:** NERC uses the Standard Authorization Request (SAR) as an alternative to the Project Initiation Notification System (PINS). Each SAR form identifies the proposed standard development activity, the reliability-related need for the proposed standard action, the functional entities that are expected to have requirements associated with the proposed standard activity, and the scope of the proposed activity. NERC does not currently submit its SARs to ANSI. If a project is intended to be proposed as an American National Standard, a PINS would be submitted to ANSI at the SAR stage.

ANSI Essential Requirement/Associated Benchmark	Where Addressed in NERC Standard Processes Manual
	In addition to the notifications provided through NERC's standard development process, NERC also announces its plans to develop new or revised standards when it develops its annual Reliability Standard Development Plan (RSDP). Announcements are distributed to all members of the Registered Ballot Body and to all entities and individuals who have indicated either through a phone call or an email that they want to receive notices of standards actions. Each announcement indicates what has been posted, provides a link to the posted document and associated comment form (or ballot information), and provides a contact for additional information.
1.6 Consideration of Views and Objections "Prompt consideration shall be given to the written views and objections of all participants, including those commenting on the PINS announcement or public comment listing in *Standards Action*." **2.6 Consideration of Views and Objections**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process**, *Consideration of views and objections* **Section 4.2: SAR Posting** **Section 4.12: Consideration of Comments and Additional Ballots** **Additional Information:** NERC's "consideration of comments" form advises any commenter who feels their comment has been overlooked to contact the NERC director of standards.
1.7 Consensus Vote "Evidence of consensus in accordance with these requirements and the accredited procedures of the standards developer shall be documented." **2.7 Evidence of Consensus and Consensus Body Vote**	**Section 1.4: Essential Attributes of NERC's Reliability Standards Process,** *Consensus vote* **Section 4.8: Form Ballot Pool** **Section 4.10: Criteria for Ballot Pool Approval** **Section 4.11: Voting Positions** **Additional Information:** Ballot pools do not vote on membership or officer-related issues. NERC maintains documentation when it is asked to change a vote.
1.8 Appeals "Written procedures of an ANSI-Accredited Standards Developer (ASD) shall contain an identifiable, realistic, and readily available appeals mechanism for the impartial handling of procedural appeals regarding any action or inaction. Procedural appeals include whether a technical issue was afforded due process." **2.8 Appeals**	**Section 8.0: Process for Appealing an Action or Inaction**
1.9 Written Procedures "Written procedures shall govern the methods used for standards development and shall be available to any interested person."	**Section 1.1.: Authority** **Additional Information:** NERC's Standard Processes Manual is available on NERC's website at

ANSI Essential Requirement/Associated Benchmark	Where Addressed in NERC Standard Processes Manual
	https://www.nerc.com/AboutNERC/Pages/Rules-of-Procedure.aspx.
1.10 Compliance with Normative American National Standards Policies and Administrative Procedures "All ANSI-Accredited Standards Developers (ASDs) are required to comply with the normative policies and administrative procedures established by the ANSI Executive Standards Council or its designee."	See following section.

Chapter 4: Compliance with ANSI Normative Processes

NERC is in compliance with the normative processes set forth in Section 3.0 of the 2019 *Essential Requirements*, as described below.

ANSI Patent Policy

NERC's Reliability Standards are limited to matters associated with the planning, operating, and security of the bulk power system and are not expected to involve patents. Generally, NERC Reliability Standards are designed to be results-based and technology neutral; that is, the Reliability Standards specify the desired reliability outcome without prescribing the specific means to achieve that outcome.

If technical reasons justified such an approach, NERC may develop an American National Standard (ANS) in terms that include the use of an essential patent claim (i.e. one whose use would be required for compliance with that standard). If NERC receives a notice that a proposed, revised, or approved ANS may require the use of such a patent claim that is not already covered by an existing assurance, NERC will follow the ANSI Patent Policy specified in the then-current ANSI *Essential Requirements*.

Terms and Conditions

NERC's Reliability Standards are limited to matters associated with planning, operating, and protecting the bulk power system and do not involve the business relations between buyers and sellers. NERC agrees with the ANSI *Essential Requirements* that:

> Provisions involving business relations between buyer and seller such as guarantees, warranties, and other commercial terms and conditions shall not be included in an American National Standard. The appearance that a standard endorses any particular products, services or companies must be avoided. Therefore, it generally is not acceptable to include manufacturer lists, service provider lists, or similar material in the text of a standard or in an annex (or the equivalent). Where a sole source exists for essential equipment, materials or services necessary to comply with or to determine compliance with the standard, it is permissible to supply the name and address of the source in a footnote or informative annex as long as the words "or the equivalent" are added to the reference. In connection with standards that relate to the determination of whether products or services conform to one or more standards, the process or criteria for determining conformity can be standardized as long as the description of the process or criteria is limited to technical and engineering concerns and does not include what would otherwise be a commercial term.[7]

Antitrust Policy

NERC conducts its standard development activities in accordance with all applicable antitrust laws and regulations. NERC's Antitrust Compliance Guidelines document is available on the NERC webpage at the following link:

http://www.nerc.com/pa/Stand/Resources/Documents/NERC_Antitrust_Compliances_Guidelines.pdf

[7] ANSI 2019 *Essential Requirements* at Section 3.2, Commercial terms and conditions.

Evidence of Compliance

Section 14.0 of the NERC Standard Processes Manual describes how NERC retains records to demonstrate compliance with respect to processes governing standards development. These processes, which are unchanged in version 4 of the NERC Standard Processes Manual, provide as follows:

> **Section 14.0: Public Access to Reliability Standards Information**
>
> **14.1: Online Reliability Standards Information System**
> The NERC Reliability Standards Staff shall maintain an electronic copy of information regarding currently proposed and currently in effect Reliability Standards. This information shall include current Reliability Standards in effect, proposed revisions to Reliability Standards, and proposed new Reliability Standards. This information shall provide a record, for at a minimum the previous five years, of the review and approval process for each Reliability Standard, including public comments received during the development and approval process.
>
> **14.2: Archived Reliability Standards Information**
> The NERC Staff shall maintain a historical record of Reliability Standards information that is no longer maintained online. Archived information shall be retained indefinitely as practical, but in no case less than five years or one complete standard cycle from the date on which the Reliability Standard was no longer in effect. Archived records of Reliability Standards information shall be available electronically within 30 days following the receipt by the NERC Reliability Standards Staff of a written request.

Metric Policy

NERC's Metric Policy is contained in Section 1.4 of its Standard Processes Manual and states as follows:

- ***Metric policy***

  > The International System of units is the preferred units of measurement in NERC Reliability Standards. However, because NERC's Reliability Standards apply in Canada, the United States, and portions of Mexico, where applicable, measures are provided in both the metric and English units.

Interpretations Policy

NERC's Interpretations policy is contained in Section 7.0 of its Standard Processes Manual.

Chapter 5: Statement regarding Submission of Proposed American National Standards

NERC and its stakeholders highly value the accreditation that ANSI conferred upon its standards development process in 2003 and again in 2011-2013. NERC's Rules of Procedure in fact require NERC to maintain its status as an ANSI-accredited standards developer.[8]

NERC recognizes that one of the ongoing elements of the ANSI process is submittal of NERC standards for ANSI review, and through that submittal, accreditation would be maintained without the review NERC is now undergoing. NERC has not submitted any of the standards developed with its ANSI-accredited standards development process due to the jurisdictional issue that could impact reliability identified below. NERC requests that ANSI reviewers consider these circumstances as outlined below in the course of their assessment and renew NERC's ANSI accreditation.

NERC is the designated electric reliability organization under Section 215 of the Federal Power Act.[9] NERC has also been recognized as the North American electric reliability organization in accordance with applicable laws, regulations, and agreements in place with several Canadian jurisdictions. As the electric reliability organization, NERC is charged with the responsibility for developing standards to protect the reliability of the bulk power system that is critical to support all other essential services. Without electricity, other essential services cannot function – for example, there would be no way of providing clean water, communication systems, or functioning financial systems.

When NERC developed its original standard development process, its intent was to have a process that met ANSI's essential requirements that was accepted throughout North America. The stature associated with ANSI standards was anticipated to be accepted throughout the continent.

During NERC's 2011 re-accreditation, NERC indicated that some entities in Canada expressed concern that they would be required to comply with standards approved by a United States organization, rather than one based in Canada. Given the need to have Reliability Standards in place across North America and the interdependence of the bulk power system across international boundaries, NERC delayed filing any of its standards for ANSI approval pending improved coordination with Canadian provincial governments.

While much progress in international relationships has been achieved during the intervening years, NERC must continue to be sensitive to jurisdictional concerns in a multi-jurisdictional, international regulatory framework. Given the critical nature of this work, NERC must prioritize the need to have standards in place to govern reliable operation of the grid over standards accreditation, which could impact certain jurisdictions' willingness to adopt NERC's standards. NERC therefore will continue to postpone filing any of its standards for ANSI approval until such time these issues are resolved.

While NERC has not submitted a standard to become an American National Standard, stakeholders have opportunities to comment on NERC's Reliability Standards and the integrity of the NERC process both throughout the NERC standard development process and during the regulatory approval process. In the United States, NERC Reliability Standards may not become mandatory and enforceable until they have been: (1) approved by the ballot body; (2) adopted by the NERC Board of Trustees; and (3) approved by FERC. Similar regulatory review processes are in place in several Canadian provincial jurisdictions.

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[8] NERC Rules of Procedure, Section 316 ("NERC shall seek and maintain accreditation of the NERC Reliability Standards development process by the American National Standards Institute.").

[9] *N. Am. Elec. Reliability Corp.*, 116 FERC ¶ 61,062 (2006), *order on reh'g & compliance*, 117 FERC ¶ 61,126 (2006), *aff'd sub nom. Alcoa, Inc. v. FERC*, 564 F.3d 1342 (D.C. Cir. 2009); Federal Power Act § 215 (codified at 16 U.S.C. § 824o (2012)).

NERC appreciates ANSI's review of these circumstances and requests that ANSI renew NERC's accreditation.

Chapter 6: Conclusion

NERC thanks the ANSI reviewers for their consideration of NERC's request to maintain its status as an ANSI-accredited standards developer.

Any questions regarding this material may be directed to Howard Gugel, NERC Vice President and Director of Engineering and Standards, at howard.gugel@nerc.net.

Appendix A: NERC Standard Processes Manual, Version 4 (2019)

Clean and redline versions of the NERC Standard Processes Manual (version 4, eff. March 1, 2019) are included as Appendix A to this document.

NERC
NORTH AMERICAN ELECTRIC RELIABILITY CORPORATION

Standard Processes Manual

VERSION 4

March 1, 2019

RELIABILITY | ACCOUNTABILITY




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Section 1.0: Introduction

1.1: Authority

This manual is published by the authority of the North American Electric Reliability Corporation ("NERC") Board of Trustees and has been incorporated into the NERC Rules of Procedure as Appendix 3A. It provides implementation detail in support of the NERC Rules of Procedure Section 300 — Reliability Standards Development.

Capitalized terms not otherwise defined herein shall have the meaning set forth in the Definitions Used in the Rules of Procedure, Appendix 2 to the Rules of Procedure. Unless otherwise specified, any period of time that is counted in days shall refer to calendar days.

1.2: Scope

The policies and procedures in this manual shall govern the activities of NERC related to the development, approval, revision, reaffirmation, and withdrawal of Reliability Standards, Interpretations, Violation Risk Factors ("VRFs"), Violation Severity Levels ("VSLs"), definitions, Variances, and reference documents developed to support standards for the Reliable Operation and planning of the North American Bulk Power Systems.

This manual also addresses the role of the Standards Committee, drafting teams, and the ballot body in the development and approval of Compliance Elements in conjunction with standard development.

1.3: Background

NERC is a nonprofit corporation formed for the purpose of becoming the North American ERO. NERC works with all stakeholder segments of the electric industry, including electricity users, to develop Reliability Standards for the reliability planning and Reliable Operation of the North American Bulk Power Systems. In the United States, the Energy Policy Act of 2005 added Section 215 to the Federal Power Act for the purpose of establishing a framework to make Reliability Standards mandatory for all Bulk Power System owners, operators, and users. Similar authorities are provided by Applicable Governmental Authorities in Canada. The United States Federal Energy Regulatory Commission ("FERC") certified NERC as the ERO effective July 2006. *North American Electric Reliability Corp.*, 116 FERC ¶ 61,062, *order on reh'g and compliance*, 117 FERC ¶ 61,126 (2006), *order on compliance*, 118 FERC ¶ 61,030 (2007).

1.4: Essential Attributes of NERC's Reliability Standards Processes

NERC's Reliability Standards development processes provide reasonable notice and opportunity for public comment, due process, openness, and balance of interests in developing a proposed Reliability Standard consistent with the attributes necessary for American National Standards Institute ("ANSI") accreditation. The same attributes, as well as transparency, consensus-building, and timeliness, are also required under the ERO Rules of Procedure Section 304.

- ***Open Participation***

  Participation in NERC's Reliability Standards development balloting and approval processes shall be open to all entities materially affected by NERC's Reliability Standards. There shall be no financial barriers to participation in NERC's Reliability Standards balloting and approval processes. Membership in the Registered Ballot Body shall not be conditional upon membership in any organization, nor unreasonably restricted on the basis of technical qualifications or other such requirements.

- ***Balance***

  NERC's Reliability Standards development processes shall not be dominated by any two interest categories, individuals, or organizations and no single interest category, individual, or organization is able to defeat a matter.

  NERC shall use a voting formula that allocates each industry Segment an equal weight in determining the final outcome of any Reliability Standard action. The Reliability Standards development processes shall have a balance of interests. Participants from diverse interest categories shall be encouraged to join the Registered Ballot Body and participate in the balloting process, with a goal of achieving balance between the interest categories. The Registered Ballot Body serves as the consensus body voting to approve each new or proposed Reliability Standard, definition, Variance, and Interpretation.

- ***Coordination and harmonization with other American National Standards activities***

  NERC is committed to resolving any potential conflicts between its Reliability Standards development efforts and existing American National Standards and candidate American National Standards.

- ***Notification of standards development***

  NERC shall publicly distribute a notice to each member of the Registered Ballot Body, and to each stakeholder who indicates a desire to receive such notices, for each action to create, revise, reaffirm, or withdraw a Reliability Standard, definition, or Variance; and for each proposed Interpretation. Notices shall be distributed electronically, with links to the relevant information, and notices shall be posted on NERC's Reliability Standards web page. All notices shall identify a readily available source for further information.

- ***Transparency***

  The process shall be transparent to the public.

- ***Consideration of views and objections***

  Drafting teams shall give prompt consideration to the written views and objections of all participants as set forth herein. Drafting teams shall make an effort to resolve each objection that is related to the topic under review.

- ***Consensus Building***

  The process shall build and document consensus for each Reliability Standard, both with regard to the need and justification for the Reliability Standard and the content of the Reliability Standard.

- ***Consensus vote***

  NERC shall use its voting process to determine if there is sufficient consensus to approve a proposed Reliability Standard, definition, Variance, or Interpretation. NERC shall form a ballot pool for each Reliability Standard action from interested members of its Registered Ballot Body. Approval of any Reliability Standard action requires:

    - A quorum, which is established by at least 75% of the members of the ballot pool submitting a response excluding unreturned ballots; and
    - A two-thirds majority of the weighted Segment votes cast shall be affirmative. The number of votes cast during all stages of balloting except the final ballot is the sum of affirmative and negative votes with comments, excluding abstentions, non-responses, and negative votes without comments. During the final ballot, the number of votes cast is the sum of affirmative and negative votes, excluding abstentions and non-responses.

- ***Timeliness***

  Development of Reliability Standards shall be timely and responsive to new and changing priorities for reliability of the Bulk Power System.

- ***Metric Policy***

  The International System of units is the preferred units of measurement in NERC Reliability Standards. However, because NERC's Reliability Standards apply in Canada, the United States and portions of Mexico, where applicable, measures are provided in both the metric and English units.

1.5: Ethical Participation

All participants in the NERC Standard development process, including drafting teams, quality reviewers, Standards Committee members and members of the Registered Ballot Body, are obligated to act in an ethical manner in the exercise of all activities conducted pursuant to the terms and conditions of the Standard Processes Manual and the standard development process.

Section 2.0: Elements of a Reliability Standard

2.1: Definition of a Reliability Standard

A Reliability Standard includes a set of Requirements that define specific obligations of owners, operators, and users of the North American Bulk Power Systems. The Requirements shall be material to reliability and measurable. A Reliability Standard is defined as follows:

> "Reliability Standard" means a requirement, approved by the United States Federal Energy Regulatory Commission under Section 215 of the Federal Power Act, or approved or recognized by an applicable governmental authority in other jurisdictions, 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 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. (In certain contexts, this term may also refer to a "Reliability Standard" that is in the process of being developed, or not yet approved or recognized by FERC or an applicable governmental authority in other jurisdictions).[1]

2.2: Reliability Principles

NERC Reliability Standards are based on certain reliability principles that define the foundation of reliability for North American Bulk Power Systems.[2] Each Reliability Standard shall enable or support one or more of the reliability principles, thereby ensuring that each Reliability Standard serves a purpose in support of reliability of the North American Bulk Power Systems. Each Reliability Standard shall also be consistent with all of the reliability principles, thereby ensuring that no Reliability Standard undermines reliability through an unintended consequence.

2.3: Market Principles

Recognizing that Bulk Power System reliability and electricity markets are inseparable and mutually interdependent, all Reliability Standards shall be consistent with the market interface principles.[3] Consideration of the market interface principles is intended to ensure that Reliability Standards are written such that they achieve their reliability objective without causing undue restrictions or adverse impacts on competitive electricity markets.

2.4: Types of Reliability Requirements

Generally, each Requirement of a Reliability Standard shall identify what Functional Entities shall do, and under what conditions, to achieve a specific reliability objective. Although Reliability Standards all follow this format, several types of Requirements may exist, each with a different approach to measurement.

- **Performance-based Requirements** define a specific reliability objective or outcome achieved by one or more entities that has a direct, observable effect on the reliability of the Bulk Power System, i.e. an effect that can be measured using power system data or trends. In its simplest form, a performance-based requirement has four components: who, under what conditions (if any), shall perform what action, to achieve what particular result or outcome.

[1] *See* Appendix 2 to the NERC Rules of Procedure, Definitions Used in the Rules of Procedure.

[2] The intent of the set of NERC Reliability Standards is to deliver an adequate level of reliability. The latest set of reliability principles and the latest set of characteristics associated with an adequate level of reliability are posted on the Reliability Standards Resources web page.

[3] The latest set of market interface principles is posted on the Reliability Standards Resources web page.

- **Risk-based Requirements** define actions by one or more entities that reduce a stated risk to the reliability of the Bulk Power System and can be measured by evaluating a particular product or outcome resulting from the required actions. A risk-based reliability requirement should be framed as: who, under what conditions (if any), shall perform what action, to achieve what particular result or outcome that reduces a stated risk to the reliability of the Bulk Power System.
- **Capability-based Requirements** define capabilities needed by one or more entities to perform reliability functions and can be measured by demonstrating that the capability exists as required. A capability-based reliability requirement should be framed as: *who, under what conditions (if any), shall have what capability, to achieve what particular result or outcome to perform an action to achieve a result or outcome or to reduce a risk to the reliability of the Bulk Power System*.

The body of reliability Requirements collectively provides a defense-in-depth strategy supporting reliability of the Bulk Power System.

2.5: Elements of a Reliability Standard

A Reliability Standard includes several components designed to work collectively to identify what entities must do to meet their reliability-related obligations as an owner, operator or user of the Bulk Power System.

The components of a Reliability Standard may include the following:

Title: A brief, descriptive phrase identifying the topic of the Reliability Standard.

Number: A unique identification number assigned in accordance with a published classification system to facilitate tracking and reference to the Reliability Standards.[4]

Purpose: The reliability outcome achieved through compliance with the Requirements of the Reliability Standard.

Applicability: Identifies the specific Functional Entities and Facilities to which the Reliability Standard applies.

Effective Dates: Identification of the date or pre-conditions determining when each Requirement becomes effective in each jurisdiction.

Requirement: An explicit statement that identifies the Functional Entity responsible, the action or outcome that must be achieved, any conditions achieving the action or outcome, and the reliability-related benefit of the action or outcome. Each Requirement shall be a statement for which compliance is mandatory.

Compliance Elements: Elements to aid in the administration of ERO compliance monitoring and enforcement responsibilities.[5]

- ***Measure***: Provides identification of the evidence or types of evidence that may demonstrate compliance with the associated requirement.
- ***Violation Risk Factors and Violation Severity Levels***: Violation risk factors (VRFs) and violation severity levels (VSLs) are used as factors when determining the size of a penalty or sanction associated with the

[4] Reliability Standards shall be numbered in accordance with the NERC Standards Numbering Convention as provided on the Reliability Standards Resources web page.

[5] It is the responsibility of the ERO Staff to develop compliance tools for each standard; these tools are not part of the standard but are referenced in this manual because the preferred approach to developing these tools is to use a transparent process that leverages the technical and practical expertise of the drafting team and ballot pool.

violation of a requirement in an approved Reliability Standard.[6] Each requirement in each Reliability Standard has an associated VRF and a set of VSLs. VRFs and VSLs are developed by the drafting team, working with NERC Staff, at the same time as the associated Reliability Standard, but are not part of the Reliability Standard. The Board of Trustees is responsible for approving VRFs and VSLs.

- ***Violation Risk Factors***

  VRFs identify the potential reliability significance of noncompliance with each requirement. Each requirement is assigned a VRF in accordance with the latest approved set of VRF criteria.[7]

- ***Violation Severity Levels***

  VSLs define the degree to which compliance with a requirement was not achieved. Each requirement shall have at least one VSL. While it is preferable to have four VSLs for each requirement, some requirements do not have multiple "degrees" of noncompliant performance and may have only one, two, or three VSLs. Each requirement is assigned one or more VSLs in accordance with the latest approved set of VSL criteria.[8]

Version History: The version history is provided for informational purposes and lists information regarding prior versions of Reliability Standards.

Variance: A Requirement (to be applied in the place of the continent-wide Requirement) that is applicable to a specific geographic area or to a specific set of Registered Entities.

Compliance Enforcement Authority: The entity that is responsible for assessing performance or outcomes to determine if an entity is compliant with the associated Reliability Standard. The Compliance Enforcement Authority will be NERC or the Regional Entity in their respective roles of monitoring and enforcing compliance with the NERC Reliability Standards.

The only mandatory and enforceable components of a Reliability Standard are the: (1) applicability, (2) Requirements, and the (3) effective dates. The additional components are included in the Reliability Standard for informational purposes and to provide guidance to Functional Entities concerning how compliance will be assessed by the Compliance Enforcement Authority.

[6] The *Sanction Guidelines of the North American Electric Reliability Corporation* identifies the factors used to determine a penalty or sanction for violation of a Reliability Standard and is posted on the NERC web site.

[7] The latest set of approved VRF Criteria is posted on the Reliability Standards Resources web page.

[8] The latest set of approved VSL Criteria is posted on the Reliability Standards Resources web page.

Section 3.0: Reliability Standards Program Organization

3.1: Board of Trustees

The NERC Board of Trustees shall consider for adoption Reliability Standards, definitions, Variances and Interpretations and associated implementation plans that have been developed according to this manual. Once the Board adopts a Reliability Standard, definition, Variance or Interpretation, the Board shall direct NERC Staff to file the document(s) for approval with Applicable Governmental Authorities.

3.2: Registered Ballot Body

The Registered Ballot Body comprises all entities or individuals that qualify for one of the Segments approved by the Board of Trustees[9], and are registered with NERC as potential ballot participants in the voting on Reliability Standards. Each member of the Registered Ballot Body is eligible to join the ballot pool for each Reliability Standard action.

3.3: Ballot Pool

Each Reliability Standard action has its own ballot pool formed of interested members of the Registered Ballot Body. The ballot pool comprises those members of the Registered Ballot Body that respond to a pre-ballot request to participate in that particular Reliability Standard action. The ballot pool votes on each Reliability Standards action. The ballot pool remains in place until all balloting related to that Reliability Standard action has been completed.

3.4: Standards Committee

The Standards Committee serves at the pleasure and direction of the NERC Board of Trustees, and the Board approves the Standards Committee's Charter.[10] The composition of the Standards Committee and the election of its members is set forth in Appendix 3B to the NERC Rules of Procedure, *Procedures for Election of Members of the Standards Committee.*

The Standards Committee is responsible for managing the Reliability Standards processes for development of Reliability Standards, definitions, Variances and Interpretations in accordance with this manual. The responsibilities of the Standards Committee are defined in detail in the Standards Committee's Charter. The Standards Committee is responsible for ensuring that the Reliability Standards, definitions, Variances and Interpretations developed by drafting teams are developed in accordance with the processes in this manual and meet NERC's benchmarks for Reliability Standards as well as criteria for governmental approval.[11]

The Standards Committee has the right to remand work to a drafting team, to reject the work of a drafting team, or to accept the work of a drafting team. The Standards Committee may disband a drafting team if it determines (a) that the drafting team is not producing a standard in a timely manner; (b) the drafting team is not able to produce a standard that will achieve industry consensus; (c) the drafting team has not addressed the scope of the SAR; or (d) the drafting team has failed to fully address a regulatory directive or otherwise provided a responsive or equally efficient and effective alternative. The Standards Committee may direct a drafting team to revise its work to follow the processes in this manual or to meet the criteria for NERC's benchmarks for Reliability Standards, or to meet the criteria for governmental approval; however, the Standards Committee shall not direct a drafting team to change the technical content of a draft Reliability Standard.

[9] The industry Segment qualifications are described in the Development of the Registered Ballot Body and Segment Qualification Guidelines document posted on the Reliability Standards Resources web page and are included in Appendix 3D of the NERC Rules of Procedure.

[10] The Standards Committee Charter is posted on the Reliability Standards Resources web page.

[11] The *Ten Benchmarks of an Excellent Reliability Standard* and FERC's Criteria for Approving Reliability Standards are posted on the Reliability Standards Resources web page.

The Standards Committee shall meet at regularly scheduled intervals (either in person, or by other means). All Standards Committee meetings are open to all interested parties.

3.5: NERC Reliability Standards Staff

The NERC Reliability Standards Staff, led by the Director of Standards,[12] is responsible for administering NERC's Reliability Standards processes in accordance with this manual. The NERC Reliability Standards Staff provides support to the Standards Committee in managing the Reliability Standards processes and in supporting the work of all drafting teams. The NERC Reliability Standards Staff works to ensure the integrity of the Reliability Standards processes and consistency of quality and completeness of the Reliability Standards. The NERC Reliability Standards Staff facilitates all steps in the development of Reliability Standards, definitions, Variances, Interpretations and associated implementation plans.

The NERC Reliability Standards Staff is responsible for presenting Reliability Standards, definitions, Variances, and Interpretations to the NERC Board of Trustees for adoption. When presenting Reliability Standards-related documents to the NERC Board of Trustees for adoption or approval, the NERC Reliability Standards Staff shall report the results of the associated stakeholder ballot, including identification of unresolved stakeholder objections and an assessment of the document's practicality and enforceability.

3.6: Drafting Teams

The Standards Committee shall appoint industry experts to drafting teams to work with stakeholders in developing and refining Standard Authorization Requests ("SARs"), Reliability Standards, definitions, Variances, and Interpretations. The NERC Reliability Standards Staff shall provide, or solicit from the industry, essential support for each of the drafting teams in the form of technical writers, legal, compliance, and rigorous and highly trained project management and facilitation support personnel.

Each drafting team may consist of a group of technical, legal, and compliance experts that work cooperatively with the support of the NERC Reliability Standards Staff.[13] The technical experts provide the subject matter expertise and guide the development of the technical aspects of the Reliability Standard, assisted by technical writers, legal and compliance experts. The technical experts maintain authority over the technical details of the Reliability Standard. Each drafting team appointed to develop a Reliability Standard is responsible for following the processes identified in this manual as well as procedures developed by the Standards Committee from the inception of the assigned project through the final acceptance of that project by Applicable Governmental Authorities.

Collectively, each drafting team:

- Drafts proposed language for the Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.
- Develops and refines technical documents that aid in the understanding of Reliability Standards.
- Works collaboratively with NERC Compliance Monitoring and Enforcement Staff to develop Reliability Standard Audit Worksheets ("RSAWs") at the same time Reliability Standards are developed.
- Provides assistance to NERC Staff in the development of Compliance Elements of proposed Reliability Standards.

[12] The Director of Standards may delegate its authority to perform certain responsibilities specified in this manual to another member of the NERC Reliability Standards staff.

[13] The detailed responsibilities of drafting teams are outlined in the Drafting Team Guidelines, which is posted on the Reliability Standards Resources web page.

- Solicits, considers, and responds to comments related to the specific Reliability Standards development project.
- Participates in industry forums to help build consensus on the draft Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.
- Assists in developing the documentation used to obtain governmental approval of the Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.

All drafting teams report to the Standards Committee.

3.7: Governmental Authorities

FERC in the United States of America, and where permissible by statute or regulation, the federal or provincial governments of other North American jurisdictions that have recognized NERC as the ERO have the authority to approve each new, revised or withdrawn Reliability Standard, definition, Variance, VRF, VSL and Interpretation following adoption or approval by the NERC Board of Trustees.

3.8: Committees, Subcommittees, Working Groups, and Task Forces

NERC's technical committees, subcommittees, working groups, and task forces provide technical research and analysis used to justify the development of new Reliability Standards and provide guidance, when requested by the Standards Committee, in overseeing field tests or collection and analysis of data. The technical committees, subcommittees, working groups, and task forces provide feedback to drafting teams during both informal and formal comment periods.

The Standards Committee may request that a NERC technical committee or other group prepare a technical document to support development of a proposed Reliability Standard.

The technical committees, subcommittees, working groups, and task forces share their observations regarding the need for new or modified Reliability Standards or Requirements with the NERC Reliability Standards Staff for use in identifying the need for new Reliability Standards projects for the three-year *Reliability Standards Development Plan*.

3.9: Compliance and Certification Committee

The Compliance and Certification Committee is responsible for monitoring NERC's compliance with its Reliability Standards processes and procedures and for monitoring NERC's compliance with the Rules of Procedure regarding the development of new or revised Reliability Standards, definitions, Variances, and Interpretations. The Compliance and Certification Committee may assist in verifying that each proposed Reliability Standard is enforceable as written before the Reliability Standard is posted for formal stakeholder comment and balloting.

3.10: Compliance Monitoring and Enforcement Program

As applicable, the NERC Compliance Monitoring and Enforcement Program Staff manages and enforces compliance with approved Reliability Standards. Compliance Monitoring and Enforcement Staff are responsible for the development of select compliance tools. The drafting team and the Compliance Monitoring and Enforcement Program Staff shall work together during the Reliability Standard development process to ensure an accurate and consistent understanding of the Requirements and their intent, and to ensure that applicable compliance tools accurately reflect that intent. The goal of this collaboration is to ensure that application of the Reliability Standards in the Compliance Monitoring and Enforcement Program by NERC and the Regional Entities is consistent.

The Compliance Monitoring and Enforcement Program is encouraged to share its observations regarding the need for new or modified Requirements with the NERC Reliability Standards Staff for use in identifying the need for new Reliability Standards projects.

3.11: North American Energy Standards Board ("NAESB")

While NERC has responsibility for developing Reliability Standards to support reliability, NAESB has responsibility for developing business practices and coordination between reliability and business practices as needed. NERC and NAESB developed and approved a procedure[14] to guide the development of Reliability Standards and business practices where the reliability and business practice components are intricately entwined within a proposed Reliability Standard.

[14] The NERC NAESB Template Procedure for Joint Standards Development and Coordination is posted on the Reliability Standards Resources web page.

Section 4.0: Process for Developing, Modifying, Withdrawing or Retiring a Reliability Standard

There are several steps to the development, modification, withdrawal or retirement of a Reliability Standard.[15]

The development of the *Reliability Standards Development Plan* is the appropriate forum for reaching agreement on whether there is a need for a Reliability Standard and the scope of a proposed Reliability Standard. A typical process for a project identified in the *Reliability Standards Development Plan* that involves a revision to an existing Reliability Standard is shown below. Note that most projects do not include a field test.

[15] The process described is also applicable to projects used to propose a new or modified definition or Variance or to propose retirement of a definition or Variance.

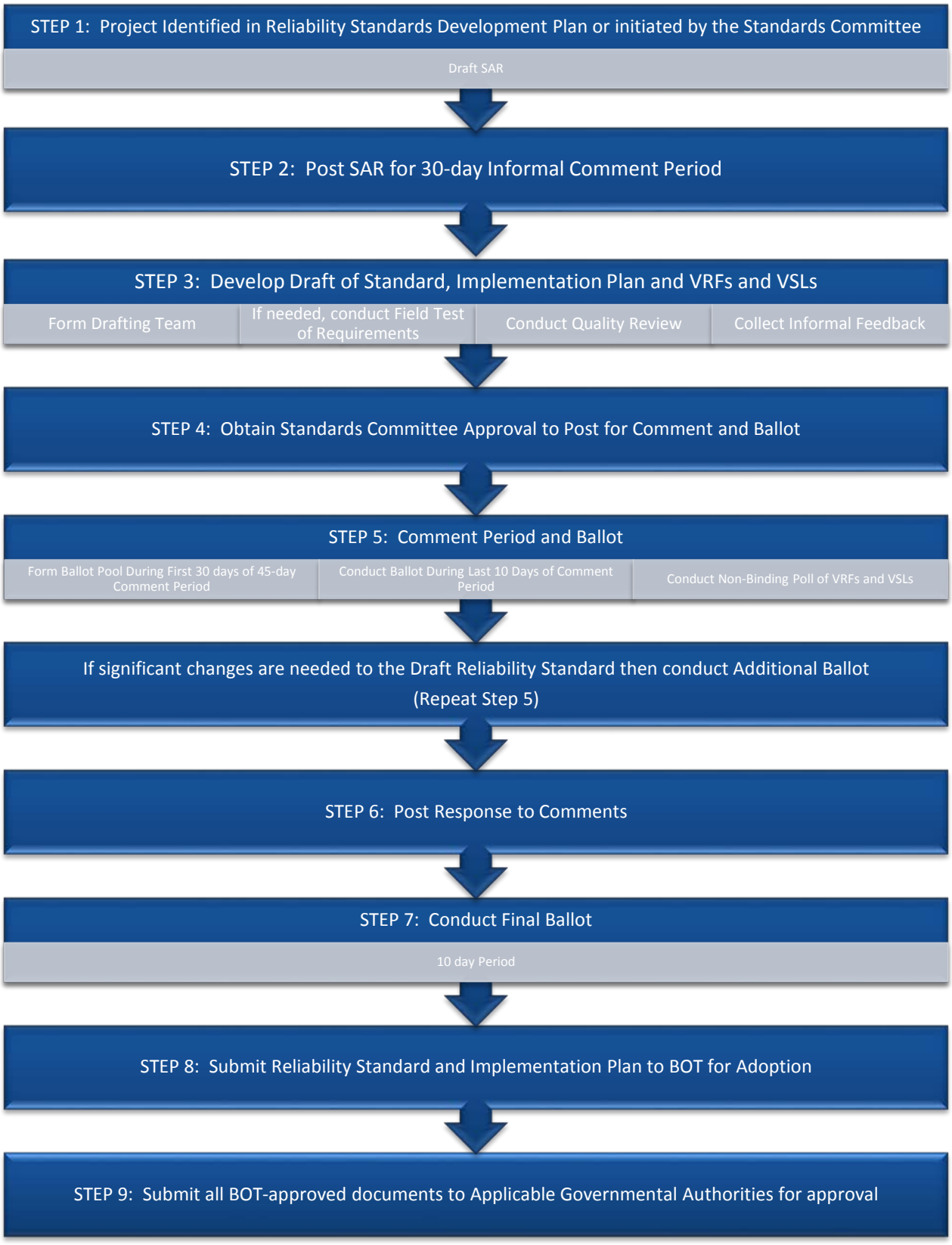


FIGURE 1: Process for Developing or Modifying a Reliability Standard

4.1: Posting and Collecting Information on SARs

Standard Authorization Request

A Standard Authorization Request ("SAR") is the form used to document the scope and reliability benefit of a proposed project for one or more new or modified Reliability Standards or definitions or the benefit of retiring one or more approved Reliability Standards. Any entity or individual, including NERC committees or subgroups and NERC Staff, may propose the development of a new or modified Reliability Standard, or may propose the retirement of a Reliability Standard (in whole or in part), by submitting a completed SAR to the NERC Reliability Standards Staff.[16] The Standards Committee has the authority to approve the posting of all SARs for projects that propose (i) developing a new or modified Reliability Standard or definition or (ii) propose retirement of an existing Reliability Standard (or elements thereof).

The NERC Reliability Standards Staff sponsors an open solicitation period each year seeking ideas for new Reliability Standards projects (using *Reliability Standards Suggestions and Comments forms*). The open solicitation period is held in conjunction with the annual revision to the *Reliability Standards Development Plan*. While the Standards Committee prefers that ideas for new projects be submitted during this annual solicitation period through submittal of a *Reliability Standards Suggestions and Comments Form,*[17] a SAR proposing a specific project may be submitted to the NERC Reliability Standards Staff at any time.

Each SAR that proposes a "new" or substantially revised Reliability Standard or definition should be accompanied by a technical justification that includes, as a minimum, a discussion of the reliability-related benefits and costs of developing the new Reliability Standard or definition, and a technical foundation document (*e.g.*, research paper) to guide the development of the Reliability Standard or definition. The technical document should address the engineering, planning and operational basis for the proposed Reliability Standard or definition, as well as any alternative approaches considered during SAR development.

The NERC Reliability Standards Staff shall review each SAR and work with the submitter to verify that all required information has been provided. All properly completed SARs shall be submitted to the Standards Committee for action at the next regularly scheduled Standards Committee meeting.

When presented with a SAR, the Standards Committee shall determine if the SAR is sufficiently complete to guide Reliability Standard development and whether the SAR is consistent with this manual. The Standards Committee shall take one of the following actions:

- Accept the SAR.
- Remand the SAR back to the requestor or to NERC Reliability Standards Staff for additional work.
- Reject the SAR. The Standards Committee may reject a SAR for good cause. If the Standards Committee rejects a SAR, it shall provide a written explanation for rejection to the sponsor within ten days of the rejection decision.
- Delay action on the SAR pending one of the following: (i) development of a technical justification for the proposed project; or (ii) consultation with another NERC Committee to determine if there is another approach to addressing the issue raised in the SAR.

[16] The SAR form is available on the Reliability Standards Resources web page.

[17] The *Reliability Standards Suggestions and Comments Form* can be downloaded from the Reliability Standards Resources web page.

If the Standards Committee is presented with a SAR that proposes developing a new Reliability Standard or definition but does not have a technical justification upon which the Reliability Standard or definition can be developed, the Standards Committee shall direct the NERC Reliability Standards Staff to post the SAR for a 30-day comment period solely to collect stakeholder feedback on the scope of technical foundation, if any, needed to support the proposed project. If a technical foundation is determined to be necessary, the Standards Committee shall solicit assistance from NERC's technical committees or other industry experts to provide that foundation before authorizing development of the associated Reliability Standard or definition.

During the SAR comment process, the drafting team may become aware of potential regional Variances related to the proposed Reliability Standard. To the extent possible, any regional Variances or exceptions should be made a part of the SAR so that if the SAR is authorized, such variations shall be made a part of the draft new or revised Reliability Standard.

If the Standards Committee accepts a SAR, the project shall be added to the list of approved projects. The Standards Committee shall assign a priority to the project, relative to all other projects under development, and those projects already identified in the *Reliability Standards Development Plan* that are already approved for development.

The Standards Committee shall work with the NERC Reliability Standards Staff to coordinate the posting of SARs for new projects, giving consideration to each project's priority.

4.2: SAR Posting

When the Standards Committee determines it is ready to initiate a new project, the Standards Committee shall direct NERC Staff to post the project's SAR in accordance with the following:

- For SARs that are limited to addressing regulatory directives, or revisions to Reliability Standards that have had some vetting in the industry, authorize posting the SAR for a 30-day informal comment period with no requirement to provide a formal response to the comments received.
- For SARs that address the development of new projects or Reliability Standards, authorize posting the SAR for a 30-day formal comment period.

If a SAR for a new Reliability Standard is posted for a formal comment period, the Standards Committee shall appoint a drafting team to work with the NERC Staff coordinator to give prompt consideration of the written views and objections of all participants. The Standards Committee may use a public nomination process to populate the Reliability Standard drafting team, or may use another method that results in a team that collectively has the necessary technical expertise and work process skills to meet the objectives of the project. In some situations, an *ad hoc* team may already be in place with the requisite expertise, competencies, and diversity of views that are necessary to refine the SAR and develop the Reliability Standard, and additional members may not be needed. The drafting team shall address all comments submitted during the public posting period. The drafting team may address the comments in the form of a summary response addressing each of the issues raised in comments. An effort to resolve all expressed objections shall be made, and each objector shall be advised of the disposition of the objection and the reasons therefore. If the drafting team concludes that there is not sufficient stakeholder support to continue to refine the SAR, the team may recommend that the Standards Committee direct curtailment of work on the SAR.

While there is no established limit on the number of times a SAR may be posted for comment, the Standards Committee retains the right to reverse its prior decision and reject a SAR if it believes continued revisions are not productive. The Standards Committee shall notify the sponsor in writing of the rejection within 10 days.

If stakeholders indicate support for the project proposed with the SAR, the drafting team shall present its work to the Standards Committee with a request that the Standards Committee authorize development of the associated Reliability Standard.

The Standards Committee, once again considering the public comments received and their resolution, may then take one of the following actions:

- Authorize drafting the proposed Reliability Standard or revisions to a Reliability Standard.
- Reject the SAR with a written explanation to the sponsor and post that explanation.

4.3: Form Drafting Team

When the Standards Committee is ready to have a drafting team begin work on developing a new or revised Reliability Standard, the Standards Committee shall appoint a drafting team, if one was not already appointed to develop the SAR. If the Standards Committee appointed a drafting team to refine the SAR, the same drafting team shall work to develop the associated Reliability Standard.

If no drafting team is in place, then the Standards Committee may use a public nomination process to populate the Reliability Standard drafting team, or may use another method that results in a team that collectively has the necessary technical expertise, diversity of views, and work process skills to accomplish the objectives of the project on a timely basis. In some situations, an ad hoc team may already be in place with the requisite expertise, competencies, and diversity of views that are necessary to develop the Reliability Standard, and additional members may not be needed.

The NERC Reliability Standards Staff shall provide one or more members as needed to support the team with facilitation, project management, compliance, legal, regulatory and technical writing expertise and shall provide administrative support to the team, guiding the team through the steps in completing its project. In developing the Reliability Standard, the individuals provided by the NERC Reliability Standards Staff serve as advisors to the drafting team and do not have voting rights but share accountability along with the drafting team members assigned by the Standards Committee for timely delivery of a final draft Reliability Standard that meets the quality attributes identified in NERC's *Ten Benchmarks of an Excellent Reliability Standard*. The drafting team members assigned by the Standards Committee shall have final authority over the technical details of the Reliability Standard, while the technical writer shall provide assistance to the drafting team in assuring that the final draft of the Reliability Standard meets the quality attributes identified in NERC's *Ten Benchmarks of an Excellent Reliability Standard*.

Once it is appointed by the Standards Committee, the Reliability Standard drafting team is responsible for making recommendations to the Standards Committee regarding the remaining steps in the Reliability Standards process. Consistent with the need to provide for timely standards development, the Standards Committee may decide a project is so large that it should be subdivided and either assigned to more than one drafting team or assigned to a single drafting team with clear direction on completing the project in specified phases. The normally expected timeframes for standards development within the context of this manual are applicable to individual standards and not to projects containing multiple standards. Alternatively, a single drafting team may address the entire project with a commensurate increase in the expected duration of the development work. If a SAR is subdivided and assigned to more than one drafting team, each drafting team will have a clearly defined portion of the work such that there are no overlaps and no gaps in the work to be accomplished.

The Standards Committee may supplement the membership of a Reliability Standard drafting team or provide for additional advisors, as appropriate, to ensure the necessary competencies and diversity of views are maintained throughout the Reliability Standard development effort.

4.4: Develop Preliminary Draft of Reliability Standard, Implementation Plan, and VRFs and VSLs

4.4.1: Project Schedule

When a drafting team begins its work, either in refining a SAR or in developing or revising a proposed Reliability Standard, the drafting team shall develop a project schedule which shall be approved by the Standards Committee. The drafting team shall report progress to the Standards Committee, against the initial project schedule and any revised schedule as requested by the Standards Committee. Where project milestones cannot be completed on a timely basis, modifications to the project schedule must be presented to the Standards Committee for consideration along with proposed steps to minimize unplanned project delays.

4.4.2: Draft Reliability Standard

The team shall develop a Reliability Standard that is within the scope of the associated SAR that includes all required elements as described earlier in this manual and that meets the quality attributes identified in NERC's *Ten Benchmarks of an Excellent Reliability Standard*, with a goal of meeting the criteria for governmental approval.

The drafting team may, at its discretion, develop one or more supporting technical documents to help explain or facilitate understanding of the draft Reliability Standard, implementation plan, VSL, or VRF. These supporting technical documents may include, among other things: (1) reference documents designed to provide the drafting team's technical rationale, analysis, or explanatory information to support the understanding of the draft Reliability Standard or related element; or (2) white papers designed to explain a technical position or concept underlying the draft Reliability Standard or related element. Such documents may be posted during an informal comment period (Section 4.5) or formal comment period (Section 4.7).

4.4.3: Implementation Plan

As a drafting team drafts its proposed revisions to a Reliability Standard, that team is also required to develop an implementation plan to identify any factors for consideration when approving the proposed effective date or dates for the associated Reliability Standard or Standards. As a minimum, the implementation plan shall include the following:

- The proposed effective date (the date entities shall be compliant) for the Requirements.
- Identification of any new or modified definitions that are proposed for approval with the associated Reliability Standard.
- Whether there are any prerequisite actions that need to be accomplished before entities are held responsible for compliance with one or more of the Requirements.
- Whether approval of the proposed Reliability Standard will necessitate any conforming changes to any already approved Reliability Standards – and identification of those Reliability Standards and Requirements.
- The Functional Entities that will be required to comply with one or more Requirements in the proposed Reliability Standard.

A single implementation plan may be used for more than one Reliability Standard. The implementation plan is posted with the associated Reliability Standard or Standards during the 45-day formal comment period and is balloted with the associated Reliability Standard.

4.4.4: Violation Risk Factors and Violation Severity Levels

The drafting team shall work with NERC Staff in developing a set of VRFs and VSLs that meet the latest criteria established by NERC and Applicable Governmental Authorities. The drafting team shall document its justification for selecting each VRF and for setting each set of proposed VSLs by explaining how its proposed VRFs and VSLs meet

these criteria. NERC Staff is responsible for ensuring that the VRFs and VSLs proposed for stakeholder review meet these criteria.

Before the drafting team has finalized its Reliability Standard, implementation plan, and VRFs and VSLs, the team should seek stakeholder feedback on its preliminary draft documents.

4.5: Informal Feedback[18]

Drafting teams may use a variety of methods to collect informal stakeholder feedback on preliminary drafts of its documents, including the use of informal comment periods,[19] webinars, industry meetings, workshops, or other mechanisms. Information gathered from informal comment forms shall be publicly posted. While drafting teams are not required to provide a written response to each individual comment received, drafting teams are encouraged, where possible, to post a summary response that identifies how it used comments submitted by stakeholders. Drafting teams are encouraged, where possible, to reach out directly to individual stakeholders in order to facilitate resolution of identified stakeholder concerns. The intent is to gather stakeholder feedback on a "working document" before the document reaches the point where it is considered the "final draft."

4.6: Conduct Quality Review

The NERC Reliability Standards Staff shall coordinate a quality review of the Reliability Standard, implementation plan, and VRFs and VSLs in parallel with the development of the Reliability Standard and implementation plan, to assess whether the documents are within the scope of the associated SAR, whether the Reliability Standard is clear and enforceable as written, and whether the Reliability Standard meets the criteria specified in NERC's *Ten Benchmarks of an Excellent Reliability Standard* and criteria for governmental approval of Reliability Standards. The drafting team shall consider the results of the quality review, decide upon appropriate changes, and recommend to the Standards Committee whether the documents are ready for formal posting and balloting.

The Standards Committee shall authorize posting the proposed Reliability Standard, and implementation plan for a formal comment period and ballot and the VRFs and VSLs for a non-binding poll as soon as the work flow will accommodate.

If the Standards Committee finds that any of the documents do not meet the specified criteria, the Standards Committee shall remand the documents to the drafting team for additional work.

If the Reliability Standard is outside the scope of the associated SAR, the drafting team shall be directed to either revise the Reliability Standard so that it is within the approved scope, or submit a request to expand the scope of the approved SAR. If the Reliability Standard is not clear and enforceable as written, or if the Reliability Standard does not meet the specified criteria, the Reliability Standard shall be returned to the drafting team by the Standards Committee with specific identification of any Requirement that is deemed to be unclear or unenforceable as written.

4.7: Conduct Formal Comment Period and Ballot

Proposed new or modified Reliability Standards require a formal comment period where the new or modified Reliability Standard, implementation plan and associated VRFs and VSLs or the proposal to retire a Reliability Standard, implementation plan, and associated VRFs and VSLs are posted.

[18] While this discussion focuses on collecting stakeholder feedback on proposed Reliability Standards and implementation plans, the same process is used to collect stakeholder feedback on proposed new or modified Interpretations, definitions and Variances.

[19] The term "informal comment period" refers to a comment period conducted outside of the ballot process and where there is no requirement for a drafting team to respond in writing to submitted comments.

The formal comment period shall be at least 45-days long. Formation of the ballot pool and Ballot of the Reliability Standard take place during this formal 45-day comment period. The intent of the formal comment period(s) is to solicit very specific feedback on the final draft of the Reliability Standard, implementation plan and VRFs and VSLs.

Comments in written form may be submitted on a draft Reliability Standard by any interested stakeholder, including NERC Staff, FERC Staff, and other interested governmental authorities. If stakeholders disagree with some aspect of the proposed set of products, comments provided should explain the reasons for such disagreement and, where possible, suggest specific language that would make the product acceptable to the stakeholder.

4.8: Form Ballot Pool

The NERC Reliability Standards Staff shall establish a ballot pool during the first 30 days of the 45-day formal comment period. The NERC Reliability Standards Staff shall post the proposed Reliability Standard, along with its implementation plan, VRFs and VSLs and shall send a notice to every entity in the Registered Ballot Body to provide notice that there is a new or revised Reliability Standard proposed for approval and to solicit participants for the associated ballot pool. All members of the Registered Ballot Body are eligible to join each ballot pool to vote on a new or revised Reliability Standard and its implementation plan and to participate in the non-binding poll of the associated VRFs and VSLs.

Any member of the Registered Ballot Body may join or withdraw from the ballot pool until the ballot window opens. No Registered Ballot Body member may join or withdraw from the ballot pool once the first ballot starts through the point in time where balloting for that Reliability Standard action has ended. The Director of Standards or its designee may authorize deviations from this rule for extraordinary circumstances such as the death, retirement, or disability of a ballot pool member that would prevent an entity that had a member in the ballot pool from eligibility to cast a vote during the ballot window. Any authorized deviation shall be documented and noted to the Standards Committee.

4.9: Conduct Ballot and Non-binding Poll of VRFs and VSLs[20]

The NERC Reliability Standards Staff shall announce the opening of the Ballot window and the non-binding poll of VRFs and VSLs. The Ballot window and non-binding poll of VRFs and VSLs shall take place during the last 10 days of the 45-day formal comment period and for the Final Ballot shall be no less than 10 days. If the last day of the ballot window falls on a Saturday or Sunday, the period does not end until the next business day.[21]

The ballot and non-binding poll shall be conducted electronically. The voting window shall be for a period of 10 days but shall be extended, if needed, until a quorum is achieved. During a ballot window, NERC shall not sponsor or facilitate public discussion of the Reliability Standard action under ballot.

There is no requirement to conduct a new non-binding poll of the revised VRFs and VSLs if no changes were made to the associated standard, however if the requirements are modified and conforming changes are made to the associated VRFs and VSLs, another non-binding poll of the revised VRFs and VSLs shall be conducted.

4.10: Criteria for Ballot Pool Approval

Ballot pool approval of a Reliability Standard requires:

[20] While RSAWs are not part of the Reliability Standard, they are developed through collaboration of the SDT and NERC Compliance Staff. A non-binding poll, similar to what is done for VRFs and VSLs may be conducted for the RSAW developed through this process to gauge industry support for the companion RSAW to be provided for informational purposes to the NERC Board of Trustees.

[21] Closing dates may be extended as deemed appropriate by NERC Staff.

A quorum, which is established by at least 75% of the members of the ballot pool submitting a response; and

A two-thirds majority of the weighted Segment votes cast shall be affirmative. The number of votes cast is the sum of affirmative votes and negative votes with comments. This calculation of votes for the purpose of determining consensus excludes (i) abstentions, (ii) non-responses, and (iii) negative votes without comments.

The following process[22] is used to determine if there are sufficient affirmative votes.

- For each Segment with ten or more voters, the following process shall be used: The number of affirmative votes cast shall be divided by the sum of affirmative and negative votes with comments cast to determine the fractional affirmative vote for that Segment. Abstentions, non-responses, and negative votes without comments shall not be counted for the purposes of determining the fractional affirmative vote for a Segment.
- For each Segment with less than ten voters, the vote weight of that Segment shall be proportionally reduced. Each voter within that Segment voting affirmative or negative with comments shall receive a weight of 10% of the Segment vote.
- The sum of the fractional affirmative votes from all Segments divided by the number of Segments voting[23] shall be used to determine if a two-thirds majority has been achieved. (A Segment shall be considered as "voting" if any member of the Segment in the ballot pool casts either an affirmative vote or a negative vote with comments.)
- A Reliability Standard shall be approved if the sum of fractional affirmative votes from all Segments divided by the number of voting Segments is at least two thirds.

4.11: Voting Positions

Each member of the ballot pool may **only** vote one of the following positions on the Ballot and Additional Ballot(s):

- Affirmative;
- Affirmative, with comment;
- Negative with comments;
- Abstain.

Given that there is no formal comment period concurrent with the Final Ballot, each member of the ballot pool may **only** vote one of the following positions on the Final Ballot:

- Affirmative;
- Negative;[24]
- Abstain.

[22] Examples of weighted segment voting calculation are posted on the Reliability Standards Resources web page.

[23] When less than ten entities vote in a Segment, the total weight for that Segment shall be determined as one tenth per entity voting, up to ten.

[24] The Final Ballot is used to confirm consensus achieved during the Formal Comment and Ballot stage. Ballot Pool members voting negative on the Final Ballot will be deemed to have expressed the reason for their negative ballot in their own comments or the comments of others during prior Formal Comment periods.

4.12: Consideration of Comments and Additional Ballots

A drafting team must respond in writing to every stakeholder written comment submitted in response to a ballot prior to conducting a Final Ballot. These responses may be provided in summary form, but all comments and objections must be responded to by the drafting team. All comments received and all responses shall be publicly posted.

If a stakeholder or balloter proposes a significant revision to a Reliability Standard during the formal comment period or concurrent Ballot that will improve the quality, clarity, or enforceability of that Reliability Standard, then the drafting team may choose to make such revisions and post the revised Reliability Standard for another 45-day public comment period and ballot. A drafting team is not required to respond in writing to comments to the previous ballot when it determines that significant changes are needed and an Additional Ballot will be conducted. Prior to posting the revised Reliability Standard for an additional comment period, the drafting team must communicate this decision to stakeholders. This communication is intended to inform stakeholders that the drafting team has identified that significant revisions to the Reliability Standard are necessary and should note that the drafting team is not required to respond in writing to comments from the previous ballot. The drafting team will respond to comments received in the last Additional Ballot prior to conducting a Final Ballot.

There are no limits to the number of public comment periods and ballots that can be conducted to result in a Reliability Standard or Interpretation that is clear and enforceable, and achieves a quorum and sufficient affirmative votes for approval. The Standards Committee has the authority to conclude this process for a particular Reliability Standards action if it becomes obvious that the drafting team cannot develop a Reliability Standard that is within the scope of the associated SAR, is sufficiently clear to be enforceable, and achieves the requisite weighted Segment approval percentage.

4.13: Conduct Final Ballot

When the drafting team has reached a point where it has made a good faith effort at resolving applicable objections and is not making any substantive changes from the previous ballot, the team shall conduct a "Final Ballot." A non-substantive revision is a revision that does not change the scope, applicability, or intent of any Requirement and includes but is not limited to things such as correcting the numbering of a Requirement, correcting the spelling of a word, adding an obviously missing word, or rephrasing a Requirement for improved clarity. Where there is a question as to whether a proposed modification is "substantive," the Standards Committee shall make the final determination.

In the Final Ballot, members of the ballot pool shall again be presented the proposed Reliability Standard along with the reasons for negative votes from the previous ballot, the responses of the drafting team to those concerns, and any resolution of the differences.

All members of the ballot pool shall be permitted to reconsider and change their vote from the prior ballot. Members of the ballot pool who did not respond to the prior ballot shall be permitted to vote in the Final Ballot. In the Final Ballot, votes shall be counted by exception only — members on the Final Ballot may indicate a revision to their original vote; otherwise their vote shall remain the same as in their prior ballot.

There is no formal comment period concurrent with the Final Ballot and no obligation for the drafting team to respond to any comments submitted during the Final Ballot.

4.14: Final Ballot Results

The NERC Reliability Standards Staff shall post the final outcome of the ballot process. If the Reliability Standard is rejected, the Standards Committee may decide whether to end all further work on the proposed standard, return the project to informal development, or continue holding ballots to attempt to reach consensus on the proposed standard. If the Reliability Standard is approved, the Reliability Standard shall be posted and presented to the Board

of Trustees by NERC management for adoption and subsequently filed with Applicable Governmental Authorities for approval.

4.15: Board of Trustees Adoption of Reliability Standards, Implementation Plan and VRFs and VSLs

If a Reliability Standard and its associated implementation plan are approved by its ballot pool, the Board of Trustees shall consider adoption of that Reliability Standard and its associated implementation plan and shall direct the standard to be filed with Applicable Governmental Authorities for approval. In making its decision, the Board shall consider the results of the balloting and unresolved dissenting opinions. The Board shall adopt or reject a Reliability Standard and its implementation plan, but shall not modify a proposed Reliability Standard. If the Board chooses not to adopt a Reliability Standard, it shall provide its reasons for not doing so.

The Board shall consider approval of the VRFs and VSLs associated with a Reliability Standard. In making its determination, the board shall consider the following:

- The Standards Committee shall present the results of the non-binding poll conducted and a summary of industry comments received on the final posting of the proposed VRFs and VSLs.
- NERC Staff shall present a set of recommended VRFs and VSLs that considers the views of the standard drafting team, stakeholder comments received on the draft VRFs and VSLs during the posting for comment process, the non-binding poll results, appropriate governmental agency rules and directives, and VRF and VSL assignments for other Reliability Standards to ensure consistency and relevance across the entire spectrum of Reliability Standards.

4.16: Compliance

For a Reliability Standard to be enforceable, it shall be approved by its ballot pool, adopted by the NERC Board of Trustees, and approved by Applicable Governmental Authorities, unless otherwise approved by the NERC Board of Trustees pursuant to the NERC Rules of Procedure (*e.g.,* Section 321) and approved by Applicable Governmental Authorities. Once a Reliability Standard is approved or otherwise made mandatory by Applicable Governmental Authorities, all persons and organizations subject to jurisdiction of the ERO will be required to comply with the Reliability Standard in accordance with applicable statutes, regulations, and agreements.

4.17: Withdrawal of a Reliability Standard, Interpretation, or Definition

The term "withdrawal" as used herein, refers to the discontinuation of a Reliability Standard, Interpretation, Variance or definition that has been approved by the Board of Trustees and (1) has not been filed with Applicable Governmental Authorities, or (2) has been filed with, but not yet approved by, Applicable Governmental Authorities. The Standards Committee may withdraw a Reliability Standard, Interpretation or definition for good cause upon approval by the Board of Trustees. Upon approval by the Board of Trustees, NERC Staff will petition the Applicable Governmental Authorities, as needed, to allow for withdrawal. The Board of Trustees also has an independent right of withdrawal that is unaffected by the terms and conditions of this Section.

4.18: Retirement of a Reliability Standard, Interpretation, or Definition

The term "retirement" refers to the discontinuation of a Reliability Standard, Interpretation or definition that has been approved by Applicable Governmental Authorities. A Reliability Standard, Variance or Definition may be retired when it is superseded by a revised version, and in such cases the retirement of the earlier version is to be noted in the implementation plan presented to the ballot pool for approval and the retirement shall be considered approved by the ballot pool upon ballot pool approval of the revised version.

Upon identification of a need to retire a Reliability Standard, Variance, Interpretation or definition, where the item will not be superseded by a new or revised version, a SAR containing the proposal to retire a Reliability Standard, Variance, Interpretation or definition will be posted for a comment period and ballot in the same manner as a Reliability Standard. The proposal shall include the rationale for the retirement and a statement regarding the impact of retirement on the reliability of the Bulk Power System. Upon approval by the Board of Trustees, NERC Staff will petition the Applicable Governmental Authorities to allow for retirement.

Section 5.0: Process for Developing a Defined Term

NERC maintains a glossary of approved terms, entitled the *Glossary of Terms Used in NERC Reliability Standards*[25] ("Glossary of Terms"). The Glossary of Terms includes terms that have been through the formal approval process and are used in one or more NERC Reliability Standards. Definitions shall not contain statements of performance Requirements. The Glossary of Terms is intended to provide consistency throughout the Reliability Standards.

There are several methods that can be used to add, modify or retire a defined term used in a continent-wide Reliability Standard.

- Anyone can use a Standard Authorization Request ("SAR") to submit a request to add, modify, or retire a defined term.
- Anyone can submit a Standards Comments and Suggestions Form recommending the addition, modification, or retirement of a defined term. (The suggestion would be added to a project and incorporated into a SAR.)
- A drafting team may propose to add, modify, or retire a defined term in conjunction with the work it is already performing.

5.1: Proposals to Develop a New or Revised Definition

The following considerations should be made when considering proposals for new or revised definitions:

- Some NERC Regional Entities have defined terms that have been approved for use in Regional Reliability Standards, and where the drafting team agrees with a term already defined by a Regional Entity, the same definition should be adopted if needed to support a NERC Reliability Standard.
- If a term is used in a Reliability Standard according to its common meaning (as found in a collegiate dictionary), the term shall not be proposed for addition to the Glossary of Terms.
- If a term has already been defined, any proposal to modify or delete that term shall consider all uses of the definition in approved Reliability Standards, with a goal of determining whether the proposed modification is acceptable, and whether the proposed modification would change the scope or intent of any approved Reliability Standards.
- When practical, where NAESB has a definition for a term, the drafting team shall use the same definition to support a NERC Reliability Standard.

Any definition that is balloted separately from a proposed new or modified Reliability Standard or from a proposal for retirement of a Reliability Standard shall be accompanied by an implementation plan.

If a SAR is submitted to the NERC Reliability Standards Staff with a proposal for a new or revised definition, the Standards Committee shall consider the urgency of developing the new or revised definition and may direct NERC Staff to post the SAR immediately, or may defer posting the SAR until a later time based on its priority relative to other projects already underway or already approved for future development. If the SAR identifies a term that is used in a Reliability Standard already under revision by a drafting team, the Standards Committee may direct the drafting team to add the term to the scope of the existing project. Each time the Standards Committee accepts a SAR for a project that was not identified in the *Reliability Standards Development Plan,* the project shall be added to the list of approved projects.

[25] The latest approved version of the Glossary of Terms is posted on the NERC website on the Standards web page.

5.2: Stakeholder Comments and Approvals

Any proposal for a new or revised definition shall be processed in the same manner as a Reliability Standard and quality review shall be conducted in parallel with this process. Once authorized by the Standards Committee, the proposed definition and its implementation plan shall be posted for at least one formal stakeholder comment period and shall be balloted in the same manner as a Reliability Standard. If a new or revised definition is proposed by a drafting team, that definition may be balloted separately from the associated Reliability Standard.

Each definition that is approved by its ballot pool shall be submitted to the NERC Board of Trustees for adoption and then filed with Applicable Governmental Authorities for approval in the same manner as a Reliability Standard.

Section 6.0: Process for Conducting Field Tests

While most drafting teams can develop Reliability Standards without the need to conduct any field tests and without the need to collect and analyze data, some Reliability Standard development efforts may benefit from field tests to analyze data and validate concepts in the development of Reliability Standards. Drafting teams are not required to collect and analyze data or to conduct a field test to validate a Reliability Standard.

A field test is initiated by either a SAR or Reliability Standard drafting team. The drafting team is responsible for developing the field test plan, including the implementation schedule, and identifying compliance-related issues, such as the potential need for compliance waivers. Participation in a field test is voluntary.

6.1: Field Tests and Data Analysis (collectively "field test")

- Field tests to validate concepts supporting the development of Reliability Standards should be conducted before finalizing the SAR for a project.
- To conduct a field test of a technical concept in a proposed new or revised Reliability Standard, the SAR or standard drafting team shall work with NERC Staff to identify one of NERC's technical committees to oversee the field test as well as other technical committees with relevant technical expertise.
- The drafting team shall perform the field test, in coordination with NERC Staff and under the supervision of the assigned technical committee, in accordance with an approved field test plan. The drafting team may be assisted by other individuals based on the required expertise needed to support the field test.
- The lead NERC technical committee shall identify potential field test participants.

6.1.1: Field Test Approval

The request to conduct a field test shall include, at a minimum:

- the field test plan;
- the implementation schedule; and
- a schedule for providing periodic updates regarding field test results and analysis to the lead NERC technical committee.

Prior to the drafting team conducting a field test, the drafting team shall: (i) first receive approval from the lead NERC technical committee; and (ii) then receive approval from the Standards Committee.

The lead NERC technical committee shall base its approval on the technical adequacy of the field test request. Following approval, the lead NERC technical committee shall provide a recommendation to the Standards Committee for the disposition of the field test request.

The Standards Committee's decision to approve the field test request shall be based on: (i) an affirmative recommendation from the lead NERC technical committee regarding the field test plan; and (ii) the Standard Committee's approval of the implementation schedule and the periodic update schedule. If the Standards Committee rejects the field test request, the Standards Committee shall provide an explanation of the decision to the lead NERC technical committee.

6.1.2: Compliance Waivers

Compliance waivers may be required for Registered Entities that would be rendered incapable of complying with the Requirement(s) of a currently-enforceable Reliability Standard due to their participation in the field test. The NERC Compliance Monitoring and Enforcement Program Staff shall determine whether to approve any such compliance

waivers and shall be responsible for approving any modifications or terminations to approved waivers that may become necessary in the course of conducting the field test. Staff shall notify the affected Registered Entities of all compliance waiver determinations.

6.1.3: Field Test Suspension for Reliability Concerns

During the field test, if NERC or the lead NERC technical committee overseeing the field test determines that the field test is creating a reliability risk to the Bulk Power System, NERC or the lead NERC technical committee shall:

- stop the activity;
- inform the Standards Committee that the activity was stopped; and
- if NERC or the lead technical committee is of the opinion a modification to the field test is necessary, provide a technical justification to the drafting team.

The Standards Committee, with the assistance of NERC Staff, shall:

- document the cessation or modification of the field test; and
- notify NERC Compliance Monitoring and Enforcement Program Staff to coordinate any compliance-related issues such as continuing or terminating waivers, where applicable (see Section 6.1.2).

Prior to modifying the field test or restarting the field test after it has been stopped, the drafting team shall resubmit the field test request and receive approval as outlined in Section 6.1.1.

6.1.4: Continuing, Modifying, or Terminating a Field Test

If the drafting team determines that a field test does not provide sufficient information to formulate a conclusion within the time allotted in the plan, it shall provide to the lead NERC technical committee and the chair of the Standards Committee a recommendation to continue, modify, or terminate the field test. The lead NERC technical committee shall either approve or reject a request to continue, modify, or terminate the field test and thereafter provide notice to the Standards Committee chair of its decision. The Standards Committee shall notify NERC Compliance Monitoring and Enforcement Program Staff to coordinate any compliance-related issues such as continuing or terminating waivers (see Section 6.1.2).

If the duration of the field test is extended beyond the period of standard development, NERC Staff shall post the preliminary report and results on the NERC web site prior to the final ballot of the Reliability Standard.

6.2: Communication and Coordination for All Types of Field Tests

The approved field test plan and any modifications thereto, along with all field test reports and results, shall be publicly posted on the NERC web site. The participant list shall also be posted, unless posting this list would present confidentiality or other concerns.

Section 7.0: Process for Developing an Interpretation

A valid Interpretation request is one that requests additional clarity about one or more Requirements in approved NERC Reliability Standards, but does not request approval as to how to comply with one or more Requirements. A valid Interpretation response provides additional clarity about one or more Requirements, but does not expand on any Requirement and does not explain how to comply with any Requirement. Any entity that is directly and materially affected by the reliability of the North American Bulk Power Systems may request an Interpretation of any Requirement in any continent-wide Reliability Standard that has been adopted by the NERC Board of Trustees. Interpretations will only be provided for Board of Trustees-approved Reliability Standards *i.e.* (i) the current effective version of a Reliability Standard; or (ii) a version of a Reliability Standard with a future effective date.

7.1: Valid Interpretation Criteria

A valid Interpretation may only clarify or explain the meaning of the language of the Requirement(s) of an approved Reliability Standard, including, if applicable, any referenced attachment. A valid Interpretation may not alter the scope or language of a Requirement or referenced attachment. No other elements of an approved Reliability Standard are subject to an Interpretation.

7.2: Process for Requesting an Interpretation

The entity requesting an Interpretation shall submit a *Request for Interpretation* form[26] to NERC Staff explaining the clarification or explanation requested, the specific circumstances surrounding the request, and the impact of not having the Interpretation provided. NERC Staff shall review the request for Interpretation to determine whether it meets the criteria for a valid Interpretation. Based on this review, NERC Staff shall make a recommendation to the Standards Committee whether to accept the request for Interpretation and move forward in responding to the Interpretation request. NERC Staff shall periodically communicate to the Standards Committee the status of all Interpretation requests that are pending resolution.

7.2.1: Rejection of an Interpretation Request

The Standards Committee may reject a request for Interpretation in the following circumstances:

- The request seeks approval of a particular compliance approach.[27]
- The issue can be addressed by incorporating the issue into an existing standard development project or a project contemplated in a published development plan.
- The request seeks clarification or explanation of any element of a Reliability Standard other than a Requirement or referenced attachment.
- The issue has already been addressed in the record.[28]
- The request identifies an issue and proposes the development of a new or modified Reliability Standard (such issues should be addressed via submission of a SAR).
- The request seeks to alter the scope of a Reliability Standard.
- The meaning of a Reliability Standard is clear and evident by inspection or the plain words that are written.

If the Standards Committee rejects the Interpretation request, it shall provide a written explanation for the rejection to the entity requesting the Interpretation within 10 business days of the decision to reject.

[26] The *Request for Interpretation* form is posted on the NERC Standards web page.

[27] Requests that seek approval of specific compliance approaches, or examples of compliance, are not candidates for Interpretations and should be pursued through the applicable NERC Compliance Monitoring and Enforcement Program processes.

[28] The "record" is generally understood to refer to the record of development, regulatory approval record, or other materials developed to support the development or approval of a Reliability Standard.

7.2.2: Acceptance of an Interpretation Request

If the Standards Committee accepts the Interpretation request, it shall authorize NERC Staff to assemble an Interpretation drafting team for approval by the Standards Committee with the relevant expertise to address the request.

7.2.3: Development of an Interpretation

As soon as practical, the Interpretation drafting team shall develop a draft Interpretation, consistent with Section 7.1. Interpretations shall be developed in accordance with the following process:

- NERC Staff shall review the draft Interpretation to determine whether it meets the criteria for a valid Interpretation and shall provide to the Standards Committee a recommendation to authorize posting or remand to the Interpretation drafting team for further work.
- The Standards Committee, after reviewing the recommendation, shall determine whether to authorize posting of the draft Interpretation for comment and ballot.
- Interpretations shall be balloted in the same manner as Reliability Standards (*see* Section 4.0).

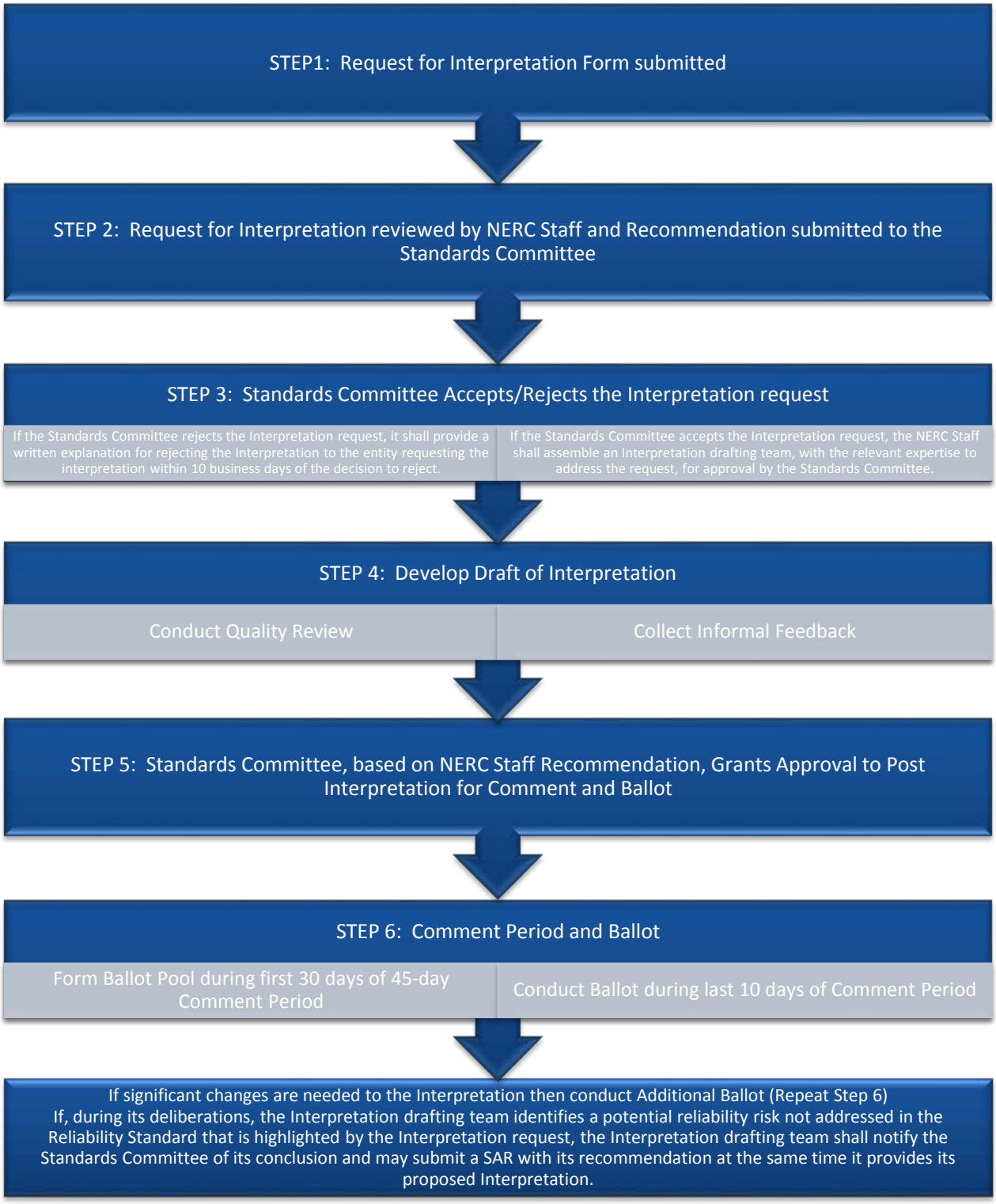
If the ballot results indicate that there is not a consensus for the Interpretation, and the Interpretation drafting team cannot revise the Interpretation without violating the basic criteria for what constitutes a valid Interpretation (*see* Section 7.1), the Interpretation drafting team shall notify the Standards Committee of its conclusion and may submit a SAR with the proposed modification to the Reliability Standard. The entity that requested the Interpretation shall be notified in writing and the disposition of the Interpretation shall be posted.

If, during its deliberations, the Interpretation drafting team identifies a potential reliability risk not addressed in the Reliability Standard that is highlighted by the Interpretation request, the Interpretation drafting team shall notify the Standards Committee of its conclusion and may submit a SAR with its recommendation at the same time it provides its proposed Interpretation.

If the ballot pool approves the Interpretation, NERC Staff shall review it to determine whether it meets the criteria for a valid Interpretation and shall make a recommendation to the NERC Board of Trustees regarding adoption.

If an Interpretation drafting team recommends modifying a Reliability Standard based on its work in developing the Interpretation, the Board of Trustees shall be notified of this recommendation at the time the Interpretation is submitted for adoption. Following Board of Trustees adoption, the Interpretation shall be filed with the Applicable Governmental Authorities, and the Interpretation shall become effective when approved by those Applicable Governmental Authorities.[29] The Interpretation shall stand until it can be incorporated into a future revision of the Reliability Standard or is retired due to a future modification of the applicable Requirement.

[29] NERC will maintain a record of all Interpretations associated with each standard on the Reliability Standards page of the NERC website.


STEP1: Request for Interpretation Form submitted
STEP 2: Request for Interpretation reviewed by NERC Staff and Recommendation submitted to the Standards Committee
STEP 3: Standards Committee Accepts/Rejects the Interpretation request
If the Standards Committee rejects the Interpretation request, it shall provide a written explanation for rejecting the Interpretation to the entity requesting the interpretation within 10 business days of the decision to reject.
If the Standards Committee accepts the Interpretation request, the NERC Staff shall assemble an Interpretation drafting team, with the relevant expertise to address the request, for approval by the Standards Committee.
STEP 4: Develop Draft of Interpretation
Conduct Quality Review
Collect Informal Feedback
STEP 5: Standards Committee, based on NERC Staff Recommendation, Grants Approval to Post Interpretation for Comment and Ballot
STEP 6: Comment Period and Ballot
Form Ballot Pool during first 30 days of 45-day Comment Period
Conduct Ballot during last 10 days of Comment Period
If significant changes are needed to the Interpretation then conduct Additional Ballot (Repeat Step 6)
If, during its deliberations, the Interpretation drafting team identifies a potential reliability risk not addressed in the Reliability Standard that is highlighted by the Interpretation request, the Interpretation drafting team shall notify the Standards Committee of its conclusion and may submit a SAR with its recommendation at the same time it provides its proposed Interpretation.

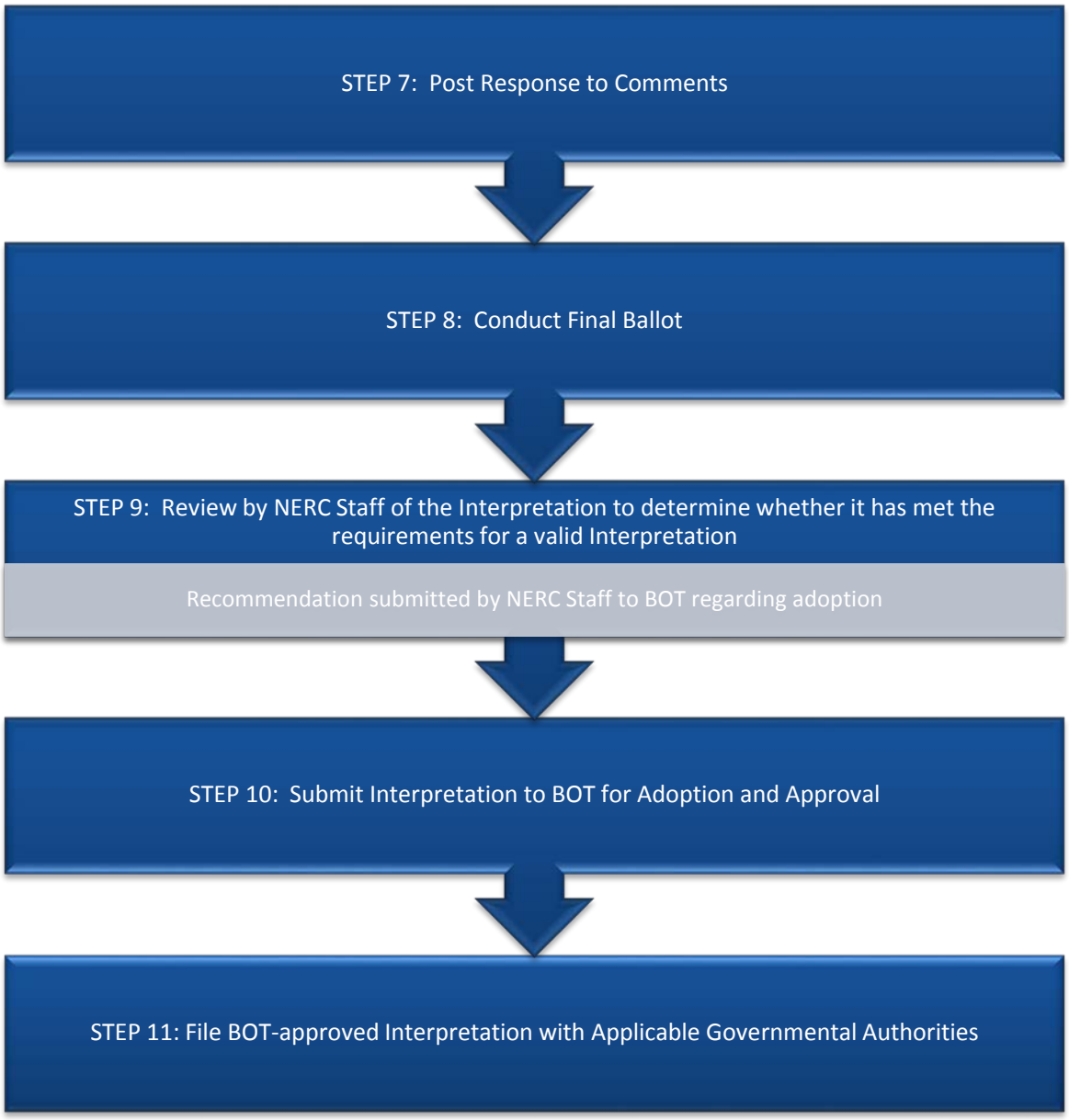


FIGURE 2: Process for Developing an Interpretation

Section 8.0: Process for Appealing an Action or Inaction

Any entity that has directly and materially affected interests and that has been or will be adversely affected by any procedural action or inaction related to the development, approval, revision, reaffirmation, retirement or withdrawal of a Reliability Standard, definition, Variance, associated implementation plan, or Interpretation shall have the right to appeal. This appeals process applies only to the NERC Reliability Standards processes as defined in this manual, not to the technical content of the Reliability Standards action.

The burden of proof to show adverse effect shall be on the appellant. Appeals shall be made in writing within 30 days of the date of the action purported to cause the adverse effect, except appeals for inaction, which may be made at any time. The final decisions of any appeal shall be documented in writing and made public.

The appeals process provides two levels, with the goal of expeditiously resolving the issue to the satisfaction of the participants.

8.1: Level 1 Appeal

Level 1 is the required first step in the appeals process. The appellant shall submit (to the Director of Standards) a complaint in writing that describes the procedural action or inaction associated with the Reliability Standards process. The appellant shall describe in the complaint the actual or potential adverse impact to the appellant. Assisted by NERC Staff and industry resources as needed, the Director of Standards or its designee shall prepare a written response addressed to the appellant as soon as practical but not more than 45 days after receipt of the complaint. If the appellant accepts the response as a satisfactory resolution of the issue, both the complaint and response shall be made a part of the public record associated with the Reliability Standard.

At any time prior to receiving the written response to the Level 1 Appeal, an appellant may withdraw the Level 1 Appeal with written notice to the Director of Standards.

8.2: Level 2 Appeal

If after the Level 1 Appeal the appellant remains unsatisfied with the resolution, as indicated by the appellant in writing to the Director of Standards, the Director of Standards or its designee shall convene a Level 2 Appeals Panel. This panel shall consist of five members appointed by the Board of Trustees. In all cases, Level 2 Appeals Panel members shall have no direct affiliation with the participants in the appeal.

The NERC Reliability Standards Staff shall post the complaint and other relevant materials and provide at least 30 days' notice of the meeting of the Level 2 Appeals Panel. In addition to the appellant, any entity that is directly and materially affected by the procedural action or inaction referenced in the complaint shall be heard by the panel. The panel shall not consider any expansion of the scope of the appeal that was not presented in the Level 1 Appeal. The panel may, in its decision, find for the appellant and remand the issue to the Standards Committee with a statement of the issues and facts in regard to which fair and equitable action was not taken. The panel may find against the appellant with a specific statement of the facts that demonstrate fair and equitable treatment of the appellant and the appellant's objections. The panel may not, however, revise, approve, disapprove, or adopt a Reliability Standard, definition, Variance or Interpretation or implementation plan as these responsibilities remain with the ballot pool and Board of Trustees respectively. The actions of the Level 2 Appeals Panel shall be publicly posted.

At any time prior to the meeting of the Level 2 Appeals Panel, an appellant may withdraw the Level 2 Appeal and accept the results of the Level 1 Appeal by providing written notice to the Director of Standards.

In addition to the foregoing, a procedural objection that has not been resolved may be submitted to the Board of Trustees for consideration at the time the Board decides whether to adopt a particular Reliability Standard, definition, Variance or Interpretation. The objection shall be in writing, signed by an officer of the objecting entity, and contain

a concise statement of the relief requested and a clear demonstration of the facts that justify that relief. The objection shall be filed no later than 30 days after the announcement of the vote by the ballot pool on the Reliability Standard in question.

Section 9.0: Process for Developing a Variance

A Variance is an approved, alternative method of achieving the reliability intent of one or more Requirements in a Reliability Standard. No Regional Entity or Bulk Power System owner, operator, or user shall claim a Variance from a NERC Reliability Standard without approval of such a Variance through the relevant Reliability Standard approval procedure for the Variance. Each Variance from a NERC Reliability Standard that is approved by NERC and Applicable Governmental Authorities shall be made an enforceable part of the associated NERC Reliability Standard.

NERC's drafting teams shall aim to develop Reliability Standards with Requirements that apply on a continent-wide basis, minimizing the need for Variances while still achieving the Reliability Standard's reliability objectives. If one or more Requirements cannot be met or complied with as written because of a physical difference in the Bulk Power System or because of an operational difference (such as a conflict with a federally or provincially approved tariff), but the Requirement's reliability objective can be achieved in a different fashion, an entity or a group of entities may pursue a Variance from one or more Requirements in a continent-wide Reliability Standard. It is the responsibility of the entity that needs a Variance to identify that need and initiate the processing of that Variance through the submittal of a SAR[30] that includes a clear definition of the basis for the Variance.

There are two types of Variances – those that apply on an Interconnection-wide basis, and those that apply to one or more entities on less than an Interconnection-wide basis.

9.1: Interconnection-wide Variances

Any Variance from a NERC Reliability Standard Requirement that is proposed to apply to Registered Entities within a Regional Entity organized on an Interconnection-wide basis shall be considered an Interconnection-wide Variance and shall be developed through that Regional Entity's NERC-approved Regional Reliability Standards development procedure.

Where a Regional Entity is not organized on an Interconnection-wide basis, but a Variance is proposed to apply to Registered Entities within an Interconnection wholly contained in that Regional Entity's footprint, the Variance may be developed through that Regional Entity's NERC-approved Regional Reliability Standards development procedure.

While an Interconnection-wide Variance may be developed through the associated Regional Reliability Standards development process, Regional Entities are encouraged to work collaboratively with existing continent-wide drafting teams to reduce potential conflicts between the two efforts.

An Interconnection-wide Variance from a NERC Reliability Standard that is determined by NERC to be just, reasonable, and not unduly discriminatory or preferential, and in the public interest, and consistent with other applicable standards of governmental authorities shall be made part of the associated NERC Reliability Standard. NERC shall rebuttably presume that an Interconnection-wide Variance from a NERC Reliability Standard that is developed, in accordance with a Regional Reliability Standards development procedure approved by NERC, by a Regional Entity organized on an Interconnection-wide basis, is just, reasonable, and not unduly discriminatory or preferential, and in the public interest.

9.2: Variances that Apply on Less than an Interconnection-wide Basis

Any Variance from a NERC Reliability Standard Requirement that is proposed to apply to one or more entities but less than an entire Interconnection (*e.g.*, a Variance that would apply to a regional transmission organization or particular market or to a subset of Bulk Power System owners, operators, or users), shall be considered a Variance. A Variance may be requested while a Reliability Standard is under development or a Variance may be requested at any time after

[30] A sample of a SAR that identifies the need for a Variance and a sample Variance are posted as resources on the Reliability Standards Resources web page.

a Reliability Standard is approved. Each request for a Variance shall be initiated through a SAR, and processed and approved in the same manner as a continent-wide Reliability Standard, using the Reliability Standards development process defined in this manual.

Section 10.0: Processes for Developing a Reliability Standard Related to a Confidential Issue

While it is NERC's intent to use its ANSI-accredited Reliability Standards development process for developing its Reliability Standards, NERC has an obligation as the ERO to ensure that there are Reliability Standards in place to preserve the reliability of the interconnected Bulk Power Systems throughout North America. When faced with a national security emergency situation, NERC may use one of the following special processes to develop a Reliability Standard that addresses an issue that is confidential. Reliability Standards developed using one of the following processes shall be called, "special Reliability Standards" and shall not be filed with ANSI for approval as American National Standards.

The NERC Board of Trustees may direct the development of a new or revised Reliability Standard to address a national security situation that involves confidential issues. These situations may involve imminent or long-term threats. In general, these Board directives will be driven by information from the President of the United States of America or the Prime Minister of Canada or a national security agency or national intelligence agency of either or both governments indicating (to the ERO) that there is a national security threat to the reliability of the Bulk Power System.[31]

There are two special processes for developing Reliability Standards responsive to confidential issues – one process where the confidential issue is "imminent," and one process where the confidential issue is "not imminent."

10.1: Process for Developing Reliability Standards Responsive to Imminent, Confidential Issues

If the NERC Board of Trustees directs the immediate development of a new or revised Reliability Standard to address a confidential national security emergency situation, the NERC Reliability Standards Staff shall develop a SAR, form a ballot pool (to vote on the Reliability Standard and its implementation plan) and assemble a slate of pre-defined subject matter experts as a proposed drafting team for approval by the Standards Committee's officers. All members of the Registered Ballot Body shall have the opportunity to join the ballot pool.

10.2: Drafting Team Selection

The Reliability Standard drafting team selection process shall be limited to just those candidates who have already been identified as having the appropriate security clearance, the requisite technical expertise, and either have signed or are willing to sign a strict confidentiality agreement.

10.3: Work of Drafting Team

The Reliability Standard drafting team shall perform all its work under strict security and confidentiality rules. The Reliability Standard drafting team shall develop the new or revised Reliability Standard and its implementation plan.

The Reliability Standard drafting team shall review its work, to the extent practical, as it is being developed with officials from the appropriate governmental agencies in the U.S. and Canada, under strict security and confidentiality rules.

10.4: Formal Stakeholder Comment & Ballot Window

The draft Reliability Standard and its implementation plan shall be distributed for a formal comment period, under strict confidentiality rules, only to those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from

[31] The NERC Board may direct the immediate development and issuance of a Level 3 (Essential Action) alert and then may also direct the immediate development of a new or revised Reliability Standard.

their organizations that have signed confidentiality agreements with NERC.[32] At the same time, the Reliability Standard shall be distributed to the members of the ballot pool for review and ballot. The NERC Reliability Standards Staff shall not post or provide the ballot pool with any confidential background information.

The drafting team, working with the NERC Reliability Standards Staff, shall consider and respond to all comments, make any necessary conforming changes to the Reliability Standard and its implementation plan, and shall distribute the comments, responses and any revision to the same population as received the initial set of documents for formal comment and ballot.

10.5: Board of Trustee Actions

Each Reliability Standard and implementation plan developed through this process shall be submitted to the NERC Board of Trustees for adoption.

10.6: Governmental Approvals

All approved documents shall be filed for approval with Applicable Governmental Authorities.

10.7: Developing a Reliability Standard Responsive to an Imminent, Confidential Issue

The following flowchart illustrates the process for developing a Reliability Standard responsive to an imminent, confidential issue:

[32] In this phase of the process, only the proposed Reliability Standard shall be distributed to those entities expected to comply, not the rationale and justification for the Reliability Standard. Only the special drafting team members, who have the appropriate security credentials, shall have access to this rationale and justification.

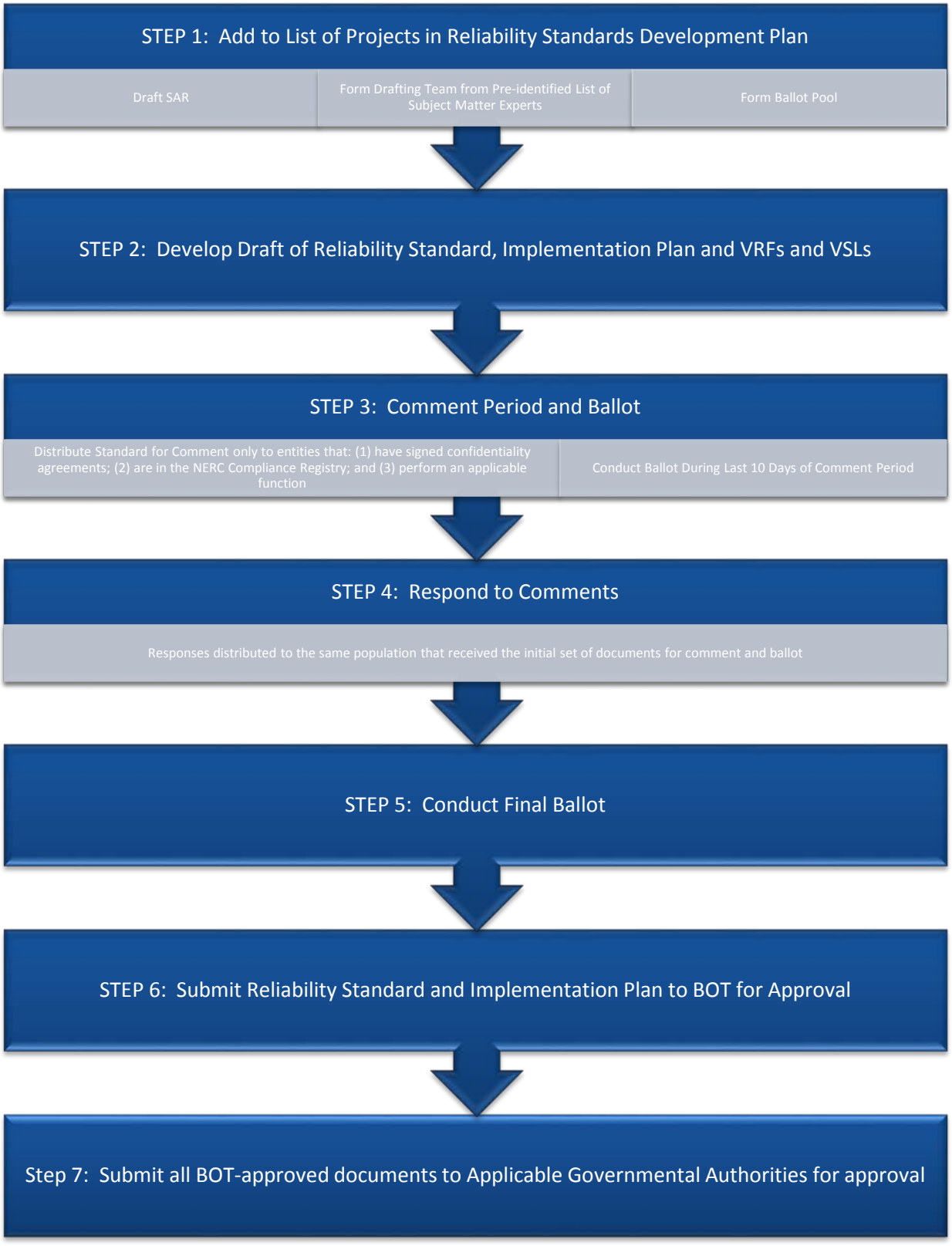


FIGURE 3: Process for Developing a Standard Responsive to an Imminent, Confidential Issue

10.8: Process for Developing Reliability Standards Responsive to Non-imminent, Confidential Issues

If the NERC Board of Trustees directs the immediate development of a new or revised Reliability Standard to address a confidential national security emergency situation, the NERC Reliability Standards Staff shall develop a SAR, form a ballot pool (to vote on the Reliability Standard and its implementation plan) and assemble a slate of pre-defined subject matter experts as a proposed drafting team for approval by the Standards Committee's officers. All members of the Registered Ballot Body shall have the opportunity to join the ballot pool.

10.9: Drafting Team Selection

The drafting team selection process shall be limited to just those candidates who have already been identified as having the appropriate security clearance, the requisite technical expertise, and either have signed or are willing to sign a strict confidentiality agreement.

10.10: Work of Drafting Team

The drafting team shall perform all its work under strict security and confidentiality rules. The Reliability Standard drafting team shall develop the new or revised Reliability Standard and its implementation plan.

The drafting team shall review its work, to the extent practical, as it is being developed with officials from the Applicable Governmental Authorities, under strict security and confidentiality rules.

10.11: Formal Stakeholder Comment & Ballot Window

The draft Reliability Standard and its implementation plan shall be distributed for a formal comment period, under strict confidentiality rules, only to those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from their organizations that have signed confidentiality agreements with NERC.[33] At the same time, the Reliability Standard shall be distributed to the members of the ballot pool for review and ballot. The NERC Reliability Standards Staff shall not post or provide the ballot pool with any confidential background information.

10.12: Revisions to Reliability Standard, Implementation Plan and VRFs and VSLs

The drafting team, working with the NERC Reliability Standards Staff, shall work to refine the Reliability Standard, implementation plan and VRFs and VSLs in the same manner as for a new Reliability Standard following the "normal" Reliability Standards development process described earlier in this manual with the exception that distribution of the comments, responses, and new drafts shall be limited to those entities that are in the ballot pool and those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from their organizations that have signed confidentiality agreements with NERC.

10.13: Board of Trustee Action

Each Reliability Standard, implementation plan, and the associated VRFs and VSLs developed through this process shall be submitted to the NERC Board of Trustees for adoption.

10.14: Governmental Approvals

All BOT-approved documents shall be filed for approval with Applicable Governmental Authorities.

[33] In this phase of the process, only the proposed Reliability Standard shall be distributed to those entities expected to comply, not the rationale and justification for the Reliability Standard. Only the special drafting team members, who have the appropriate security credentials, shall have access to this rationale and justification.

Developing a Reliability Standard Responsive to a Non-imminent, Confidential Issue

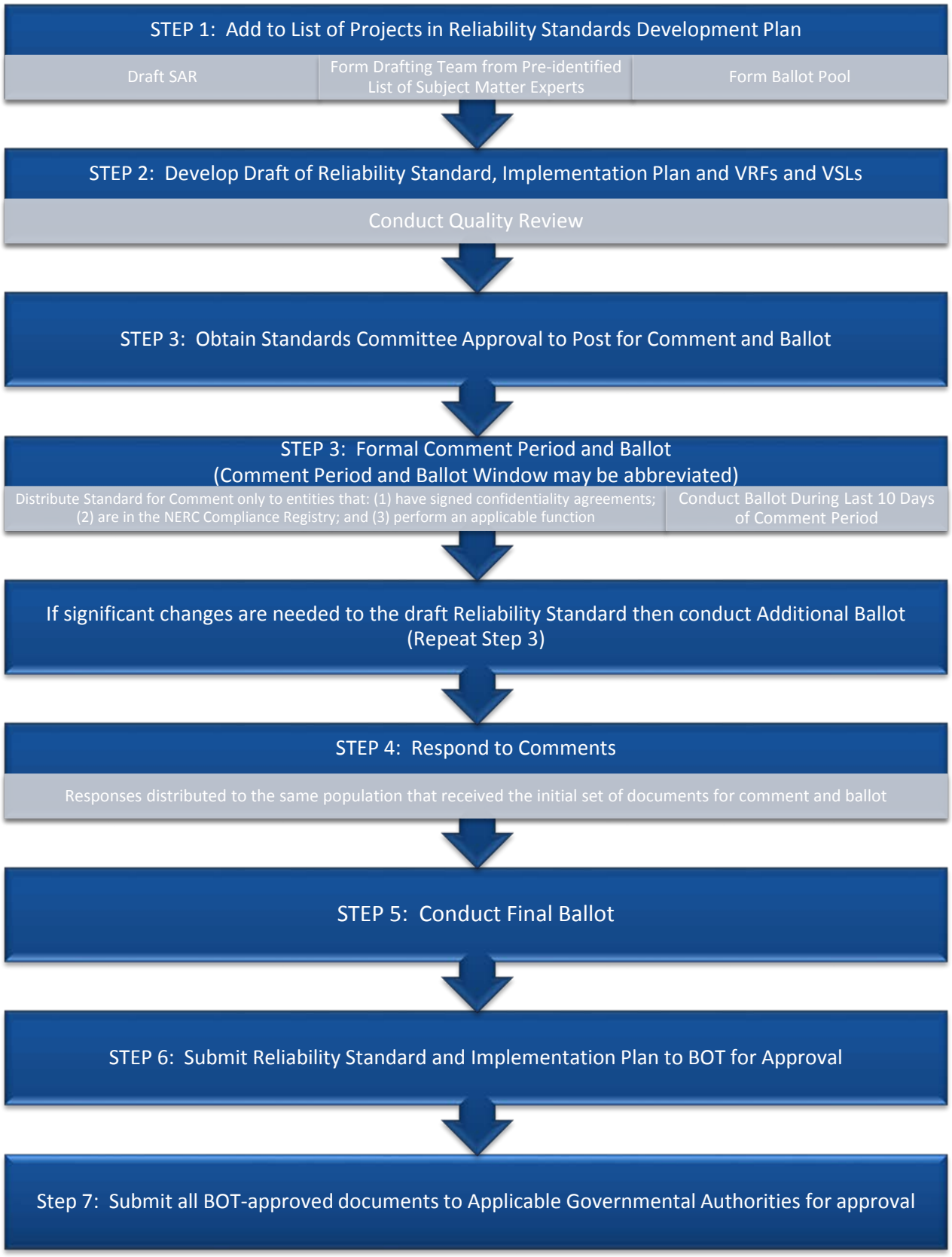


FIGURE 4: Developing a Standard Responsive to a Non-Imminent, Confidential Issue

Section 11.0: Process for Posting Supporting Technical Documents Alongside an Approved Reliability Standard

The NERC Standards Committee oversees the development and approval of technical documents identified as supporting documents to Reliability Standards approved by the Applicable Governmental Authority. Supporting technical documents may explain or facilitate understanding of Reliability Standards but do not themselves contain mandatory Requirements subject to compliance review. Any mandatory Requirements shall be incorporated into the Reliability Standard in the Reliability Standard development process. Documents that contain specific compliance approaches or examples are not considered supporting technical documents under this Section.

This Section provides the process by which any individual or entity may propose a supporting technical document to an approved Reliability Standard. The process outlined in this section is designed so each supporting document receives stakeholder review to verify the accuracy of the technical content prior to being posted as a supporting technical document to an approved Reliability Standard.

During the standard development process, standard drafting teams may develop and post supporting technical documents to the pertinent project page, in accordance with Section 4.0. Following approval of the Reliability Standard, those documents may be posted alongside the standard without requiring separate Standards Committee authorization under this Section.

11.1: Types of Supporting Technical Documents

The types of supporting technical documents that may be approved for posting alongside an approved Reliability Standard under this Section are listed below.

Type of Document	Description
Reference	Descriptive, technical information or analysis or explanatory information to support the understanding of an approved Reliability Standard.
Lessons Learned	Documents designed to convey lessons learned related to an approved Reliability Standard. A Lessons Learned document cannot establish new Requirements or modify Requirements in any existing Reliability Standard.
White Paper	An informal paper stating a position or concept. A white paper may have been used to propose preliminary concepts for a Reliability Standard or a Reference document.

11.2: Process for Proposing and Evaluating Supporting Technical Documents

Proposals for supporting technical documents to approved Reliability Standards shall be submitted to the NERC Reliability Standards Staff.

NERC Staff shall conduct a review of the proposed supporting technical document. In performing this review, NERC Staff may consult any technical resources it deems appropriate. The purpose of this review is to determine whether the proposed supporting technical document meets the following criteria:

1. the document is a type of supporting technical document subject to this Section, as described in Section 11.1;
2. the document is consistent with the purpose and intent of the associated Reliability Standard; and

3. the document has received adequate stakeholder review to assess its technical adequacy, such as through a NERC technical committee review process, public comment period(s) held during the development of the associated Reliability Standard, or other stakeholder review process.

If NERC Staff determines that the proposed supporting technical document meets all three criteria specified above, NERC Staff shall submit the proposed supporting technical document to the Standards Committee as specified in Section 11.3 below.

If NERC Staff determines that the proposed supporting technical document does not meet the first or second criterion specified above, NERC Staff shall notify the submitter, in writing, that the document will not be forwarded to the Standards Committee for consideration to be posted as a supporting technical document under this Section. This notification shall include an explanation of the basis for the decision. NERC Staff shall also notify the Standards Committee of its determination at the next regularly-scheduled Standards Committee meeting.

If NERC Staff determines that the proposed supporting technical document meets the first and second criteria, but has not yet received adequate stakeholder review under the third criterion, NERC Staff shall make a recommendation to the Standards Committee to authorize posting the proposed supporting technical document for stakeholder review to verify the accuracy of the technical content. This initial comment period shall be for 45 days, unless the Standards Committee directs otherwise. Upon conclusion of the comment period, NERC Staff shall compile the comments and provide them to the submitter for consideration. If the submitter modifies the proposed supporting technical document based on stakeholder comments, NERC Staff may post the document for additional comment periods to provide for sufficient technical review.

11.3: Approving a Supporting Technical Document

After determining that the proposed supporting technical document meets the three criteria specified in Section 11.2, NERC Staff shall present the supporting technical document to the NERC Standards Committee with a recommendation regarding whether the Standards Committee should approve posting the supporting technical document with the approved Reliability Standard on the pertinent NERC website page(s).

Section 12.0: Process for Correcting Errata

From time to time, an error may be discovered in a Reliability Standard. Such errors may be corrected (i) following a Final Ballot prior to Board of Trustees adoption, (ii) following Board of Trustees adoption prior to filing with Applicable Governmental Authorities; and (iii) following filing with Applicable Governmental Authorities. If the Standards Committee agrees that the correction of the error does not change the scope or intent of the associated Reliability Standard, and agrees that the correction has no material impact on the end users of the Reliability Standard, then the correction shall be filed for approval with Applicable Governmental Authorities as appropriate. The NERC Board of Trustees has resolved to concurrently approve any errata approved by the Standards Committee.

Section 13.0: Process for Conducting Periodic Reviews of Reliability Standards

All Reliability Standards shall be reviewed at least once every ten years from the effective date of the Reliability Standard or the date of the latest Board of Trustees adoption to a revision of the Reliability Standard, whichever is later. If a Reliability Standard is approved by ANSI as an American National Standard, it shall be reviewed at least once every five years from the effective date of the Reliability Standard or the date of the latest Board of Trustees adoption to a revision of the Reliability Standard, whichever is later.

The *Reliability Standards Development Plan* shall include projects that address this five or ten-year review of Reliability Standards.

- If a Reliability Standard is nearing its five or ten-year review and has issues that need resolution, then the *Reliability Standards Development Plan* shall include a project for the complete review and associated revision of that Reliability Standard that includes addressing all outstanding governmental directives, all approved Interpretations, and all unresolved issues identified by stakeholders.
- If a Reliability Standard is nearing its five or ten-year review and there are no outstanding governmental directives, Interpretations, or unresolved stakeholder issues associated with that Reliability Standard, then the Reliability *Standards Development Plan* shall include a project solely for the periodic review of that Reliability Standard.

For a project that is focused solely on the periodic review, the Standards Committee shall appoint a review team of subject matter experts to review the Reliability Standard and recommend whether the Reliability Standard should be reaffirmed, revised, or withdrawn. Each review team shall post its recommendations for a 45-day formal stakeholder comment period and shall provide those stakeholder comments to the Standards Committee for consideration.

- If a review team recommends reaffirming a Reliability Standard, the Standards Committee shall submit the reaffirmation to the Board of Trustees for adoption and then to Applicable Governmental Authorities for approval. Reaffirmation does not require approval by stakeholder ballot.
- If a review team recommends modifying, or retiring a Reliability Standard, the team shall develop a SAR with such a proposal and the SAR shall be submitted to the Standards Committee for prioritization as a new project. Each existing Reliability Standard recommended for modification, or retirement shall remain in effect in accordance with the associated implementation plan until the action to modify or withdraw the Reliability Standard is approved by its ballot pool, adopted by the Board of Trustees, and approved by Applicable Governmental Authorities.

In the case of reaffirmation of a Reliability Standard, the Reliability Standard shall remain in effect until the next five or ten-year review or until the Reliability Standard is otherwise modified or withdrawn by a separate action.

Section 14.0: Public Access to Reliability Standards Information

14.1: Online Reliability Standards Information System

The NERC Reliability Standards Staff shall maintain an electronic copy of information regarding currently proposed and currently in effect Reliability Standards. This information shall include current Reliability Standards in effect, proposed revisions to Reliability Standards, and proposed new Reliability Standards. This information shall provide a record, for at a minimum the previous five years, of the review and approval process for each Reliability Standard, including public comments received during the development and approval process.

14.2: Archived Reliability Standards Information

The NERC Staff shall maintain a historical record of Reliability Standards information that is no longer maintained online. Archived information shall be retained indefinitely as practical, but in no case less than five years or one complete standard cycle from the date on which the Reliability Standard was no longer in effect. Archived records of Reliability Standards information shall be available electronically within 30 days following the receipt by the NERC Reliability Standards Staff of a written request.

Section 15.0: Process for Updating Standard Processes

15.1: Requests to Revise the Standard Processes Manual

Any person or entity may submit a request to modify one or more of the processes contained within this manual. The Standards Committee shall oversee the handling of each request. The Standards Committee shall prioritize all requests, merge related requests, and respond to each sponsor within 30 days.

The Standards Committee shall post the proposed revisions for a 45-day formal comment period. Based on the degree of consensus for the revisions, the Standards Committee shall:

- Submit the revised process or processes for ballot pool approval;
- Repeat the posting for additional inputs after making changes based on comments received;
- Remand the proposal to the sponsor for further work; or
- Reject the proposal.

The Registered Ballot Body shall be represented by a ballot pool. The ballot procedure shall be the same as that defined for approval of a Reliability Standard, including the use of an Additional Ballot if needed. If the proposed revision is approved by the ballot pool, the Standards Committee shall submit the revised procedure to the Board for adoption. The Standards Committee shall submit to the Board a description of the basis for the changes, a summary of the comments received, and any minority views expressed in the comment and ballot process. The proposed revisions shall not be effective until approved by the NERC Board of Trustees and Applicable Governmental Authorities.

Section 16.0: Waiver

While it is NERC's intent to use its ANSI-accredited Reliability Standards development process for developing its Reliability Standards, NERC may need to develop a new or modified Reliability Standard, definition, Variance, Interpretation, or implementation plan under specific time constraints (such as to meet a time constrained regulatory directive) or to meet an urgent reliability issue such that there isn't sufficient time to follow all the steps in the normal Reliability Standards development process.

The Standards Committee may waive any of the provisions contained in this manual for good cause shown, but limited to the following circumstances:

- In response to a national emergency declared by the United States or Canadian government that involves the reliability of the Bulk Electric System or cyber attack on the Bulk Electric System;
- Where necessary to meet regulatory deadlines;
- Where necessary to meet deadlines imposed by the NERC Board of Trustees; or
- Where the Standards Committee determines that a modification to a proposed Reliability Standard or its Requirement(s), a modification to a defined term, a modification to an Interpretation, or a modification to a Variance has already been vetted by the industry through the standards development process or is so insubstantial that developing the modification through the processes contained in this manual will add significant time delay.

In no circumstances shall this provision be used to modify the requirements for achieving quorum or the voting requirements for approval of a standard.

A waiver request may be submitted to the Standards Committee by any entity or individual, including NERC committees or subgroups and NERC Staff. Prior to consideration of any waiver request, the Standards Committee must provide five business days' notice to stakeholders.

Action on the waiver request will be included in the minutes of the Standards Committee. Actions taken pursuant to an approved waiver request will be posted on the Standard Project page and included in the next project announcement.

In addition, the Standards Committee shall report the exercise of this waiver provision to the Board of Trustees prior to adoption of the related Reliability Standard, Interpretation, definition or Variance.

Reliability Standards developed as a result of a waiver of any provision of the Standard Processes Manual shall not be filed with ANSI for approval as American National Standards.

NERC
NORTH AMERICAN ELECTRIC RELIABILITY CORPORATION

Standard Processes Manual

VERSION ~~3~~4

Effective ~~June 26, 2013~~March 1, 2019

RELIABILITY | ACCOUNTABILITY




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Table of Contents

Section 1.0: Introduction

1.1: Authority

This manual is published by the authority of the North American Electric Reliability Corporation ("NERC") Board of Trustees and has been incorporated into the NERC Rules of Procedure as Appendix 3A. It~~. The Board of Trustees, as necessary to maintain NERC's certification as the Electric Reliability Organization ("ERO"), may file the manual with Applicable Governmental Authorities for approval as an ERO document. When approved, the manual is appended to and~~ provides implementation detail in support of the ~~ERO~~ NERC Rules of Procedure Section 300 — Reliability Standards Development.

Capitalized terms not otherwise defined herein~~,~~ shall have the meaning set forth in the Definitions Used in the Rules of Procedure, Appendix 2 to the Rules of Procedure. Unless otherwise specified, any period of time that is counted in days shall refer to calendar days.

1.2: Scope

The policies and procedures in this manual shall govern the activities of ~~the North American Electric Reliability Corporation ("~~NERC~~")~~ related to the development, approval, revision, reaffirmation, and withdrawal of Reliability Standards, Interpretations, Violation Risk Factors ("VRFs"), Violation Severity Levels ("VSLs"), definitions, Variances, and reference documents developed to support standards for the Reliable Operation and planning of the North American Bulk Power Systems.

This manual also addresses the role of the Standards Committee, drafting teams, and the ballot body in the development and approval of Compliance Elements in conjunction with standard development.

1.3: Background

NERC is a nonprofit corporation formed for the purpose of becoming the North American ERO. NERC works with all stakeholder segments of the electric industry, including electricity users, to develop Reliability Standards for the reliability planning and Reliable Operation of the North American Bulk Power Systems. In the United States, the Energy Policy Act of 2005 added Section 215 to the Federal Power Act for the purpose of establishing a framework to make Reliability Standards mandatory for all Bulk Power System owners, operators, and users. Similar authorities are provided by Applicable Governmental Authorities in Canada. The United States Federal Energy Regulatory Commission ("FERC") certified NERC ~~was certified~~ as the ERO effective July 2006. *North American Electric Reliability Corp.*, 116 FERC ¶ 61,062, *order on reh'g and compliance*, 117 FERC ¶ 61,126 (2006), *order on compliance*, 118 FERC ¶ 61,030 (2007).

1.4: Essential Attributes of NERC's Reliability Standards Processes

NERC's Reliability Standards development processes provide reasonable notice and opportunity for public comment, due process, openness, and balance of interests in developing a proposed Reliability Standard consistent with the attributes necessary for American National Standards Institute ("ANSI") accreditation. The same attributes, as well as transparency, consensus-building, and timeliness, are also required under the ERO Rules of Procedure Section 304.

- ***Open Participation***

  Participation in NERC's Reliability Standards development balloting and approval processes shall be open to all entities materially affected by NERC's Reliability Standards. There shall be no financial barriers to participation in NERC's Reliability Standards balloting and approval processes. Membership in the Registered Ballot Body shall not be conditional upon membership in any organization, nor unreasonably restricted on the basis of technical qualifications or other such requirements.

- ***Balance***

  NERC's Reliability Standards development processes shall not be dominated by any two interest categories, individuals, or organizations and no single interest category, individual, or organization is able to defeat a matter.

  NERC shall use a voting formula that allocates each industry Segment an equal weight in determining the final outcome of any Reliability Standard action. The Reliability Standards development processes shall have a balance of interests. Participants from diverse interest categories shall be encouraged to join the Registered Ballot Body and participate in the balloting process, with a goal of achieving balance between the interest categories. The Registered Ballot Body serves as the consensus body voting to approve each new or proposed Reliability Standard, definition, Variance, and Interpretation.

- ***Coordination and harmonization with other American National Standards activities***

  NERC is committed to resolving any potential conflicts between its Reliability Standards development efforts and existing American National Standards and candidate American National Standards.

- ***Notification of standards development***

  NERC shall publicly distribute a notice to each member of the Registered Ballot Body, and to each stakeholder who indicates a desire to receive such notices, for each action to create, revise, reaffirm, or withdraw a Reliability Standard, definition, or Variance; and for each proposed Interpretation. Notices shall be distributed electronically, with links to the relevant information, and notices shall be posted on NERC's Reliability Standards web page. All notices shall identify a readily available source for further information.

- ***Transparency***

  The process shall be transparent to the public.

- ***Consideration of views and objections***

  Drafting teams shall give prompt consideration to the written views and objections of all participants as set forth herein. Drafting teams shall make an effort to resolve each objection that is related to the topic under review.

- ***Consensus Building***

  The process shall build and document consensus for each Reliability Standard, both with regard to the need and justification for the Reliability Standard and the content of the Reliability Standard.

- ***Consensus vote***

  NERC shall use its voting process to determine if there is sufficient consensus to approve a proposed Reliability Standard, definition, Variance, or Interpretation. NERC shall form a ballot pool for each Reliability Standard action from interested members of its Registered Ballot Body. Approval of any Reliability Standard action requires:

    - A quorum, which is established by at least 75% of the members of the ballot pool submitting a response excluding unreturned ballots; and
    - A two-thirds majority of the weighted Segment votes cast shall be affirmative. The number of votes cast during all stages of balloting except the final ballot is the sum of affirmative and negative votes with comments, excluding abstentions, non-responses, and negative votes without comments. During the final ballot, the number of votes cast is the sum of affirmative and negative votes, excluding abstentions and non-responses.

- ***Timeliness***

  Development of Reliability Standards shall be timely and responsive to new and changing priorities for reliability of the Bulk Power System.

- ***Metric Policy***

  The International System of units is the preferred units of measurement in NERC Reliability Standards. However, because NERC's Reliability Standards apply in Canada, the United States and portions of Mexico, where applicable, measures are provided in both the metric and English units.

1.5: Ethical Participation

All participants in the NERC Standard development process, including drafting teams, quality reviewers, Standards Committee members and members of the Registered Ballot Body, are obligated to act in an ethical manner in the exercise of all activities conducted pursuant to the terms and conditions of the Standard Processes Manual and the standard development process.

Section 2.0: Elements of a Reliability Standard

2.1: Definition of a Reliability Standard

A Reliability Standard includes a set of Requirements that define specific obligations of owners, operators, and users of the North American Bulk Power Systems. The Requirements shall be material to reliability and measurable. A Reliability Standard is defined as follows:

> "Reliability Standard" means a requirement, approved by the United States Federal Energy Regulatory Commission under Section 215 of the Federal Power Act, or approved or recognized by an applicable governmental authority in other jurisdictions, to provide for Reliable Operation of the Bulk Power System. ~~, including without limiting the foregoing,~~ The term includes requirements for the operation of existing Bulk Power System ~~Facilities~~facilities, including cyber-security protection, and ~~including~~ the design of planned additions or modifications to such ~~Facilities~~ 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~~such ~~Facilities~~ facilities or to construct new transmission capacity or generation capacity. (In certain contexts, this term may also refer to a "Reliability Standard" that is in the process of being developed, or not yet approved or recognized by FERC or an applicable governmental authority in other jurisdictions).[1] ~~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. *See* Appendix 2 to the NERC Rules of Procedure, Definitions Used in the Rules of Procedure.~~

2.2: Reliability Principles

NERC Reliability Standards are based on certain reliability principles that define the foundation of reliability for North American Bulk Power Systems.[2] Each Reliability Standard shall enable or support one or more of the reliability principles, thereby ensuring that each Reliability Standard serves a purpose in support of reliability of the North American Bulk Power Systems. Each Reliability Standard shall also be consistent with all of the reliability principles, thereby ensuring that no Reliability Standard undermines reliability through an unintended consequence.

2.3: Market Principles

Recognizing that Bulk Power System reliability and electricity markets are inseparable and mutually interdependent, all Reliability Standards shall be consistent with the market interface principles.[3] Consideration of the market interface principles is intended to ensure that Reliability Standards are written such that they achieve their reliability objective without causing undue restrictions or adverse impacts on competitive electricity markets.

[1] *See* Appendix 2 to the NERC Rules of Procedure, Definitions Used in the Rules of Procedure.

[2] The intent of the set of NERC Reliability Standards is to deliver an adequate level of reliability. The latest set of reliability principles and the latest set of characteristics associated with an adequate level of reliability are posted on the Reliability Standards Resources web page.

[3] The latest set of market interface principles is posted on the Reliability Standards Resources web page.

2.4: Types of Reliability Requirements

Generally, each Requirement of a Reliability Standard shall identify what Functional Entities shall do, and under what conditions, to achieve a specific reliability objective. Although Reliability Standards all follow this format, several types of Requirements may exist, each with a different approach to measurement.

- **Performance-based Requirements** define a specific reliability objective or outcome achieved by one or more entities that has a direct, observable effect on the reliability of the Bulk Power System, i.e. an effect that can be measured using power system data or trends. In its simplest form, a performance-based requirement has four components: who, under what conditions (if any), shall perform what action, to achieve what particular result or outcome.
- **Risk-based Requirements** define actions by one or more entities that reduce a stated risk to the reliability of the Bulk Power System and can be measured by evaluating a particular product or outcome resulting from the required actions. A risk-based reliability requirement should be framed as: who, under what conditions (if any), shall perform what action, to achieve what particular result or outcome that reduces a stated risk to the reliability of the Bulk Power System.
- **Capability-based Requirements** define capabilities needed by one or more entities to perform reliability functions and can be measured by demonstrating that the capability exists as required. A capability-based reliability requirement should be framed as: *who, under what conditions (if any), shall have what capability, to achieve what particular result or outcome to perform an action to achieve a result or outcome or to reduce a risk to the reliability of the Bulk Power System*.

The body of reliability Requirements collectively provides a defense-in-depth strategy supporting reliability of the Bulk Power System.

2.5: Elements of a Reliability Standard

A Reliability Standard includes several components designed to work collectively to identify what entities must do to meet their reliability-related obligations as an owner, operator or user of the Bulk Power System.

The components of a Reliability Standard may include the following:

Title: A brief, descriptive phrase identifying the topic of the Reliability Standard.

Number: A unique identification number assigned in accordance with a published classification system to facilitate tracking and reference to the Reliability Standards.[4]

Purpose: The reliability outcome achieved through compliance with the Requirements of the Reliability Standard.

Applicability: Identifies ~~which entities are assigned reliability requirements. T~~the specific Functional Entities and Facilities to which the Reliability Standard applies.

Effective Dates: Identification of the date or pre-conditions determining when each Requirement becomes effective in each jurisdiction.

Requirement: An explicit statement that identifies the Functional Entity responsible, the action or outcome that must be achieved, any conditions achieving the action or outcome, and the reliability-related benefit of the action or outcome. Each Requirement shall be a statement for which compliance is mandatory.

[4] Reliability Standards shall be numbered in accordance with the NERC Standards Numbering Convention as provided on the Reliability Standards Resources web page.

Compliance Elements: Elements to aid in the administration of ERO compliance monitoring and enforcement responsibilities.[5]

- ***Measure***: Provides identification of the evidence or types of evidence that may demonstrate compliance with the associated requirement.
- ***Violation Risk Factors and Violation Severity Levels***: Violation risk factors (VRFs) and violation severity levels (VSLs) are used as factors when determining the size of a penalty or sanction associated with the violation of a requirement in an approved ~~reliability~~ Reliability ~~standard~~Standard.[6] Each requirement in each ~~reliability~~ Reliability ~~standard~~ Standard has an associated VRF and a set of VSLs. VRFs and VSLs are developed by the drafting team, working with NERC Staff, at the same time as the associated ~~reliability~~ Reliability ~~standard~~Standard, but are not part of the ~~reliability~~ Reliability ~~standard~~Standard. The Board of Trustees is responsible for approving VRFs and VSLs.
  - ***Violation Risk Factors***

    VRFs identify the potential reliability significance of noncompliance with each requirement. Each requirement is assigned a VRF in accordance with the latest approved set of VRF criteria.[7]
  - ***Violation Severity Levels***

    VSLs define the degree to which compliance with a requirement was not achieved. Each requirement shall have at least one VSL. While it is preferable to have four VSLs for each requirement, some requirements do not have multiple "degrees" of noncompliant performance and may have only one, two, or three VSLs. Each requirement is assigned one or more VSLs in accordance with the latest approved set of VSL criteria.[8]

Version History: The version history is provided for informational purposes and lists information regarding prior versions of Reliability Standards.

Variance: A Requirement (to be applied in the place of the continent-wide Requirement) that is applicable to a specific geographic area or to a specific set of Registered Entities.

Compliance Enforcement Authority: The entity that is responsible for assessing performance or outcomes to determine if an entity is compliant with the associated Reliability Standard. The Compliance Enforcement Authority will be NERC or the Regional Entity in their respective roles of monitoring and enforcing compliance with the NERC Reliability Standards.

~~***Application guidelines***: Guidelines to support the implementation of the associated Reliability Standard.~~

~~***Procedures***: Procedures to support implementation of the associated Reliability Standard.~~

The only mandatory and enforceable components of a Reliability Standard are the: (1) applicability, (2) Requirements, and the (3) effective dates. The additional components are included in the Reliability Standard for

[5] It is the responsibility of the ERO ~~staff~~ Staff to develop compliance tools for each standard; these tools are not part of the standard but are referenced in this manual because the preferred approach to developing these tools is to use a transparent process that leverages the technical and practical expertise of the drafting team and ballot pool.~~.~~

[6] The *Sanction Guidelines of the North American Electric Reliability Corporation* identifies the factors used to determine a penalty or sanction for violation of a ~~reliability~~ Reliability S~~s~~tandard and is posted on the NERC ~~Web~~ web ~~Site~~site.

[7] The latest set of approved VRF Criteria is posted on the Reliability Standards Resources ~~Web~~ web ~~Page~~page.

[8] The latest set of approved VSL Criteria is posted on the Reliability Standards Resources ~~Web~~ web ~~Page~~page.

informational purposes~~, to establish the relevant scope and technical paradigm,~~ and to provide guidance to Functional Entities concerning how compliance will be assessed by the Compliance Enforcement Authority.

Section 3.0: Reliability Standards Program Organization

3.1: Board of Trustees

The NERC Board of Trustees shall consider for adoption Reliability Standards, definitions, Variances and Interpretations and associated implementation plans that have been ~~processed~~ developed according to ~~the processes identified in~~ this manual. Once the Board adopts a Reliability Standard, definition, Variance or Interpretation, the Board shall direct NERC Staff to file the document(s) for approval with Applicable Governmental Authorities.

3.2: Registered Ballot Body

The Registered Ballot Body comprises all entities or individuals that qualify for one of the Segments approved by the Board of Trustees[9], and are registered with NERC as potential ballot participants in the voting on Reliability Standards. Each member of the Registered Ballot Body is eligible to join the ballot pool for each Reliability Standard action.

3.3: Ballot Pool

Each Reliability Standard action has its own ballot pool formed of interested members of the Registered Ballot Body. The ballot pool comprises those members of the Registered Ballot Body that respond to a pre-ballot request to participate in that particular Reliability Standard action. The ballot pool votes on each Reliability Standards action. The ballot pool remains in place until all balloting related to that Reliability Standard action has been completed.

3.4: Standards Committee

The Standards Committee serves at the pleasure and direction of the NERC Board of Trustees, and the Board approves the Standards Committee's Charter.[10] The composition of the Standards Committee and the election of its members is set forth in Appendix 3B to the NERC Rules of Procedure, *Procedures for Election of Members of the Standards Committee* ~~are elected by their respective Segment's stakeholders. The Standards Committee consists of two members of each of the Segments in the Registered Ballot Body.[11] A member of the NERC Reliability Standards Staff shall serve as the non-voting secretary to the Standards Committee~~.

The Standards Committee is responsible for managing the Reliability Standards processes for development of Reliability Standards, definitions, Variances and Interpretations in accordance with this manual. The responsibilities of the Standards Committee are defined in detail in the Standards Committee's Charter. The Standards Committee is responsible for ensuring that the Reliability Standards, definitions, Variances and Interpretations developed by drafting teams are developed in accordance with the processes in this manual and meet NERC's benchmarks for Reliability Standards as well as criteria for governmental approval.[12]

The Standards Committee has the right to remand work to a drafting team, to reject the work of a drafting team, or to accept the work of a drafting team. The Standards Committee may disband a drafting team if it determines (a) that the drafting team is not producing a standard in a timely manner; (b) the drafting team is not able to produce a standard that will achieve industry consensus; (c) the drafting team has not addressed the scope of the SAR; or (d) the drafting team has failed to fully address a regulatory directive or otherwise provided a responsive or equally

[9] The industry Segment qualifications are described in the Development of the Registered Ballot Body and Segment Qualification Guidelines document posted on the Reliability Standards Resources web page and are included in Appendix 3D of the NERC Rules of Procedure.

[10] The Standards Committee Charter is posted on the Reliability Standards Resources web page.

~~[11] In addition to balanced Segment representation, the Standards Committee shall also have representation that is balanced among countries based on Net Energy for Load ("NEL"). As needed, the Board of Trustees may approve special procedures for the balancing of representation among countries represented within NERC.~~

[12] The *Ten Benchmarks of an Excellent Reliability Standard* and FERC's Criteria for Approving Reliability Standards are posted on the Reliability Standards Resources web page.

efficient and effective alternative. The Standards Committee may direct a drafting team to revise its work to follow the processes in this manual or to meet the criteria for NERC's benchmarks for Reliability Standards, or to meet the criteria for governmental approval; however, the Standards Committee shall not direct a drafting team to change the technical content of a draft Reliability Standard.

The Standards Committee shall meet at regularly scheduled intervals (either in person, or by other means). All Standards Committee meetings are open to all interested parties.

3.5: NERC Reliability Standards Staff

The NERC Reliability Standards Staff, led by the Director of Standards,[13] is responsible for administering NERC's Reliability Standards processes in accordance with this manual. The NERC Reliability Standards Staff provides support to the Standards Committee in managing the Reliability Standards processes and in supporting the work of all drafting teams. The NERC Reliability Standards Staff works to ensure the integrity of the Reliability Standards processes and consistency of quality and completeness of the Reliability Standards. The NERC Reliability Standards Staff facilitates all steps in the development of Reliability Standards, definitions, Variances, Interpretations and associated implementation plans.

The NERC Reliability Standards Staff is responsible for presenting Reliability Standards, definitions, Variances, and Interpretations to the NERC Board of Trustees for adoption. When presenting Reliability Standards-related documents to the NERC Board of Trustees for adoption or approval, the NERC Reliability Standards Staff shall report the results of the associated stakeholder ballot, including identification of unresolved stakeholder objections and an assessment of the document's practicality and enforceability.

3.6: Drafting Teams

The Standards Committee shall appoint industry experts to drafting teams to work with stakeholders in developing and refining Standard Authorization Requests ("SARs"), Reliability Standards, definitions, ~~and~~ Variances, and Interpretations. ~~The NERC Reliability Standards Staff shall appoint drafting teams that develop Interpretations.~~ The NERC Reliability Standards Staff shall provide, or solicit from the industry, essential support for each of the drafting teams in the form of technical writers, legal, compliance, and rigorous and highly trained project management and facilitation support personnel.

Each drafting team may consist of a group of technical, legal, and compliance experts that work cooperatively with the support of the NERC Reliability Standards Staff.[14] The technical experts provide the subject matter expertise and guide the development of the technical aspects of the Reliability Standard, assisted by technical writers, legal and compliance experts. The technical experts maintain authority over the technical details of the Reliability Standard. Each drafting team appointed to develop a Reliability Standard is responsible for following the processes identified in this manual as well as procedures developed by the Standards Committee from the inception of the assigned project through the final acceptance of that project by Applicable Governmental Authorities.

Collectively, each drafting team:

- Drafts proposed language for the Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.
- Develops and refines technical documents that aid in the understanding of Reliability Standards.

[13] The Director of Standards may delegate its authority to perform certain responsibilities specified in this manual to another member of the NERC Reliability Standards staff.

[14] The detailed responsibilities of drafting teams are outlined in the Drafting Team Guidelines, which is posted on the Reliability Standards Resources web page.

- Works collaboratively with NERC Compliance Monitoring and Enforcement Staff to develop Reliability Standard Audit Worksheets ("RSAWs") at the same time Reliability Standards are developed.
- Provides assistance to NERC Staff in the development of Compliance Elements of proposed Reliability Standards.
- Solicits, considers, and responds to comments related to the specific Reliability Standards development project.
- Participates in industry forums to help build consensus on the draft Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.
- Assists in developing the documentation used to obtain governmental approval of the Reliability Standards, definitions, Variances, and/or Interpretations and associated implementation plans.

All drafting teams report to the Standards Committee.

3.7: Governmental Authorities

~~The Federal Energy Regulatory Commission ("~~FERC~~")~~ in the United States of America, and where permissible by statute or regulation, the federal or provincial governments of other North American jurisdictions that have recognized NERC as the ERO ~~each of the eight Canadian Provinces (Manitoba, Nova Scotia, Saskatchewan, Alberta, Ontario, British Columbia, New Brunswick and Quebec) and the National Energy Board of Canada~~ have the authority to approve each new, revised or withdrawn Reliability Standard, definition, Variance, VRF, VSL and Interpretation following adoption or approval by the NERC Board of Trustees.

3.8: Committees, Subcommittees, Working Groups, and Task Forces

NERC's technical committees, subcommittees, working groups, and task forces provide technical research and analysis used to justify the development of new Reliability Standards and provide guidance, when requested by the Standards Committee, in overseeing field tests or collection and analysis of data. The technical committees, subcommittees, working groups, and task forces provide feedback to drafting teams during both informal and formal comment periods.

The Standards Committee may request that a NERC technical committee or other group prepare a ~~Technical~~ technical document to support development of a proposed Reliability Standard.

The technical committees, subcommittees, working groups, and task forces share their observations regarding the need for new or modified Reliability Standards or Requirements with the NERC Reliability Standards Staff for use in identifying the need for new Reliability Standards projects for the three-year *Reliability Standards Development Plan*.

3.9: Compliance and Certification Committee

The Compliance and Certification Committee is responsible for monitoring NERC's compliance with its Reliability Standards processes and procedures and for monitoring NERC's compliance with the Rules of Procedure regarding the development of new or revised Reliability Standards, definitions, Variances, and Interpretations. The Compliance and Certification Committee may assist in verifying that each proposed Reliability Standard is enforceable as written before the Reliability Standard is posted for formal stakeholder comment and balloting.

3.10: Compliance Monitoring and Enforcement Program

As applicable, the NERC Compliance Monitoring and Enforcement Program Staff manages and enforces compliance with approved Reliability Standards. Compliance Monitoring and Enforcement Staff are responsible for the development of select compliance tools. The drafting team and the Compliance Monitoring and Enforcement Program Staff shall work together during the Reliability Standard development process to ensure an accurate and consistent understanding of the Requirements and their intent, and to ensure that applicable compliance tools

accurately reflect that intent. The goal of this collaboration is to ensure that application of the Reliability Standards in the Compliance Monitoring and Enforcement Program by NERC and the Regional Entities is consistent.

The Compliance Monitoring and Enforcement Program is encouraged to share its observations regarding the need for new or modified Requirements with the NERC Reliability Standards Staff for use in identifying the need for new Reliability Standards projects.

3.11: North American Energy Standards Board ("NAESB")

While NERC has responsibility for developing Reliability Standards to support reliability, NAESB has responsibility for developing business practices and coordination between reliability and business practices as needed. NERC and NAESB developed and approved a procedure[15] to guide the development of Reliability Standards and business practices where the reliability and business practice components are intricately entwined within a proposed Reliability Standard.

[15] The NERC NAESB Template Procedure for Joint Standards Development and Coordination is posted on the Reliability Standards Resources web page.

Section 4.0: Process for Developing, Modifying, Withdrawing or Retiring a Reliability Standard

There are several steps to the development, modification, withdrawal or retirement of a Reliability Standard.[16]

The development of the *Reliability Standards Development Plan* is the appropriate forum for reaching agreement on whether there is a need for a Reliability Standard and the scope of a proposed Reliability Standard. A typical process for a project identified in the *Reliability Standards Development Plan* that involves a revision to an existing Reliability Standard is shown below. Note that most projects do not include a field test.

[16] The process described is also applicable to projects used to propose a new or modified definition or Variance or to propose retirement of a definition or Variance.

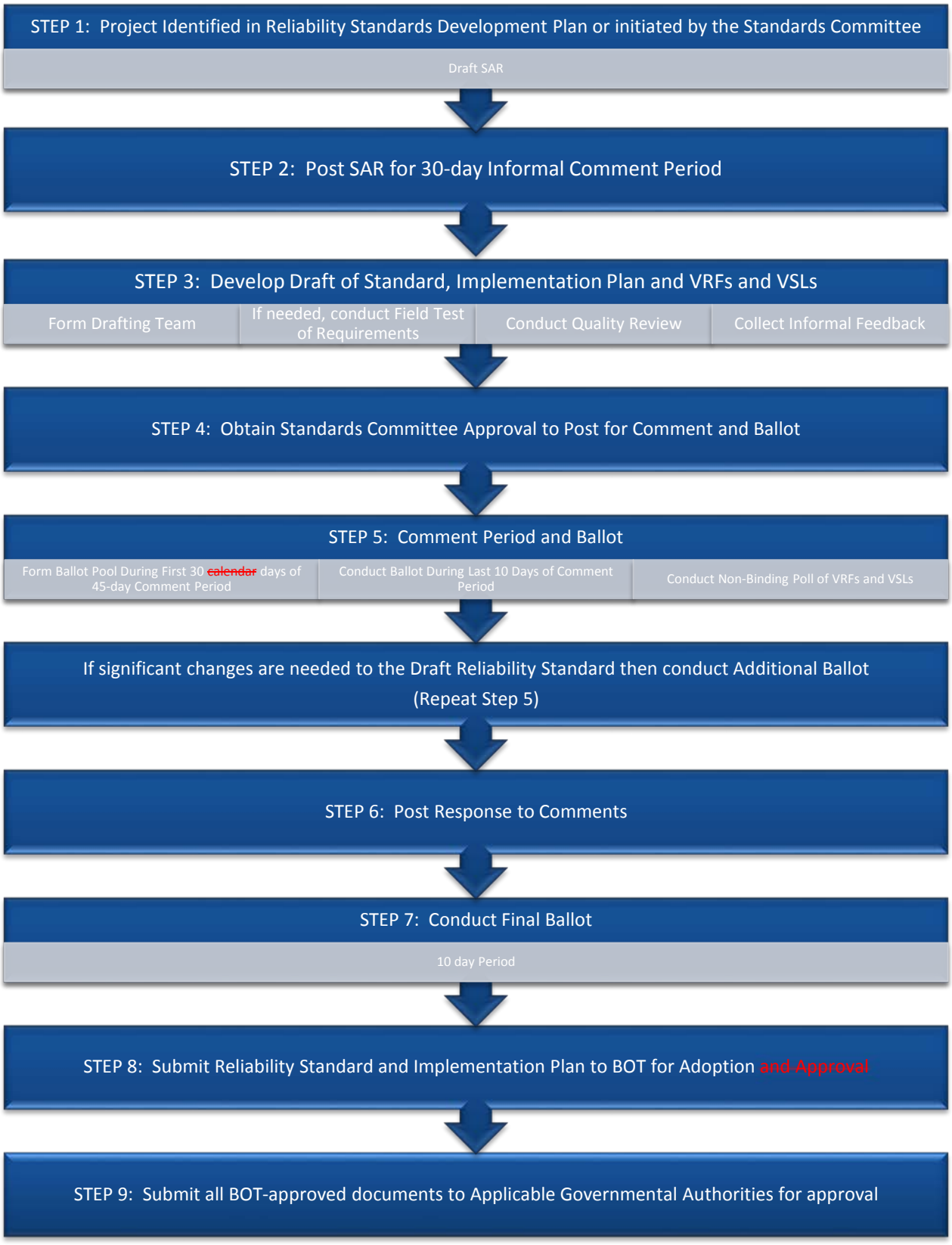


FIGURE 1: Process for Developing or Modifying a Reliability Standard

4.1: Posting and Collecting Information on SARs

Standard Authorization Request

A Standard Authorization Request ("SAR") is the form used to document the scope and reliability benefit of a proposed project for one or more new or modified Reliability Standards or definitions or the benefit of retiring one or more approved Reliability Standards. Any entity or individual, including NERC committees or subgroups and NERC Staff, may propose the development of a new or modified Reliability Standard, or may propose the retirement of a Reliability Standard (in whole or in part), by submitting a completed SAR[~~17~~] to the NERC Reliability Standards Staff.[18] The Standards Committee has the authority to approve the posting of all SARs for projects that propose (i) developing a new or modified Reliability Standard or definition or (ii) propose retirement of an existing Reliability Standard (or elements thereof).

The NERC Reliability Standards Staff sponsors an open solicitation period each year seeking ideas for new Reliability Standards projects (using *Reliability Standards Suggestions and Comments forms*). The open solicitation period is held in conjunction with the annual revision to the *Reliability Standards Development Plan*. While the Standards Committee prefers that ideas for new projects be submitted during this annual solicitation period through submittal of a *Reliability Standards Suggestions and Comments Form,*[19] a SAR proposing a specific project may be submitted to the NERC Reliability Standards Staff at any time.

Each SAR that proposes a "new" or substantially revised Reliability Standard or definition should be accompanied by a technical justification that includes, as a minimum, a discussion of the reliability-related benefits and costs of developing the new Reliability Standard or definition, and a technical foundation document (*e.g.*, research paper) to guide the development of the Reliability Standard or definition. The technical document should address the engineering, planning and operational basis for the proposed Reliability Standard or definition, as well as any alternative approaches considered during SAR development.

The NERC Reliability Standards Staff shall review each SAR and work with the submitter to verify that all required information has been provided. All properly completed SARs shall be submitted to the Standards Committee for action at the next regularly scheduled Standards Committee meeting.

When presented with a SAR, the Standards Committee shall determine if the SAR is sufficiently complete to guide Reliability Standard development and whether the SAR is consistent with this manual. The Standards Committee shall take one of the following actions:

- Accept the SAR.
- Remand the SAR back to the requestor or to NERC Reliability Standards Staff for additional work.
- Reject the SAR. The Standards Committee may reject a SAR for good cause. If the Standards Committee rejects a SAR, it shall provide a written explanation for rejection to the sponsor within ten days of the rejection decision.
- Delay action on the SAR pending one of the following: (i) development of a technical justification for the proposed project; or (ii) consultation with another NERC Committee to determine if there is another approach to addressing the issue raised in the SAR.

[~~17~~] ~~The SAR form can be downloaded from the Reliability Standards Resources web page.~~

[18] The SAR form ~~can be downloaded from~~is available on the Reliability Standards Resources web page.

[19] The *Reliability Standards Suggestions and Comments Form* can be downloaded from the Reliability Standards Resources web page.

If the Standards Committee is presented with a SAR that proposes developing a new Reliability Standard or definition but does not have a technical justification upon which the Reliability Standard or definition can be developed, the Standards Committee shall direct the NERC Reliability Standards Staff to post the SAR for a 30-day comment period solely to collect stakeholder feedback on the scope of technical foundation, if any, needed to support the proposed project. If a technical foundation is determined to be necessary, the Standards Committee shall solicit assistance from NERC's technical committees or other industry experts to provide that foundation before authorizing development of the associated Reliability Standard or definition.

During the SAR comment process, the drafting team may become aware of potential regional Variances related to the proposed Reliability Standard. To the extent possible, any regional Variances or exceptions should be made a part of the SAR so that if the SAR is authorized, such variations shall be made a part of the draft new or revised Reliability Standard.

If the Standards Committee accepts a SAR, the project shall be added to the list of approved projects. The Standards Committee shall assign a priority to the project, relative to all other projects under development, and those projects already identified in the *Reliability Standards Development Plan* that are already approved for development.

The Standards Committee shall work with the NERC Reliability Standards Staff to coordinate the posting of SARs for new projects, giving consideration to each project's priority.

4.2: SAR Posting

When the Standards Committee determines it is ready to initiate a new project, the Standards Committee shall direct NERC Staff to post the project's SAR in accordance with the following:

- For SARs that are limited to addressing regulatory directives, or revisions to Reliability Standards that have had some vetting in the industry, authorize posting the SAR for a 30-day informal comment period with no requirement to provide a formal response to the comments received.
- For SARs that address the development of new projects or Reliability Standards, authorize posting the SAR for a 30-day formal comment period.

If a SAR for a new Reliability Standard is posted for a formal comment period, the Standards Committee shall appoint a drafting team to work with the NERC Staff coordinator to give prompt consideration of the written views and objections of all participants. The Standards Committee may use a public nomination process to populate the Reliability Standard drafting team, or may use another method that results in a team that collectively has the necessary technical expertise and work process skills to meet the objectives of the project. In some situations, an *ad hoc* team may already be in place with the requisite expertise, competencies, and diversity of views that are necessary to refine the SAR and develop the Reliability Standard, and additional members may not be needed. The drafting team shall address all comments submitted during the public posting period. The drafting team may address the comments~~, which may be~~ in the form of a summary response addressing each of the issues raised in comments ~~received, during the public posting period~~. An effort to resolve all expressed objections shall be made, and each objector shall be advised of the disposition of the objection and the reasons therefore. If the drafting team concludes that there is not sufficient stakeholder support to continue to refine the SAR, the team may recommend that the Standards Committee direct curtailment of work on the SAR.

While there is no established limit on the number of times a SAR may be posted for comment, the Standards Committee retains the right to reverse its prior decision and reject a SAR if it believes continued revisions are not productive. The Standards Committee shall notify the sponsor in writing of the rejection within 10 ~~calendar~~ days.

If stakeholders indicate support for the project proposed with the SAR, the drafting team shall present its work to the Standards Committee with a request that the Standards Committee authorize development of the associated Reliability Standard.

The Standards Committee, once again considering the public comments received and their resolution, may then take one of the following actions:

- Authorize drafting the proposed Reliability Standard or revisions to a Reliability Standard.
- Reject the SAR with a written explanation to the sponsor and post that explanation.

4.3: Form Drafting Team

When the Standards Committee is ready to have a drafting team begin work on developing a new or revised Reliability Standard, the Standards Committee shall appoint a drafting team, if one was not already appointed to develop the SAR. If the Standards Committee appointed a drafting team to refine the SAR, the same drafting team shall work to develop the associated Reliability Standard.

If no drafting team is in place, then the Standards Committee may use a public nomination process to populate the Reliability Standard drafting team, or may use another method that results in a team that collectively has the necessary technical expertise, diversity of views, and work process skills to accomplish the objectives of the project on a timely basis. In some situations, an ad hoc team may already be in place with the requisite expertise, competencies, and diversity of views that are necessary to develop the Reliability Standard, and additional members may not be needed.

The NERC Reliability Standards Staff shall provide one or more members as needed to support the team with facilitation, project management, compliance, legal, regulatory and technical writing expertise and shall provide administrative support to the team, guiding the team through the steps in completing its project. In developing the Reliability Standard, the individuals provided by the NERC Reliability Standards Staff serve as advisors to the drafting team and do not have voting rights but share accountability along with the drafting team members assigned by the Standards Committee for timely delivery of a final draft Reliability Standard that meets the quality attributes identified in NERC's *Ten Benchmarks ~~for~~ of an Excellent Reliability Standard~~s~~*. The drafting team members assigned by the Standards Committee shall have final authority over the technical details of the Reliability Standard, while the technical writer shall provide assistance to the drafting team in assuring that the final draft of the Reliability Standard meets the quality attributes identified in NERC's *Ten Benchmarks of an ~~for~~ Excellent Reliability Standard~~s~~*.

Once it is appointed by the Standards Committee, the Reliability Standard drafting team is responsible for making recommendations to the Standards Committee regarding the remaining steps in the Reliability Standards process. Consistent with the need to provide for timely standards development, the Standards Committee may decide a project is so large that it should be subdivided and either assigned to more than one drafting team or assigned to a single drafting team with clear direction on completing the project in specified phases. The normally expected timeframes for standards development within the context of this manual are applicable to individual standards and not to projects containing multiple standards. Alternatively, a single drafting team may address the entire project with a commensurate increase in the expected duration of the development work. If a SAR is subdivided and assigned to more than one drafting team, each drafting team will have a clearly defined portion of the work such that there are no overlaps and no gaps in the work to be accomplished.

The Standards Committee may supplement the membership of a Reliability Standard drafting team or provide for additional advisors, as appropriate, to ensure the necessary competencies and diversity of views are maintained throughout the Reliability Standard development effort.

4.4: Develop Preliminary Draft of Reliability Standard, Implementation Plan, and VRFs and VSLs

4.4.1: Project Schedule

When a drafting team begins its work, either in refining a SAR or in developing or revising a proposed Reliability Standard, the drafting team shall develop a project schedule which shall be approved by the Standards Committee. The drafting team shall report progress to the Standards Committee, against the initial project schedule and any revised schedule as requested by the Standards Committee. Where project milestones cannot be completed on a timely basis, modifications to the project schedule must be presented to the Standards Committee for consideration along with proposed steps to minimize unplanned project delays.

4.4.2: Draft Reliability Standard

The team shall develop a Reliability Standard that is within the scope of the associated SAR that includes all required elements as described earlier in this manual ~~with a goal of~~ and that meet~~sing~~ the quality attributes identified in NERC's *Ten Benchmarks ~~for~~ of an Excellent Reliability Standard~~s~~*, with a goal of meeting ~~and~~ the criteria for governmental approval. ~~The team shall document its justification for the Requirements in its proposed Reliability Standard by explaining how each meets these criteria. The standard drafting team shall document its justification for selecting each reference by explaining how each Requirement fits the category chosen.~~

The drafting team may, at its discretion, develop one or more supporting technical documents to help explain or facilitate understanding of the draft Reliability Standard, implementation plan, VSL, or VRF. These supporting technical documents may include, among other things: (1) reference documents designed to provide the drafting team's technical rationale, analysis, or explanatory information to support the understanding of the draft Reliability Standard or related element; or (2) white papers designed to explain a technical position or concept underlying the draft Reliability Standard or related element. Such documents may be posted during an informal comment period (Section 4.5) or formal comment period (Section 4.7).

4.4.3: Implementation Plan

As a drafting team drafts its proposed revisions to a Reliability Standard, that team is also required to develop an implementation plan to identify any factors for consideration when approving the proposed effective date or dates for the associated Reliability Standard or Standards. As a minimum, the implementation plan shall include the following:

- The proposed effective date (the date entities shall be compliant) for the Requirements.
- Identification of any new or modified definitions that are proposed for approval with the associated Reliability Standard.
- Whether there are any prerequisite actions that need to be accomplished before entities are held responsible for compliance with one or more of the Requirements.
- Whether approval of the proposed Reliability Standard will necessitate any conforming changes to any already approved Reliability Standards – and identification of those Reliability Standards and Requirements.
- The Functional Entities that will be required to comply with one or more Requirements in the proposed Reliability Standard.

A single implementation plan may be used for more than one Reliability Standard. The implementation plan is posted with the associated Reliability Standard or Standards during the 45 ~~(calendar)~~ day formal comment period and is balloted with the associated Reliability Standard.

4.4.4: Violation Risk Factors and Violation Severity Levels

The drafting team shall work with NERC Staff in developing a set of VRFs and VSLs that meet the latest criteria established by NERC and Applicable Governmental Authorities. The drafting team shall document its justification for selecting each VRF and for setting each set of proposed VSLs by explaining how its proposed VRFs and VSLs meet these criteria. NERC Staff is responsible for ensuring that the VRFs and VSLs proposed for stakeholder review meet these criteria.

Before the drafting team has finalized its Reliability Standard, implementation plan, and VRFs and VSLs, the team should seek stakeholder feedback on its preliminary draft documents.

4.5: Informal Feedback[20]

Drafting teams may use a variety of methods to collect informal stakeholder feedback on preliminary drafts of its documents, including the use of informal comment periods,[21] webinars, industry meetings, workshops, or other mechanisms. Information gathered from informal comment forms shall be publicly posted. While drafting teams are not required to provide a written response to each individual comment received, drafting teams are encouraged, where possible, to post a summary response that identifies how it used comments submitted by stakeholders. Drafting teams are encouraged, where possible, to reach out directly to individual stakeholders in order to facilitate resolution of identified stakeholder concerns. The intent is to gather stakeholder feedback on a "working document" before the document reaches the point where it is considered the "final draft."

4.6: Conduct Quality Review

The NERC Reliability Standards Staff shall coordinate a quality review of the Reliability Standard, implementation plan, and VRFs and VSLs in parallel with the development of the Reliability Standard and implementation plan, to assess whether the documents are within the scope of the associated SAR, whether the Reliability Standard is clear and enforceable as written, and whether the Reliability Standard meets the criteria specified in NERC's *Ten Benchmarks ~~for~~ of an Excellent Reliability Standard~~s~~* and criteria for governmental approval of Reliability Standards. The drafting team shall consider the results of the quality review, decide upon appropriate changes, and recommend to the Standards Committee whether the documents are ready for formal posting and balloting.

The Standards Committee shall authorize posting the proposed Reliability Standard, and implementation plan for a formal comment period and ballot and the VRFs and VSLs for a non-binding poll as soon as the work flow will accommodate.

If the Standards Committee finds that any of the documents do not meet the specified criteria, the Standards Committee shall remand the documents to the drafting team for additional work.

If the Reliability Standard is outside the scope of the associated SAR, the drafting team shall be directed to either revise the Reliability Standard so that it is within the approved scope, or submit a request to expand the scope of the approved SAR. If the Reliability Standard is not clear and enforceable as written, or if the Reliability Standard does not meet the specified criteria, the Reliability Standard shall be returned to the drafting team by the Standards Committee with specific identification of any Requirement that is deemed to be unclear or unenforceable as written.

[20] While this discussion focuses on collecting stakeholder feedback on proposed Reliability Standards and implementation plans, the same process is used to collect stakeholder feedback on proposed new or modified Interpretations, definitions and Variances.

[21] The term "informal comment period" refers to a comment period conducted outside of the ballot process and where there is no requirement for a drafting team to respond in writing to submitted comments.

4.7: Conduct Formal Comment Period and Ballot

Proposed new or modified Reliability Standards require a formal comment period where the new or modified Reliability Standard, implementation plan and associated VRFs and VSLs or the proposal to retire a Reliability Standard, implementation plan, and associated VRFs and VSLs are posted.

The formal comment period shall be at least 45-days long. Formation of the ballot pool and Ballot of the Reliability Standard take place during this formal 45-day comment period. The intent of the formal comment period(s) is to solicit very specific feedback on the final draft of the Reliability Standard, implementation plan and VRFs and VSLs.

Comments in written form may be submitted on a draft Reliability Standard by any interested stakeholder, including NERC Staff, FERC Staff, and other interested governmental authorities. If stakeholders disagree with some aspect of the proposed set of products, comments provided should explain the reasons for such disagreement and, where possible, suggest specific language that would make the product acceptable to the stakeholder.

4.8: Form Ballot Pool

The NERC Reliability Standards Staff shall establish a ballot pool during the first 30 ~~calendar~~ days of the 45-day formal comment period. The NERC Reliability Standards Staff shall post the proposed Reliability Standard, along with its implementation plan, VRFs and VSLs and shall send a notice to every entity in the Registered Ballot Body to provide notice that there is a new or revised Reliability Standard proposed for approval and to solicit participants for the associated ballot pool. All members of the Registered Ballot Body are eligible to join each ballot pool to vote on a new or revised Reliability Standard and its implementation plan and to participate in the non-binding poll of the associated VRFs and VSLs.

Any member of the Registered Ballot Body may join or withdraw from the ballot pool until the ballot window opens. No Registered Ballot Body member may join or withdraw from the ballot pool once the first ballot starts through the point in time where balloting for that Reliability Standard action has ended. The Director of Standards or its designee may authorize deviations from this rule for extraordinary circumstances such as the death, retirement, or disability of a ballot pool member that would prevent an entity that had a member in the ballot pool from eligibility to cast a vote during the ballot window. Any ~~approved~~ authorized deviation shall be documented and noted to the Standards Committee.

4.9: Conduct Ballot and Non-binding Poll of VRFs and VSLs[22]

The NERC Reliability Standards Staff shall announce the opening of the Ballot window and the non-binding poll of VRFs and VSLs. The Ballot window and non-binding poll of VRFs and VSLs shall take place during the last 10 ~~calendar~~ days of the 45-day formal comment period and for the Final Ballot shall be no less than 10 ~~calendar~~ days. If the last day of the ballot window falls on a Saturday or Sunday, the period does not end until the next business day.[23]

The ballot and non-binding poll shall be conducted electronically. The voting window shall be for a period of 10 ~~calendar~~ days but shall be extended, if needed, until a quorum is achieved. During a ballot window, NERC shall not sponsor or facilitate public discussion of the Reliability Standard action under ballot.

[22] While RSAWs are not part of the Reliability Standard, they are developed through collaboration of the SDT and NERC Compliance Staff. A non-binding poll, similar to what is done for VRFs and VSLs may be conducted for the RSAW developed through this process to gauge industry support for the companion RSAW to be provided for informational purposes to the NERC Board of Trustees.

[23] Closing dates may be extended as deemed appropriate by NERC Staff.

There is no requirement to conduct a new non-binding poll of the revised VRFs and VSLs if no changes were made to the associated standard, however if the requirements are modified and conforming changes are made to the associated VRFs and VSLs, another non-binding poll of the revised VRFs and VSLs shall be conducted.

4.10: Criteria for Ballot Pool Approval

Ballot pool approval of a Reliability Standard requires:

A quorum, which is established by at least 75% of the members of the ballot pool submitting a response; and

A two-thirds majority of the weighted Segment votes cast shall be affirmative. The number of votes cast is the sum of affirmative votes and negative votes with comments. This calculation of votes for the purpose of determining consensus excludes (i) abstentions, (ii) non-responses, and (iii) negative votes without comments.

The following process[24] is used to determine if there are sufficient affirmative votes.

- For each Segment with ten or more voters, the following process shall be used: The number of affirmative votes cast shall be divided by the sum of affirmative and negative votes with comments cast to determine the fractional affirmative vote for that Segment. Abstentions, non-responses, and negative votes without comments shall not be counted for the purposes of determining the fractional affirmative vote for a Segment.
- For each Segment with less than ten voters, the vote weight of that Segment shall be proportionally reduced. Each voter within that Segment voting affirmative or negative with comments shall receive a weight of 10% of the Segment vote.
- The sum of the fractional affirmative votes from all Segments divided by the number of Segments voting[25] shall be used to determine if a two-thirds majority has been achieved. (A Segment shall be considered as "voting" if any member of the Segment in the ballot pool casts either an affirmative vote or a negative vote with comments.)
- A Reliability Standard shall be approved if the sum of fractional affirmative votes from all Segments divided by the number of voting Segments is at least two thirds.

4.11: Voting Positions

Each member of the ballot pool may **only** vote one of the following positions on the Ballot and Additional Ballot(s):

- Affirmative;
- Affirmative, with comment;
- Negative with comments;
- Abstain.

Given that there is no formal comment period concurrent with the Final Ballot, each member of the ballot pool may **only** vote one of the following positions on the Final Ballot:

- Affirmative;

[24] Examples of weighted segment voting calculation are posted on the Reliability Standards Resources web page.

[25] When less than ten entities vote in a Segment, the total weight for that Segment shall be determined as one tenth per entity voting, up to ten.

- Negative;[26]
- Abstain.

4.12: Consideration of Comments and Additional Ballots

A drafting team must respond in writing to every stakeholder written comment submitted in response to a ballot prior to conducting a Final Ballot. These responses may be provided in summary form, but all comments and objections must be responded to by the drafting team. All comments received and all responses shall be publicly posted.

If a stakeholder or balloter proposes a significant revision to a Reliability Standard during the formal comment period or concurrent Ballot that will improve the quality, clarity, or enforceability of that Reliability Standard, then the drafting team may choose to make such revisions and post the revised Reliability Standard for another 45 ~~calendar~~ day public comment period and ballot. ~~However, a~~A drafting team is not required to respond in writing to comments to the previous ballot when it determines that significant changes are needed and an Additional Ballot will be conducted. Prior to posting the revised Reliability Standard for an additional comment period, the drafting team must communicate this decision to stakeholders. This communication is intended to inform stakeholders that the drafting team has identified that significant revisions to the Reliability Standard are necessary and should note that the drafting team is not required to respond in writing to comments from the previous ballot. The drafting team will respond to comments received in the last Additional Ballot prior to conducting a Final Ballot.

There are no limits to the number of public comment periods and ballots that can be conducted to result in a Reliability Standard or ~~i~~Interpretation that is clear and enforceable, and achieves a quorum and sufficient affirmative votes for approval. The Standards Committee has the authority to conclude this process for a particular Reliability Standards action if it becomes obvious that the drafting team cannot develop a Reliability Standard that is within the scope of the associated SAR, is sufficiently clear to be enforceable, and achieves the requisite weighted Segment approval percentage.

~~There is no formal comment period concurrent with the Final Ballot and no obligation for the drafting team to respond to any comments submitted during the Final Ballot.~~

~~4.13: Additional Ballots~~

~~A drafting team must respond in writing to every stakeholder written comment submitted in response to a ballot prior to conducting a Final Ballot. These responses may be provided in summary form, but all comments and objections must be responded to by the drafting team. All comments received and all responses shall be publicly posted.~~

~~However, a drafting team is not required to respond in writing to comments to the previous ballot when it determines that significant changes are needed and an Additional Ballot will be conducted.~~

4.~~14~~13: Conduct Final Ballot

When the drafting team has reached a point where it has made a good faith effort at resolving applicable objections and is not making any substantive changes from the previous ballot, the team shall conduct a "Final Ballot." A non-substantive revision is a revision that does not change the scope, applicability, or intent of any Requirement and includes but is not limited to things such as correcting the numbering of a Requirement, correcting the spelling of a

[26] The Final Ballot is used to confirm consensus achieved during the Formal Comment and Ballot stage. Ballot Pool members voting negative on the Final Ballot will be deemed to have expressed the reason for their negative ballot in their own comments or the comments of others during prior Formal Comment periods.

word, adding an obviously missing word, or rephrasing a Requirement for improved clarity. Where there is a question as to whether a proposed modification is "substantive," the Standards Committee shall make the final determination.

In the Final Ballot, members of the ballot pool shall again be presented the proposed Reliability Standard along with the reasons for negative votes from the previous ballot, the responses of the drafting team to those concerns, and any resolution of the differences.

All members of the ballot pool shall be permitted to reconsider and change their vote from the prior ballot. Members of the ballot pool who did not respond to the prior ballot shall be permitted to vote in the Final Ballot. In the Final Ballot, votes shall be counted by exception only — members on the Final Ballot may indicate a revision to their original vote; otherwise their vote shall remain the same as in their prior ballot.

There is no formal comment period concurrent with the Final Ballot and no obligation for the drafting team to respond to any comments submitted during the Final Ballot.

4.~~15~~14: Final Ballot Results

~~There are no limits to the number of public comment periods and ballots that can be conducted to result in a Reliability Standard or interpretation that is clear and enforceable, and achieves a quorum and sufficient affirmative votes for approval. The Standards Committee has the authority to conclude this process for a particular Reliability Standards action if it becomes obvious that the drafting team cannot develop a Reliability Standard that is within the scope of the associated SAR, is sufficiently clear to be enforceable, and achieves the requisite weighted Segment approval percentage.~~

The NERC Reliability Standards Staff shall post the final outcome of the ballot process. If the Reliability Standard is rejected, the Standards Committee may decide whether to end all further work on the proposed standard, return the project to informal development, or continue holding ballots to attempt to reach consensus on the proposed standard. If the Reliability Standard is approved, the Reliability Standard shall be posted and presented to the Board of Trustees by NERC management for adoption and subsequently filed with Applicable Governmental Authorities for approval.

4.~~16~~15: Board of Trustees Adoption of Reliability Standards, Implementation Plan and VRFs and VSLs

If a Reliability Standard and its associated implementation plan are approved by its ballot pool, the Board of Trustees shall consider adoption of that Reliability Standard and its associated implementation plan and shall direct the standard to be filed with Applicable Governmental Authorities for approval. In making its decision, the Board shall consider the results of the balloting and unresolved dissenting opinions. The Board shall adopt or reject a Reliability Standard and its implementation plan, but shall not modify a proposed Reliability Standard. If the Board chooses not to adopt a Reliability Standard, it shall provide its reasons for not doing so.

The ~~board~~ Board shall consider approval of the VRFs and VSLs associated with a ~~reliability~~ Reliability ~~standard~~Standard. In making its determination, the board shall consider the following:

- The Standards Committee shall present the results of the non-binding poll conducted and a summary of industry comments received on the final posting of the proposed VRFs and VSLs.
- NERC Staff shall present a set of recommended VRFs and VSLs that considers the views of the standard drafting team, stakeholder comments received on the draft VRFs and VSLs during the posting for comment process, the non-binding poll results, appropriate governmental agency rules and directives, and VRF and VSL assignments for other Reliability Standards to ensure consistency and relevance across the entire spectrum of Reliability Standards.

4.~~17~~16: Compliance

For a Reliability Standard to be enforceable, it shall be approved by its ballot pool, adopted by the NERC Board of Trustees, and approved by Applicable Governmental Authorities, unless otherwise approved by the NERC Board of Trustees pursuant to the NERC Rules of Procedure (*e.g.,* Section 321) and approved by Applicable Governmental Authorities. Once a Reliability Standard is approved or otherwise made mandatory by Applicable Governmental Authorities, all persons and organizations subject to jurisdiction of the ERO will be required to comply with the Reliability Standard in accordance with applicable statutes, regulations, and agreements.

4.~~18~~17: Withdrawal of a Reliability Standard, Interpretation, or Definition

The term "withdrawal" as used herein, refers to the discontinuation of a Reliability Standard, Interpretation, Variance or definition that has been approved by the Board of Trustees and (1) has not been filed with Applicable Governmental Authorities, or (2) has been filed with, but not yet approved by, Applicable Governmental Authorities. The Standards Committee may withdraw a Reliability Standard, Interpretation or definition for good cause upon approval by the Board of Trustees. Upon approval by the Board of Trustees, NERC Staff will petition the Applicable Governmental Authorities, as needed, to allow for withdrawal. The Board of Trustees also has an independent right of withdrawal that is unaffected by the terms and conditions of this Section.

4.~~19~~18: Retirement of a Reliability Standard, Interpretation, or Definition

The term "retirement" refers to the discontinuation of a Reliability Standard, Interpretation or definition that has been approved by Applicable Governmental Authorities. A Reliability Standard, Variance or Definition may be retired when it is superseded by a revised version, and in such cases the retirement of the earlier version is to be noted in the implementation plan presented to the ballot pool for approval and the retirement shall be considered approved by the ballot pool upon ballot pool approval of the revised version.

Upon identification of a need to retire a Reliability Standard, Variance, Interpretation or definition, where the item will not be superseded by a new or revised version, a SAR containing the proposal to retire a Reliability Standard, Variance, Interpretation or definition will be posted for a comment period and ballot in the same manner as a Reliability Standard. The proposal shall include the rationale for the retirement and a statement regarding the impact of retirement on the reliability of the Bulk Power System. Upon approval by the Board of Trustees, NERC Staff will petition the Applicable Governmental Authorities to allow for retirement.

Section 5.0: Process for Developing a Defined Term

NERC maintains a glossary of approved terms, entitled the *Glossary of Terms Used in NERC Reliability Standards*[27] ("Glossary of Terms"). The Glossary of Terms includes terms that have been through the formal approval process and are used in one or more NERC Reliability Standards. Definitions shall not contain statements of performance Requirements. The Glossary of Terms is intended to provide consistency throughout the Reliability Standards.

There are several methods that can be used to add, modify or retire a defined term used in a continent-wide Reliability Standard.

- Anyone can use a Standard Authorization Request ("SAR") to submit a request to add, modify, or retire a defined term.
- Anyone can submit a Standards Comments and Suggestions Form recommending the addition, modification, or retirement of a defined term. (The suggestion would be added to a project and incorporated into a SAR.)
- A drafting team may propose to add, modify, or retire a defined term in conjunction with the work it is already performing.

5.1: Proposals to Develop a New or Revised Definition

The following considerations should be made when considering proposals for new or revised definitions:

- Some NERC Regional Entities have defined terms that have been approved for use in Regional Reliability Standards, and where the drafting team agrees with a term already defined by a Regional Entity, the same definition should be adopted if needed to support a NERC Reliability Standard.
- If a term is used in a Reliability Standard according to its common meaning (as found in a collegiate dictionary), the term shall not be proposed for addition to the Glossary of Terms.
- If a term has already been defined, any proposal to modify or delete that term shall consider all uses of the definition in approved Reliability Standards, with a goal of determining whether the proposed modification is acceptable, and whether the proposed modification would change the scope or intent of any approved Reliability Standards.
- When practical, where NAESB has a definition for a term, the drafting team shall use the same definition to support a NERC Reliability Standard.

Any definition that is balloted separately from a proposed new or modified Reliability Standard or from a proposal for retirement of a Reliability Standard shall be accompanied by an implementation plan.

If a SAR is submitted to the NERC Reliability Standards Staff with a proposal for a new or revised definition, the Standards Committee shall consider the urgency of developing the new or revised definition and may direct NERC Staff to post the SAR immediately, or may defer posting the SAR until a later time based on its priority relative to other projects already underway or already approved for future development. If the SAR identifies a term that is used in a Reliability Standard already under revision by a drafting team, the Standards Committee may direct the drafting team to add the term to the scope of the existing project. Each time the Standards Committee accepts a SAR for a project that was not identified in the *Reliability Standards Development Plan,* the project shall be added to the list of approved projects.

[27] The latest approved version of the Glossary of Terms is posted on the NERC website on the Standards web page.

5.2: Stakeholder Comments and Approvals

Any proposal for a new or revised definition shall be processed in the same manner as a Reliability Standard and quality review shall be conducted in parallel with this process. Once authorized by the Standards Committee, the proposed definition and its implementation plan shall be posted for at least one formal stakeholder comment period and shall be balloted in the same manner as a Reliability Standard. If a new or revised definition is proposed by a drafting team, that definition may be balloted separately from the associated Reliability Standard.

Each definition that is approved by its ballot pool shall be submitted to the NERC Board of Trustees for adoption and then filed with Applicable Governmental Authorities for approval in the same manner as a Reliability Standard.

Section 6.0: Process~~es~~ for Conducting Field Tests ~~and Collecting and Analyzing Data~~

While most drafting teams can develop ~~their~~ Reliability Standards without the need to conduct any field tests and without the need to collect and analyze data, some Reliability Standard development efforts may ~~require~~ benefit from field tests to analyze data and validate concepts in the development of Reliability Standards. Drafting teams are not required to collect and analyze data or to conduct a field test to validate a Reliability Standard.

~~There are two types of field tests – tests of concepts and tests of requirements.~~ A field test is initiated by either a SAR or Reliability Standard drafting team. The drafting team is responsible for developing the field test plan, including the implementation schedule, and identifying compliance-related issues, such as the potential need for compliance waivers. Participation in a field test is voluntary.

6.1: Field Tests and Data Analysis ~~for Validation of Concepts~~(collectively "field test")

- Field tests ~~or collection and analysis of data~~ to validate concepts ~~that support~~supporting the development of ~~Requirements~~ Reliability Standards should be conducted before finalizing the SAR for a project ~~is finalized~~. ~~If an entity wants to test a technical concept in support of a proposal for a new or revised Reliability Standard, the entity should either work with one of NERC's technical committees in collecting and analyzing the data or in conducting the field test, or the entity should submit a SAR with a request to collect and analyze data or conduct a field test to validate the concept prior to developing a new or revised Reliability Standard. The request to collect and analyze data or conduct a field test should include, at a minimum, either the data collection and analysis or field test plan, the implementation schedule, and an expectation for periodic updates of the analysis of the results. If the SAR sponsor has not collected and analyzed the data or conducted the field test, the Standards Committee may solicit support from NERC's technical committees or others in the industry. The results of the data collection and analysis or field test shall then be used to determine whether to add the SAR to the list of projects in the Reliability Standard Development Plan.~~
- To conduct a field test of a technical concept in a proposed new or revised Reliability Standard, the SAR or standard drafting team shall work with NERC Staff to identify one of NERC's technical committees to oversee the field test as well as other technical committees with relevant technical expertise.
- The drafting team shall perform the field test, in coordination with NERC Staff and under the supervision of the assigned technical committee, in accordance with an approved field test plan. The drafting team may be assisted by other individuals based on the required expertise needed to support the field test.
- The lead NERC technical committee shall identify potential field test participants.

6.1.1: Field Test Approval

The request to conduct a field test shall include, at a minimum:

- the field test plan;
- the implementation schedule; and
- a schedule for providing periodic updates regarding field test results and analysis to the lead NERC technical committee.

Prior to the drafting team conducting a field test, the drafting team shall: (i) first receive approval from the lead NERC technical committee; and (ii) then receive approval from the Standards Committee.

The lead NERC technical committee shall base its approval on the technical adequacy of the field test request. Following approval, the lead NERC technical committee shall provide a recommendation to the Standards Committee for the disposition of the field test request.

The Standards Committee's decision to approve the field test request shall be based on: (i) an affirmative recommendation from the lead NERC technical committee regarding the field test plan; and (ii) the Standard Committee's approval of the implementation schedule and the periodic update schedule. If the Standards Committee rejects the field test request, the Standards Committee shall provide an explanation of the decision to the lead NERC technical committee.

6.1.2: Compliance Waivers

~~If the conduct of a field test (concepts or Requirements) or data collection and analysis could~~Compliance waivers may be required for Registered Entities that would be rendered ~~Registered Entities~~ incapable of complying with the ~~current~~ Requirement(s) of a~~n~~ ~~approved~~currently-enforceable Reliability Standard ~~that is undergoing revision, the drafting team shall request a temporary waiver from compliance to those Requirements for entities~~ due to their participa~~ting~~tion in the field test. ~~Upon request, the Standards Committee shall seek approval for the waiver from t~~The NERC Compliance Monitoring and Enforcement Program Staff ~~prior to the approval of the field test or data collection and analysis.~~ shall determine whether to approve any such compliance waivers and shall be responsible for approving any modifications or terminations to approved waivers that may become necessary in the course of conducting the field test. Staff shall notify the affected Registered Entities of all compliance waiver determinations.

6.1.3: Field Test Suspension for Reliability Concerns

During the field test, if NERC or the lead NERC technical committee overseeing the field test determines that the field test is creating a reliability risk to the Bulk Power System, NERC or the lead NERC technical committee shall:

- stop the activity;
- inform the Standards Committee that the activity was stopped; and
- if NERC or the lead technical committee is of the opinion a modification to the field test is necessary, provide a technical justification to the drafting team.

The Standards Committee, with the assistance of NERC Staff, shall:

- document the cessation or modification of the field test; and
- notify NERC Compliance Monitoring and Enforcement Program Staff to coordinate any compliance-related issues such as continuing or terminating waivers, where applicable (see Section 6.1.2).

Prior to modifying the field test or restarting the field test after it has been stopped, the drafting team shall resubmit the field test request and receive approval as outlined in Section 6.1.1.

6.1.4: Continuing, Modifying, or Terminating a Field Test

If the drafting team determines that a field test does not provide sufficient information to formulate a conclusion within the time allotted in the plan, it shall provide to the lead NERC technical committee and the chair of the Standards Committee a recommendation to continue, modify, or terminate the field test. The lead NERC technical committee shall either approve or reject a request to continue, modify, or terminate the field test and thereafter provide notice to the Standards Committee chair of its decision. The Standards Committee shall notify NERC Compliance Monitoring and Enforcement Program Staff to coordinate any compliance-related issues such as continuing or terminating waivers (see Section 6.1.2).

If the duration of the field test is extended beyond the period of standard development, NERC Staff shall post the preliminary report and results on the NERC web site prior to the final ballot of the Reliability Standard.

~~6.2: Field Tests and Data Analysis for Validation of Requirements~~

~~If a drafting team wants to conduct a field test or collect and analyze data to validate its proposed Requirements in a Reliability Standard, the team shall first obtain approval from the Standards Committee.[28] Drafting teams are not required to collect and analyze data or to conduct a field test to validate a Reliability Standard.~~

~~The request should include at a minimum the data collection and analysis or field test plan, the implementation schedule, and an expectation for periodic updates of the results. When authorizing a drafting team to collect and analyze data or to conduct a field test of one or more Requirements, the Standards Committee may request inputs on technical matters related from NERC's technical committees or industry experts, and may request the assistance of the Compliance Monitoring and Enforcement Program. All data collection and analysis and all field tests shall be concluded and the results incorporated into the Reliability Standard Requirements as necessary before proceeding to the formal comment period and subsequent balloting.~~

6.~~3~~2: Communication and Coordination for All Types of Field Tests ~~and Data Analyses~~

Prior to initiating the field test, the Standards Committee chair and the lead NERC technical committee chair shall inform the Board of Trustees of the pending field test, the expected duration, and any requested compliance waivers.

During the field test, the drafting team shall provide periodic updates (no less than quarterly) on the progress of the field test to the Standards Committee and the NERC technical committees. Prior to the ballot of any standard involving a field test, the drafting team shall provide to the Standards Committee either: (i) a preliminary report of the field test results of the field test to date, if the field test will continue beyond standard development; or (ii) a final report of the field test results. The Standards Committee chair shall keep the Board of Trustees informed regarding field test status.

~~Once a plan for a field test or a plan for data collection and analysis is approved, the NERC Reliability Standards Staff shall, under the direction of the Standards Committee, coordinate the implementation of the field test or data collection and analysis and shall provide official notice to the participants in the field test or data collection of any applicable temporary waiver to compliance with specific noted Requirements. The drafting team conducting the field test shall provide periodic updates on the progress of the field tests or data collection and analysis to the Standards Committee. The Standards Committee has the right to curtail a field test or data collection and analysis that is not implemented in accordance with the approved plan.~~

The approved field test plan and any modifications thereto, along with ~~or data collection and analysis plan, its approval, its participants, and~~ all field test reports and results, shall be publicly posted ~~for stakeholder review~~ on the ~~Reliability Standards~~NERC web ~~page~~site. The participant list shall also be posted, unless posting this list would present confidentiality or other concerns.

~~If a drafting team conducts or participates in a field test or in data collection and analysis (of concepts or Requirements), it shall provide a final report that identifies the results and how those results will be used.~~

~~[28] The Process for Approving Data Collection and Analysis and Field Tests Associated with a Reliability Standard is posted on the Reliability Standards Resources web page.~~

Section 7.0: Process for Developing an Interpretation

A valid Interpretation request is one that requests additional clarity about one or more Requirements in approved NERC Reliability Standards, but does not request approval as to how to comply with one or more Requirements. A valid Interpretation response provides additional clarity about one or more Requirements, but does not expand on any Requirement and does not explain how to comply with any Requirement. Any entity that is directly and materially affected by the reliability of the North American Bulk Power Systems may request an Interpretation of any Requirement in any continent-wide Reliability Standard that has been adopted by the NERC Board of Trustees. Interpretations will only be provided for Board of Trustees-approved Reliability Standards *i.e.* (i) the current effective version of a Reliability Standard; or (ii) a version of a Reliability Standard with a future effective date.

7.1: Valid Interpretation Criteria

~~An~~ A valid Interpretation may only clarify or ~~interpret~~ explain the meaning of the language of the Requirement(s) of an approved Reliability Standard, including, if applicable, any referenced attachment ~~referenced in the Requirement being clarified~~. A valid Interpretation may not alter the scope or language of a Requirement or referenced attachment. No other elements of an approved Reliability Standard are subject to an Interpretation.

7.2: Process for Requesting an Interpretation

The entity requesting ~~the~~ an Interpretation shall submit a *Request for Interpretation* form[29] to ~~the~~ NERC ~~Reliability Standards~~ Staff explaining the clarification or explanation ~~required~~requested, the specific circumstances surrounding the request, and the impact of not having the Interpretation provided. ~~The~~ NERC ~~Reliability Standards and Legal~~ Staff~~s~~ shall review the request for ~~interpretation~~ Interpretation to determine whether it meets the ~~requirements~~ criteria for a valid ~~interpretation~~Interpretation. Based on this review, ~~the~~ NERC ~~Standards and Legal~~ Staff~~s~~ shall make a recommendation to the Standards Committee whether to accept the request for Interpretation and move forward in responding to the Interpretation request. NERC Staff shall periodically communicate to the Standards Committee the status of all Interpretation requests that are pending resolution.

7.2.1: Rejection of an Interpretation Request

~~For example,~~The Standards Committee may reject a request for ~~an~~ Interpretation ~~request may be rejected where it~~in the following circumstances:

- The ~~Requests~~ request seeks approval of a particular compliance approach.[30]~~;~~
- ~~Identifies a gap or perceived weakness in the approved Reliability Standard;~~
- The ~~Where an~~ issue can be addressed by incorporating the issue into an ~~active~~ existing standard ~~drafting team~~development project or a project contemplated in a published development plan.~~;~~
- The ~~Where it~~ request~~s~~ seeks clarification or explanation of any element of a Reliability Standard other than a Requirement or referenced attachment.~~;~~
- ~~Where a question~~The issue has already been addressed in the record.[31]~~;~~
- ~~Where the Interpretation~~The request identifies an issue and proposes the development of a new or modified Reliability Standard~~,~~ (such issues should be addressed via submission of a SAR)~~.;~~
- ~~Where an Interpretation~~The request seeks to ~~expand~~ alter the scope of a Reliability Standard~~;~~. ~~or~~

[29] The *Request for Interpretation* form is posted on the NERC Standards web page.

[30] Requests that seek approval of specific compliance approaches, or examples of compliance, are not candidates for Interpretations and should be pursued through the applicable NERC Compliance Monitoring and Enforcement Program processes.

[31] The "record" is generally understood to refer to the record of development, regulatory approval record, or other materials developed to support the development or approval of a Reliability Standard.

- ~~Where t~~The meaning of a Reliability Standard is ~~plain on its face~~clear and evident by inspection or the plain words that are written.

If the Standards Committee rejects the Interpretation request, it shall provide a written explanation for the ~~rejecting~~ rejection ~~the Interpretation~~ to the entity requesting the Interpretation within 10 business days of the decision to reject.

7.2.2: Acceptance of an Interpretation Request

If the Standards Committee accepts the Interpretation request, ~~the NERC Standards Staff~~it shall authorize NERC Staff to ~~(i) form a ballot pool and (ii)~~ assemble an Interpretation drafting team ~~with the relevant expertise to address the interpretation~~ for approval by the Standards Committee with the relevant expertise to address the request.

7.2.3: Development of an Interpretation

As soon as practical, the Interpretation drafting team shall develop a ~~"final~~ draft~~"~~ Interpretation, consistent with Section 7.1 ~~providing the requested clarity~~. Interpretations shall be developed in accordance with the following process:

- NERC Staff shall review the draft Interpretation to determine whether it meets the criteria for a valid Interpretation and shall provide to the Standards Committee a recommendation to authorize posting or remand to the Interpretation drafting team for further work.
- The Standards Committee, after reviewing the recommendation, shall determine whether to authorize posting of the draft Interpretation for comment and ballot.
- Interpretations ~~will~~ shall be balloted in the same manner as Reliability Standards (*see* Section 4.0).

If ~~stakeholder comments~~ the ballot results indicate that there is not a consensus for the Interpretation, and the Interpretation drafting team cannot revise the Interpretation without violating the basic ~~expectations~~ criteria for what constitutes a valid Interpretation (*see* Section 7.1), ~~outlined above,~~ the Interpretation drafting team shall notify the Standards Committee of its conclusion and may submit a SAR with the proposed modification to the Reliability Standard. The entity that requested the Interpretation shall be notified in writing and the disposition of the Interpretation shall be posted.

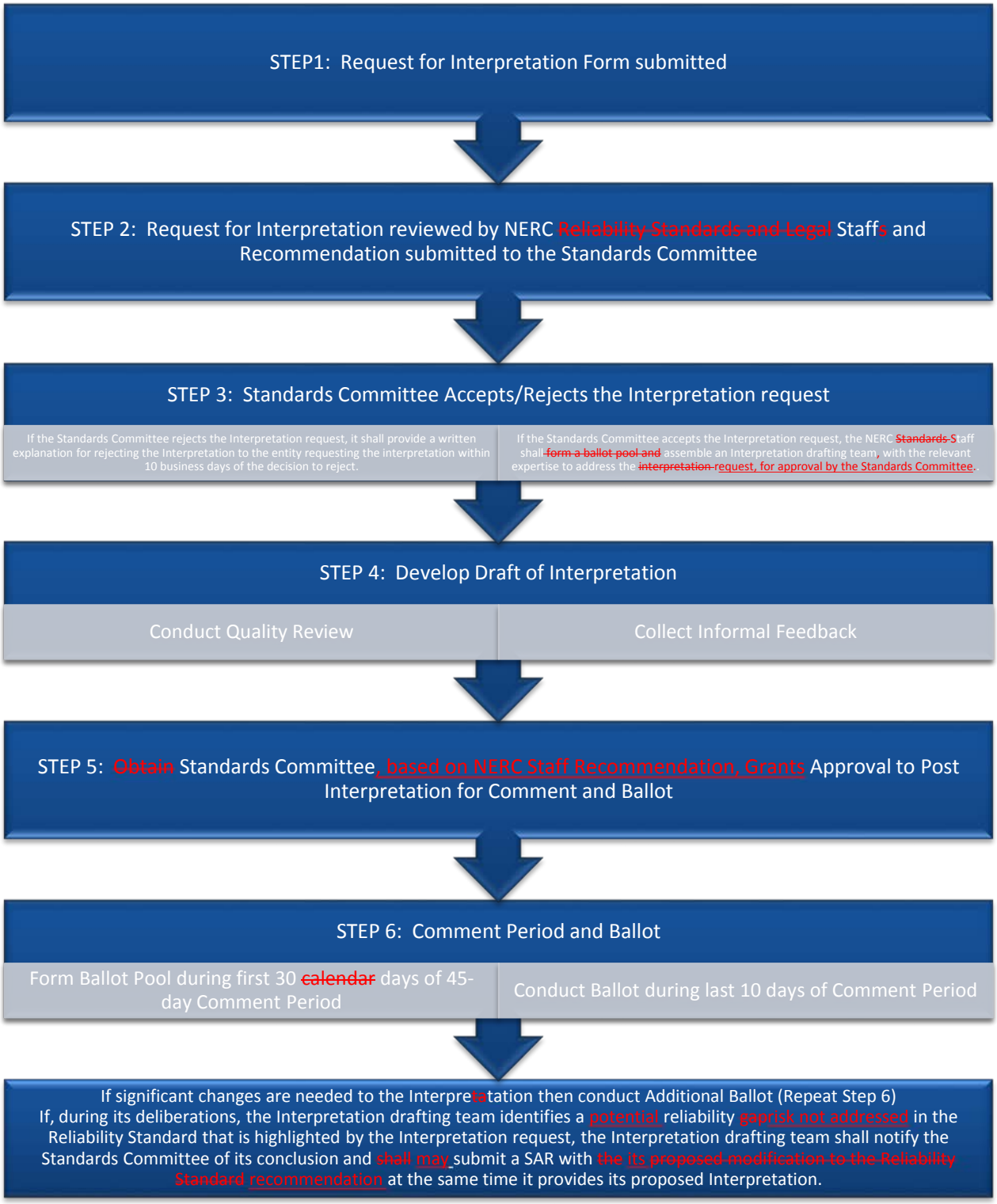
If, during its deliberations, the Interpretation drafting team identifies a potential reliability ~~gap~~ risk not addressed in the Reliability Standard that is highlighted by the Interpretation request, the Interpretation drafting team shall notify the Standards Committee of its conclusion and may submit a SAR with ~~the proposed modification to the Reliability Standard~~its recommendation at the same time it provides its proposed Interpretation.

If the ballot pool approves the Interpretation, ~~The~~ NERC ~~Reliability Standards and Legal~~ Staff~~s~~ shall review ~~the final Interpretation~~it to determine whether it ~~has met~~meets the ~~requirements~~ criteria for a valid Interpretation~~.~~ and ~~Based on this review, the NERC Standards and Legal Staffs~~ shall make a recommendation to the NERC Board of Trustees regarding adoption.

~~If approved by its ballot pool, the Interpretation shall be forwarded to the NERC Board of Trustees for adoption.[32]~~ If an Interpretation drafting team ~~proposes~~ recommends ~~a modification to~~modifying a Reliability Standard ~~as part of~~ based on its work in developing ~~an~~ the Interpretation, the Board of Trustees shall be notified of this ~~proposal~~ recommendation at the time the Interpretation is submitted for adoption. Following ~~by the~~ Board of Trustees adoption, ~~NERC Staff~~the Interpretation shall be filed with ~~the Interpretation for approval by~~ the Applicable Governmental Authorities, and the Interpretation shall become effective when approved by those Applicable

~~[32] NERC will maintain a record of all interpretations associated with each standard on the Reliability Standards page of the NERC website.~~

Governmental Authorities.[33] The Interpretation shall stand until ~~such time as the Interpretation~~it can be incorporated into a future revision of the Reliability Standard or ~~the Interpretation~~ is retired due to a future modification of the applicable Requirement.



[33] NERC will maintain a record of all ~~i~~Interpretations associated with each standard on the Reliability Standards page of the NERC website.

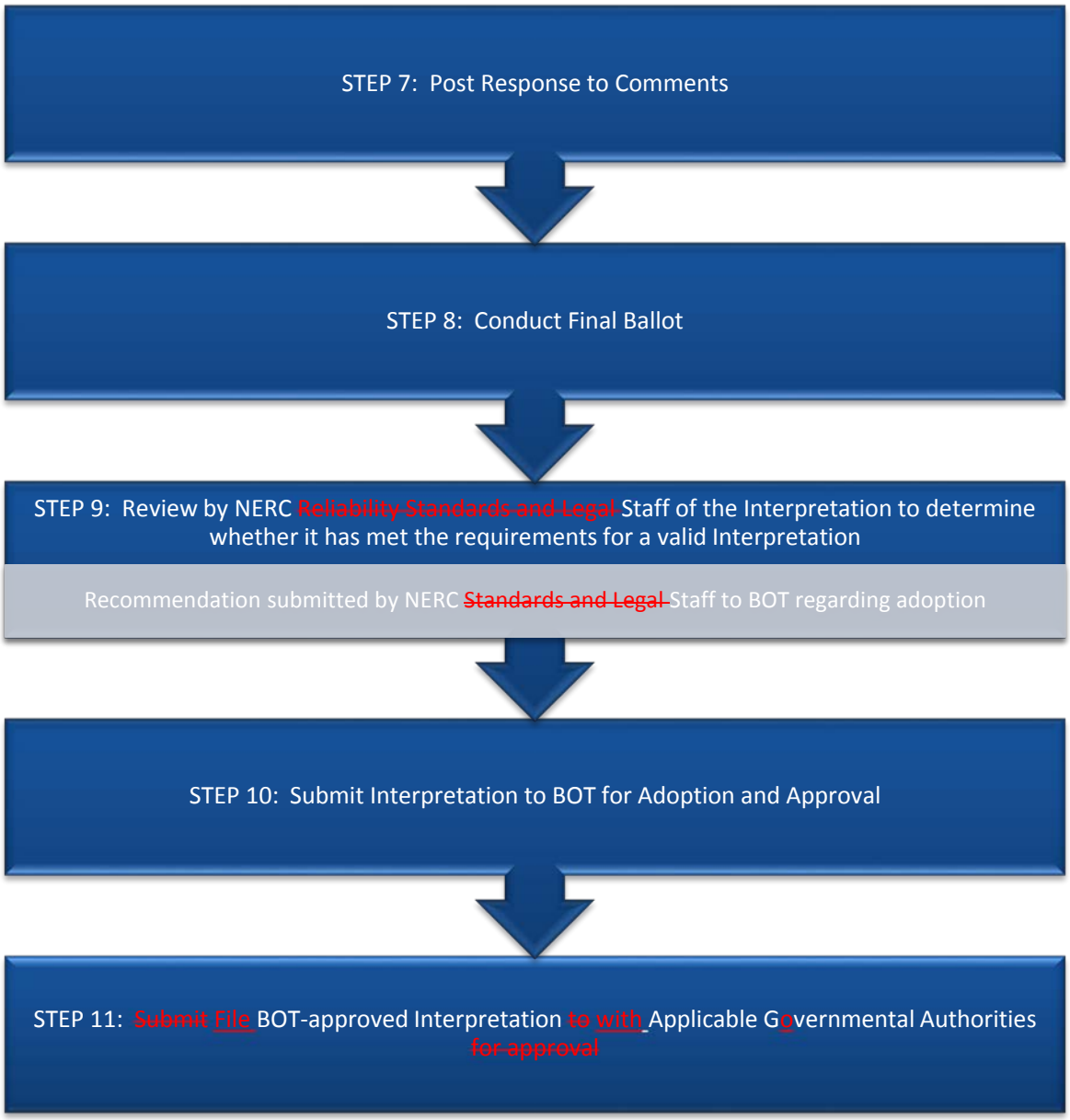


FIGURE 2: Process for Developing an Interpretation

Section 8.0: Process for Appealing an Action or Inaction

Any entity that has directly and materially affected interests and that has been or will be adversely affected by any procedural action or inaction related to the development, approval, revision, reaffirmation, retirement or withdrawal of a Reliability Standard, definition, Variance, associated implementation plan, or Interpretation shall have the right to appeal. This appeals process applies only to the NERC Reliability Standards processes as defined in this manual, not to the technical content of the Reliability Standards action.

The burden of proof to show adverse effect shall be on the appellant. Appeals shall be made in writing within 30 days of the date of the action purported to cause the adverse effect, except appeals for inaction, which may be made at any time. The final decisions of any appeal shall be documented in writing and made public.

The appeals process provides two levels, with the goal of expeditiously resolving the issue to the satisfaction of the participants.

8.1: Level 1 Appeal

Level 1 is the required first step in the appeals process. The appellant shall submit (to the Director of Standards) a complaint in writing that describes the procedural action or inaction associated with the Reliability Standards process. The appellant shall describe in the complaint the actual or potential adverse impact to the appellant. Assisted by NERC Staff and industry resources as needed, the Director of Standards or its designee shall prepare a written response addressed to the appellant as soon as practical but not more than 45 days after receipt of the complaint. If the appellant accepts the response as a satisfactory resolution of the issue, both the complaint and response shall be made a part of the public record associated with the Reliability Standard.

At any time prior to receiving the written response to the Level 1 Appeal, an appellant may withdraw the Level 1 Appeal with written notice to the Director of Standards.

8.2: Level 2 Appeal

If after the Level 1 Appeal the appellant remains unsatisfied with the resolution, as indicated by the appellant in writing to the Director of Standards, the Director of Standards or its designee shall convene a Level 2 Appeals Panel. This panel shall consist of five members appointed by the Board of Trustees. In all cases, Level 2 Appeals Panel members shall have no direct affiliation with the participants in the appeal.

The NERC Reliability Standards Staff shall post the complaint and other relevant materials and provide at least 30 days' notice of the meeting of the Level 2 Appeals Panel. In addition to the appellant, any entity that is directly and materially affected by the procedural action or inaction referenced in the complaint shall be heard by the panel. The panel shall not consider any expansion of the scope of the appeal that was not presented in the Level 1 Appeal. The panel may, in its decision, find for the appellant and remand the issue to the Standards Committee with a statement of the issues and facts in regard to which fair and equitable action was not taken. The panel may find against the appellant with a specific statement of the facts that demonstrate fair and equitable treatment of the appellant and the appellant's objections. The panel may not, however, revise, approve, disapprove, or adopt a Reliability Standard, definition, Variance or Interpretation or implementation plan as these responsibilities remain with the ballot pool and Board of Trustees respectively. The actions of the Level 2 Appeals Panel shall be publicly posted.

At any time prior to the meeting of the Level 2 Appeals Panel, an appellant may withdraw the Level 2 Appeal and accept the results of the Level 1 Appeal by providing written notice to the Director of Standards.

In addition to the foregoing, a procedural objection that has not been resolved may be submitted to the Board of Trustees for consideration at the time the Board decides whether to adopt a particular Reliability Standard, definition, Variance or Interpretation. The objection shall be in writing, signed by an officer of the objecting entity, and contain a concise statement of the relief requested and a clear demonstration of the facts that justify that relief. The objection

shall be filed no later than 30 days after the announcement of the vote by the ballot pool on the Reliability Standard in question.

Section 9.0: Process for Developing a Variance

A Variance is an approved, alternative method of achieving the reliability intent of one or more Requirements in a Reliability Standard. No Regional Entity or Bulk Power System owner, operator, or user shall claim a Variance from a NERC Reliability Standard without approval of such a Variance through the relevant Reliability Standard approval procedure for the Variance. Each Variance from a NERC Reliability Standard that is approved by NERC and Applicable Governmental Authorities shall be made an enforceable part of the associated NERC Reliability Standard.

NERC's drafting teams shall aim to develop Reliability Standards with Requirements that apply on a continent-wide basis, minimizing the need for Variances while still achieving the Reliability Standard's reliability objectives. If one or more Requirements cannot be met or complied with as written because of a physical difference in the Bulk Power System or because of an operational difference (such as a conflict with a federally or provincially approved tariff), but the Requirement's reliability objective can be achieved in a different fashion, an entity or a group of entities may pursue a Variance from one or more Requirements in a continent-wide Reliability Standard. It is the responsibility of the entity that needs a Variance to identify that need and initiate the processing of that Variance through the submittal of a SAR[34] that includes a clear definition of the basis for the Variance.

There are two types of Variances – those that apply on an Interconnection-wide basis, and those that apply to one or more entities on less than an Interconnection-wide basis.

9.1: Interconnection-wide Variances

Any Variance from a NERC Reliability Standard Requirement that is proposed to apply to Registered Entities within a Regional Entity organized on an Interconnection-wide basis shall be considered an Interconnection-wide Variance and shall be developed through that Regional Entity's NERC-approved Regional Reliability Standards development procedure.

Where a Regional Entity is not organized on an Interconnection-wide basis, but a Variance is proposed to apply to Registered Entities within an Interconnection wholly contained in that Regional Entity's footprint, the Variance may be developed through that Regional Entity's NERC-approved Regional Reliability Standards development procedure.

While an Interconnection-wide Variance may be developed through the associated Regional Reliability Standards development process, Regional Entities are encouraged to work collaboratively with existing continent-wide drafting teams to reduce potential conflicts between the two efforts.

An Interconnection-wide Variance from a NERC Reliability Standard that is determined by NERC to be just, reasonable, and not unduly discriminatory or preferential, and in the public interest, and consistent with other applicable standards of governmental authorities shall be made part of the associated NERC Reliability Standard. NERC shall rebuttably presume that an Interconnection-wide Variance from a NERC Reliability Standard that is developed, in accordance with a Regional Reliability Standards development procedure approved by NERC, by a Regional Entity organized on an Interconnection-wide basis, is just, reasonable, and not unduly discriminatory or preferential, and in the public interest.

9.2: Variances that Apply on Less than an Interconnection-wide Basis

Any Variance from a NERC Reliability Standard Requirement that is proposed to apply to one or more entities but less than an entire Interconnection (*e.g.*, a Variance that would apply to a regional transmission organization or particular market or to a subset of Bulk Power System owners, operators, or users), shall be considered a Variance. A Variance may be requested while a Reliability Standard is under development or a Variance may be requested at any time after a Reliability Standard is approved. Each request for a Variance shall be initiated through a SAR, and processed and

[34] A sample of a SAR that identifies the need for a Variance and a sample Variance are posted as resources on the Reliability Standards Resources web page.

approved in the same manner as a continent-wide Reliability Standard, using the Reliability Standards development process defined in this manual.

Section 10.0: Processes for Developing a Reliability Standard Related to a Confidential Issue

While it is NERC's intent to use its ANSI-accredited Reliability Standards development process for developing its Reliability Standards, NERC has an obligation as the ERO to ensure that there are Reliability Standards in place to preserve the reliability of the interconnected Bulk Power Systems throughout North America. When faced with a national security emergency situation, NERC may use one of the following special processes to develop a Reliability Standard that addresses an issue that is confidential. Reliability Standards developed using one of the following processes shall be called, "special Reliability Standards" and shall not be filed with ANSI for approval as American National Standards.

The NERC Board of Trustees may direct the development of a new or revised Reliability Standard to address a national security situation that involves confidential issues. These situations may involve imminent or long-term threats. In general, these Board directives will be driven by information from the President of the United States of America or the Prime Minister of Canada or a national security agency or national intelligence agency of either or both governments indicating (to the ERO) that there is a national security threat to the reliability of the Bulk Power System.[35]

There are two special processes for developing Reliability Standards responsive to confidential issues – one process where the confidential issue is "imminent," and one process where the confidential issue is "not imminent."

10.1: Process for Developing Reliability Standards Responsive to Imminent, Confidential Issues

If the NERC Board of Trustees directs the immediate development of a new or revised Reliability Standard to address a confidential national security emergency situation, the NERC Reliability Standards Staff shall develop a SAR, form a ballot pool (to vote on the Reliability Standard and its implementation plan) and assemble a slate of pre-defined subject matter experts as a proposed drafting team for approval by the Standards Committee's officers. All members of the Registered Ballot Body shall have the opportunity to join the ballot pool.

10.2: Drafting Team Selection

The Reliability Standard drafting team selection process shall be limited to just those candidates who have already been identified as having the appropriate security clearance, the requisite technical expertise, and either have signed or are willing to sign a strict confidentiality agreement.

10.3: Work of Drafting Team

The Reliability Standard drafting team shall perform all its work under strict security and confidentiality rules. The Reliability Standard drafting team shall develop the new or revised Reliability Standard and its implementation plan.

The Reliability Standard drafting team shall review its work, to the extent practical, as it is being developed with officials from the appropriate governmental agencies in the U.S. and Canada, under strict security and confidentiality rules.

10.4: Formal Stakeholder Comment & Ballot Window

The draft Reliability Standard and its implementation plan shall be distributed for a formal comment period, under strict confidentiality rules, only to those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from

[35] The NERC Board may direct the immediate development and issuance of a Level 3 (Essential Action) alert and then may also direct the immediate development of a new or revised Reliability Standard.

their organizations that have signed confidentiality agreements with NERC.[36] At the same time, the Reliability Standard shall be distributed to the members of the ballot pool for review and ballot. The NERC Reliability Standards Staff shall not post or provide the ballot pool with any confidential background information.

The drafting team, working with the NERC Reliability Standards Staff, shall consider and respond to all comments, make any necessary conforming changes to the Reliability Standard and its implementation plan, and shall distribute the comments, responses and any revision to the same population as received the initial set of documents for formal comment and ballot.

10.5: Board of Trustee Actions

Each Reliability Standard and implementation plan developed through this process shall be submitted to the NERC Board of Trustees for adoption.

10.6: Governmental Approvals

All approved documents shall be filed for approval with Applicable Governmental Authorities.

10.7: Developing a Reliability Standard Responsive to an Imminent, Confidential Issue

The following flowchart illustrates the process for developing a Reliability Standard responsive to an imminent, confidential issue:

[36] In this phase of the process, only the proposed Reliability Standard shall be distributed to those entities expected to comply, not the rationale and justification for the Reliability Standard. Only the special drafting team members, who have the appropriate security credentials, shall have access to this rationale and justification.

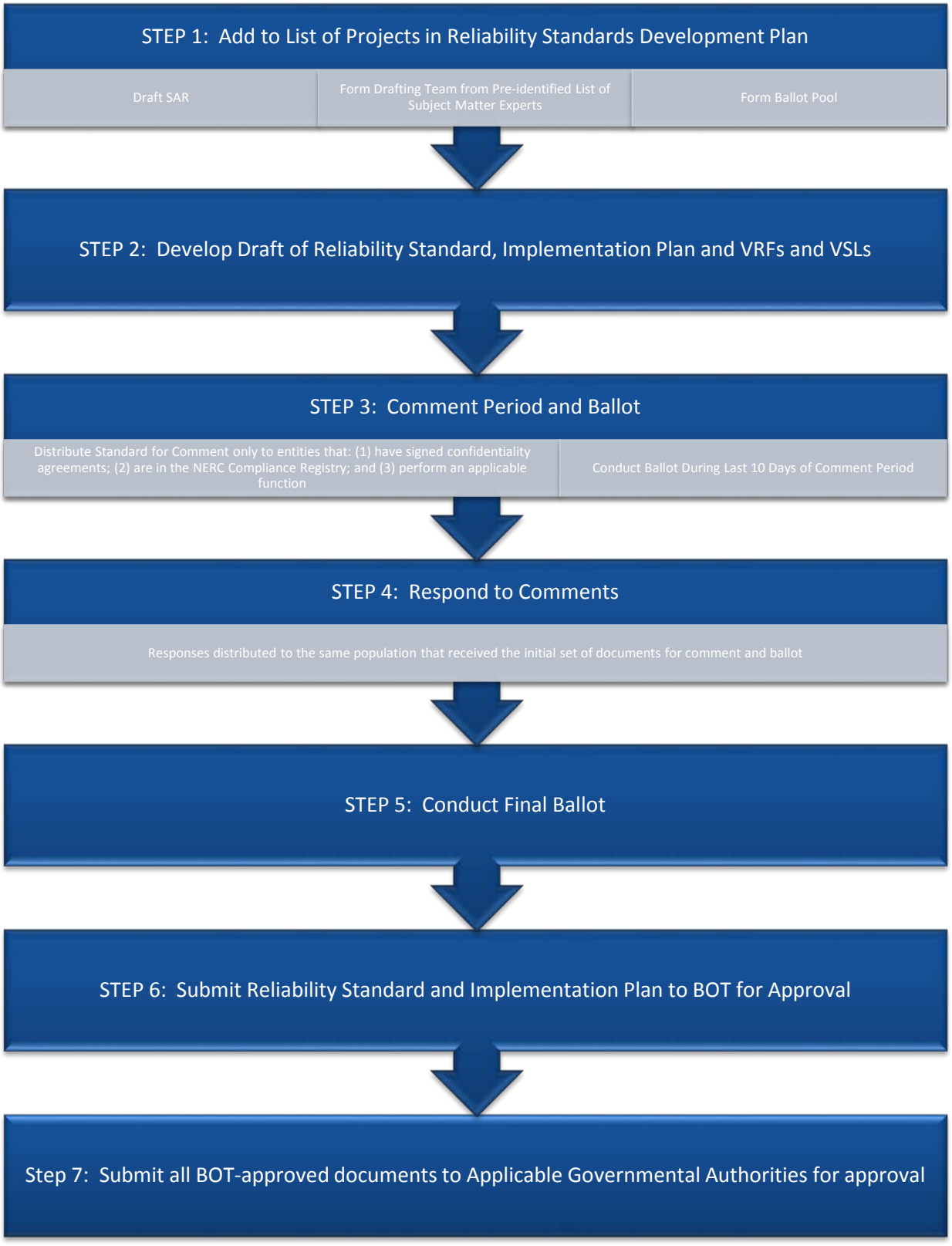


FIGURE 3: Process for Developing a Standard Responsive to an Imminent, Confidential Issue

10.8: Process for Developing Reliability Standards Responsive to Non-imminent, Confidential Issues

If the NERC Board of Trustees directs the immediate development of a new or revised Reliability Standard to address a confidential national security emergency situation, the NERC Reliability Standards Staff shall develop a SAR, form a ballot pool (to vote on the Reliability Standard and its implementation plan) and assemble a slate of pre-defined subject matter experts as a proposed drafting team for approval by the Standards Committee's officers. All members of the Registered Ballot Body shall have the opportunity to join the ballot pool.

10.9: Drafting Team Selection

The drafting team selection process shall be limited to just those candidates who have already been identified as having the appropriate security clearance, the requisite technical expertise, and either have signed or are willing to sign a strict confidentiality agreement.

10.10: Work of Drafting Team

The drafting team shall perform all its work under strict security and confidentiality rules. The Reliability Standard drafting team shall develop the new or revised Reliability Standard and its implementation plan.

The drafting team shall review its work, to the extent practical, as it is being developed with officials from the Applicable Governmental Authorities, under strict security and confidentiality rules.

10.11: Formal Stakeholder Comment & Ballot Window

The draft Reliability Standard and its implementation plan shall be distributed for a formal comment period, under strict confidentiality rules, only to those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from their organizations that have signed confidentiality agreements with NERC.[37] At the same time, the Reliability Standard shall be distributed to the members of the ballot pool for review and ballot. The NERC Reliability Standards Staff shall not post or provide the ballot pool with any confidential background information.

10.12: Revisions to Reliability Standard, Implementation Plan and VRFs and VSLs

The drafting team, working with the NERC Reliability Standards Staff, shall work to refine the Reliability Standard, implementation plan and VRFs and VSLs in the same manner as for a new Reliability Standard following the "normal" Reliability Standards development process described earlier in this manual with the exception that distribution of the comments, responses, and new drafts shall be limited to those entities that are in the ballot pool and those entities that are listed in the NERC Compliance Registry to perform one of the functions identified in the applicability section of the Reliability Standard and have identified individuals from their organizations that have signed confidentiality agreements with NERC.

10.13: Board of Trustee Action

Each Reliability Standard, implementation plan, and the associated VRFs and VSLs developed through this process shall be submitted to the NERC Board of Trustees for adoption.

10.14: Governmental Approvals

All BOT-approved documents shall be filed for approval with Applicable Governmental Authorities.

[37] In this phase of the process, only the proposed Reliability Standard shall be distributed to those entities expected to comply, not the rationale and justification for the Reliability Standard. Only the special drafting team members, who have the appropriate security credentials, shall have access to this rationale and justification.

Developing a Reliability Standard Responsive to a Non-imminent, Confidential Issue

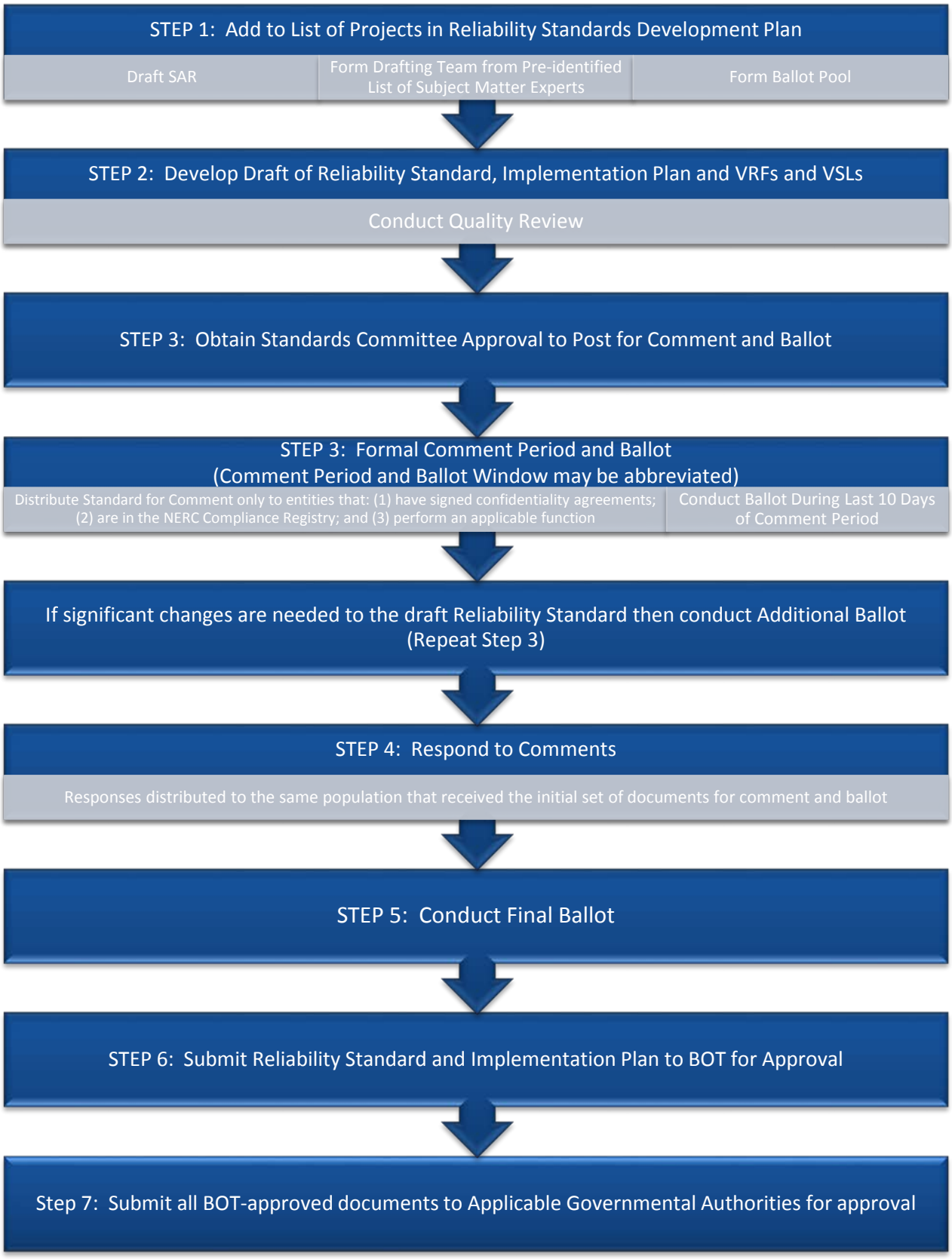


FIGURE 4: Developing a Standard Responsive to a Non-Imminent, Confidential Issue

Section 11.0: Process for ~~Approving~~ Posting Supporting Technical Documents Alongside an Approved Reliability Standard

The NERC Standards Committee oversees the development and approval of technical documents identified as supporting documents to Reliability Standards approved by the Applicable Governmental Authority. ~~The following types of documents are samples of the types of supporting documents that may be developed to enhance stakeholder understanding and implementation of a Reliability Standard. These~~Supporting technical documents may explain or facilitate ~~implementation~~ understanding of Reliability Standards but do not themselves contain mandatory Requirements subject to compliance review. Any mandatory Requirements ~~that are mandatory~~ shall be incorporated into the Reliability Standard in the Reliability Standard development process. Documents that contain specific compliance approaches or examples are not considered supporting technical documents under this Section.

~~While most supporting documents are developed by the standard drafting team working to develop the associated Reliability Standard, any entity may develop a supporting document associated with a Reliability Standard.~~ This Section provides the process by which any individual or entity may propose a supporting technical document to an approved Reliability Standard. The process outlined in this section is designed so each supporting document receives stakeholder review to verify the accuracy of the technical content prior to being posted as a supporting technical document to an approved Reliability Standard.

During the standard development process, standard drafting teams may develop and post supporting technical documents to the pertinent project page, in accordance with Section 4.0. Following approval of the Reliability Standard, those documents may be posted alongside ~~an approved Reliability Standard~~the standard without requiring separate Standards Committee authorization under this Section.

~~The Standards Committee shall authorize the posting of all supporting references[38] that are linked to an approved Reliability Standard. Prior to granting approval to post a supporting reference with a link to the associated Reliability Standard, the Standards Committee shall verify~~ The process outlined in this section is designed so each ~~that the~~supporting document has had~~receives~~ stakeholder review to verify the accuracy of the technical content prior to being posted as a supporting technical document to an approved Reliability Standard. ~~While the Standards Committee has the authority to approve the posting of each such reference, stakeholders, not the Standards Committee, verify the accuracy of the document's contents.~~

11.1: Types of Supporting Technical Documents

The types of supporting technical documents that may be approved for posting alongside an approved Reliability Standard under this Section are listed below.

Type of Document	Description
Reference	Descriptive, technical information, analysis or explanatory information to support the understanding ~~and interpretation~~ of an approved Reliability Standard. ~~A standard reference may support the implementation of a Reliability Standard or satisfy another purpose consistent with the reliability and market interface principles.~~

~~[38] The Standards Committee's Procedure for Approving the Posting of Reference Documents is posted on the Reliability Standards Resources web page.~~

~~Guideline~~	~~Recommended process that identifies a method of meeting a Requirement under specific conditions.~~
~~Supplement~~	~~Data forms, pro forma documents, and associated instructions that support the implementation of a Reliability Standard.~~
~~Training Material~~	~~Documents that support the implementation of a Reliability Standard.~~
~~Procedure~~	~~Step-wise instructions defining a particular process or operation. Procedures may support the implementation of a Reliability Standard or satisfy another purpose consistent with the reliability and market interface principles.~~
Lessons Learned	Documents designed to convey lessons learned related to an approved Reliability Standard. A Lessons Learned document cannot establish new Requirements or modify Requirements in any existing Reliability Standard.
White Paper	An informal paper stating a position or concept. A white paper may have been used to propose preliminary concepts for a Reliability Standard or ~~one of the documents above~~a Reference document.

~~Documents that contain specific compliance approaches or examples are not considered supporting technical documents under this Section.~~

11.2: Process for Proposing and Evaluating Supporting Technical Documents

Proposals for supporting technical documents to approved Reliability Standards shall be submitted to the NERC Reliability Standards Staff.

NERC Staff shall conduct a review of the proposed supporting technical document. In performing this review, NERC Staff may consult any technical resources it deems appropriate. The purpose of this review is to determine whether the proposed supporting technical document meets the following criteria:

1. the document is a type of supporting technical document subject to this Section, as described in Section 11.1;
2. the document is consistent with the purpose and intent of the associated Reliability Standard; and
3. the document has received adequate stakeholder review to assess its technical adequacy, such as through a NERC technical committee review process, public comment period(s) held during the development of the associated Reliability Standard, or other stakeholder review process.

If NERC Staff determines that the proposed supporting technical document meets all three criteria specified above, NERC Staff shall submit the proposed supporting technical document to the Standards Committee as specified in Section 11.3 below.

If NERC Staff determines that the proposed supporting technical document does not meet the first or second criterion specified above, NERC Staff shall notify the submitter, in writing, that the document will not be forwarded to the Standards Committee for consideration to be posted as a supporting technical document under this Section. This

notification shall include an explanation of the basis for the decision. NERC Staff shall also notify the Standards Committee of its determination at the next regularly-scheduled Standards Committee meeting.

If NERC Staff determines that the proposed supporting technical document meets the first and second criteria, but has not yet received adequate stakeholder review under the third criterion, NERC Staff shall make a recommendation to the Standards Committee to authorize posting the proposed supporting technical document for stakeholder review to verify the accuracy of the technical content. This initial comment period shall be for 45 days, unless the Standards Committee directs otherwise. Upon conclusion of the comment period, NERC Staff shall compile the comments and provide them to the submitter for consideration. If the submitter modifies the proposed supporting technical document based on stakeholder comments, NERC Staff may post the document for additional comment periods to provide for sufficient technical review.

11.3: Approving a Supporting Technical Document

After determining that the proposed supporting technical document meets the three criteria specified in Section 11.2, NERC Staff shall present the supporting technical document to the NERC Standards Committee with a recommendation regarding whether the Standards Committee should approve posting the supporting technical document with the approved Reliability Standard on the pertinent NERC website page(s).

Section 12.0: Process for Correcting Errata

From time to time, an error may be discovered in a Reliability Standard. Such errors may be corrected (i) following a Final Ballot prior to Board of Trustees adoption, (ii) following Board of Trustees adoption prior to filing with Applicable Governmental Authorities; and (iii) following filing with Applicable Governmental Authorities. If the Standards Committee agrees that the correction of the error does not change the scope or intent of the associated Reliability Standard, and agrees that the correction has no material impact on the end users of the Reliability Standard, then the correction shall be filed for approval with Applicable Governmental Authorities as appropriate. The NERC Board of Trustees has resolved to concurrently approve any errata approved by the Standards Committee.

Section 13.0: Process for Conducting Periodic Reviews of Reliability Standards

All Reliability Standards shall be reviewed at least once every ten years from the effective date of the Reliability Standard or the date of the latest Board of Trustees adoption to a revision of the Reliability Standard, whichever is later. If a Reliability Standard is approved by ANSI as an American National Standard, it shall be reviewed at least once every five years from the effective date of the Reliability Standard or the date of the latest Board of Trustees adoption to a revision of the Reliability Standard, whichever is later.

The *Reliability Standards Development Plan* shall include projects that address this five or ten-year review of Reliability Standards.

- If a Reliability Standard is nearing its five or ten-year review and has issues that need resolution, then the *Reliability Standards Development Plan* shall include a project for the complete review and associated revision of that Reliability Standard that includes addressing all outstanding governmental directives, all approved Interpretations, and all unresolved issues identified by stakeholders.
- If a Reliability Standard is nearing its five or ten-year review and there are no outstanding governmental directives, Interpretations, or unresolved stakeholder issues associated with that Reliability Standard, then the Reliability *Standards Development Plan* shall include a project solely for the ~~"five-year~~periodic review~~"~~ of that Reliability Standard.

For a project that is focused solely on the ~~five-year~~periodic review, the Standards Committee shall appoint a review team of subject matter experts to review the Reliability Standard and recommend whether the ~~American National Standard Institute-approved~~ Reliability Standard should be reaffirmed, revised, or withdrawn. Each review team shall post its recommendations for a 45~~-calendar~~ day formal stakeholder comment period and shall provide those stakeholder comments to the Standards Committee for consideration.

- If a review team recommends reaffirming a Reliability Standard, the Standards Committee shall submit the reaffirmation to the Board of Trustees for adoption and then to Applicable Governmental Authorities for approval. Reaffirmation does not require approval by stakeholder ballot.
- If a review team recommends modifying, or retiring a Reliability Standard, the team shall develop a SAR with such a proposal and the SAR shall be submitted to the Standards Committee for prioritization as a new project. Each existing Reliability Standard recommended for modification, or retirement shall remain in effect in accordance with the associated implementation plan until the action to modify or withdraw the Reliability Standard is approved by its ballot pool, adopted by the Board of Trustees, and approved by Applicable Governmental Authorities.

In the case of reaffirmation of a Reliability Standard, the Reliability Standard shall remain in effect until the next five or ten-year review or until the Reliability Standard is otherwise modified or withdrawn by a separate action.

Section 14.0: Public Access to Reliability Standards Information

14.1: Online Reliability Standards Information System

The NERC Reliability Standards Staff shall maintain an electronic copy of information regarding currently proposed and currently in effect Reliability Standards. This information shall include current Reliability Standards in effect, proposed revisions to Reliability Standards, and proposed new Reliability Standards. This information shall provide a record, for at a minimum the previous five years, of the review and approval process for each Reliability Standard, including public comments received during the development and approval process.

14.2: Archived Reliability Standards Information

The NERC Staff shall maintain a historical record of Reliability Standards information that is no longer maintained online. Archived information shall be retained indefinitely as practical, but in no case less than five years or one complete standard cycle from the date on which the Reliability Standard was no longer in effect. Archived records of Reliability Standards information shall be available electronically within 30 days following the receipt by the NERC Reliability Standards Staff of a written request.

Section 15.0: Process for Updating Standard Processes

15.1: Requests to Revise the Standard Processes Manual

Any person or entity may submit a request to modify one or more of the processes contained within this manual. The Standards Committee shall oversee the handling of each request. The Standards Committee shall prioritize all requests, merge related requests, and respond to each sponsor within 30 ~~calendar~~ days.

The Standards Committee shall post the proposed revisions for a 45~~ (calendar)~~ day formal comment period. Based on the degree of consensus for the revisions, the Standards Committee shall:

- Submit the revised process or processes for ballot pool approval;
- Repeat the posting for additional inputs after making changes based on comments received;
- Remand the proposal to the sponsor for further work; or
- Reject the proposal.

The Registered Ballot Body shall be represented by a ballot pool. The ballot procedure shall be the same as that defined for approval of a Reliability Standard, including the use of an Additional Ballot if needed. If the proposed revision is approved by the ballot pool, the Standards Committee shall submit the revised procedure to the Board for adoption. The Standards Committee shall submit to the Board a description of the basis for the changes, a summary of the comments received, and any minority views expressed in the comment and ballot process. The proposed revisions shall not be effective until approved by the NERC Board of Trustees and Applicable Governmental Authorities.

Section 16.0: Waiver

While it is NERC's intent to use its ANSI-accredited Reliability Standards development process for developing its Reliability Standards, NERC may need to develop a new or modified Reliability Standard, definition, Variance, Interpretation, or implementation plan under specific time constraints (such as to meet a time constrained regulatory directive) or to meet an urgent reliability issue such that there isn't sufficient time to follow all the steps in the normal Reliability Standards development process.

The Standards Committee may waive any of the provisions contained in this manual for good cause shown, but limited to the following circumstances:

- In response to a national emergency declared by the United States or Canadian government that involves the reliability of the Bulk Electric System or cyber attack on the Bulk Electric System;
- Where necessary to meet regulatory deadlines;
- Where necessary to meet deadlines imposed by the NERC Board of Trustees; or
- Where the Standards Committee determines that a modification to a proposed Reliability Standard or its Requirement(s), a modification to a defined term, a modification to an ~~interpretation~~Interpretation, or a modification to a ~~variance~~ Variance has already been vetted by the industry through the standards development process or is so insubstantial that developing the modification through the processes contained in this manual will add significant time delay.

In no circumstances shall this provision be used to modify the requirements for achieving quorum or the voting requirements for approval of a standard.

A waiver request may be submitted to the Standards Committee by any entity or individual, including NERC committees or subgroups and NERC Staff. Prior to consideration of any waiver request, the Standards Committee must provide five business days' notice to stakeholders.

Action on the waiver request will be included in the minutes of the Standards Committee. ~~Following the approval of the Standards Committee to waive any provision of the Standard Process Manual, the Standards Committee will report this decision to the Standards Oversight and Technology Committee.[39]~~ Actions taken pursuant to an approved waiver request will be posted on the Standard Project page and included in the next project announcement.

In addition, the Standards Committee shall report the exercise of this waiver provision to the Board of Trustees prior to adoption of the related Reliability Standard, Interpretation, definition or Variance.

Reliability Standards developed as a result of a waiver of any provision of the Standard Processes Manual shall not be filed with ANSI for approval as American National Standards.

~~[39] Any entity may appeal a waiver decision or any other procedural decision by the Standards Committee pursuant to Section 8.0 of the NERC Standard Processes Manual.~~