NERC
NORTH AMERICAN ELECTRIC RELIABILITY CORPORATION

Consideration of Comments

Phase 1 of Glossary Updates: Statutory Definitions
Project 2012-08.1

The Project 2012-08.1 Drafting Team thanks all commenters who submitted comments on the inclusion of the statutory definitions for Bulk-Power System, Reliability Standards, and Reliable Operation in the NERC Glossary of Terms. These standards were posted for a 30-day public comment period from February 21, 2013 through March 22, 2013. Stakeholders were asked to provide feedback on the standards and associated documents through a special electronic comment form. There were 29 sets of comments, including comments from approximately 72 different people from approximately 44 companies representing all of the 10 Industry Segments as shown in the table on the following pages.

All comments submitted may be reviewed in their original format on the standard's project page.

If you feel that your comment has been overlooked, please let us know immediately. Our goal is to give every comment serious consideration in this process! If you feel there has been an error or omission, you can contact the Vice President and Director of Standards, Mark Lauby, at 404-446-2560 or at mark.lauby@nerc.net. In addition, there is a NERC Reliability Standards Appeals Process.[1]

[1] The appeals process is in the Standard Processes Manual: http://www.nerc.com/files/Appendix_3A_StandardsProcessesManual_20120131.pdf

Index to Questions, Comments, and Responses

The Industry Segments are:

1 — Transmission Owners
2 — RTOs, ISOs
3 — Load-serving Entities
4 — Transmission-dependent Utilities
5 — Electric Generators
6 — Electricity Brokers, Aggregators, and Marketers
7 — Large Electricity End Users
8 — Small Electricity End Users
9 — Federal, State, Provincial Regulatory or other Government Entities
10 — Regional Reliability Organizations, Regional Entities

Group/Individual		Commenter	Organization	Registered Ballot Body Segment									
				1	2	3	4	5	6	7	8	9	10
1.	Group	Guy Zito	Northeast Power Coordinating Council										X

	Additional Member	Additional Organization	Region	Segment Selection
1.	Alan Adamson	New York State Reliability Council, LLC	NPCC	10
2.	Carmen Agavriloai	Independent Electricity System Operator	NPCC	2
3.	Greg Campoli	New York Independent System Operator	NPCC	2
4.	Sylvain Clermont	Hydro-Quebec TransEnergie	NPCC	1
5.	Brian Robinson	Utility Services	NPCC	8
6.	Gerry Dunbar	Northeast Power Coordinating Council	NPCC	10
7.	Donald Weaver	New Brunswick System Operator	NPCC	2
8.	Kathleen Goodman	ISO - New England	NPCC	2
9.	Wayne Sipperly	New York Power Authority	NPCC	5
10.	David Kiguel	Hydro One Networks Inc.	NPCC	1

Group/Individual	Commenter	Organization	Registered Ballot Body Segment									
			1	2	3	4	5	6	7	8	9	10

11.	Christina Koncz	PSEG Power LLC	NPCC	5
12.	Randy MacDonald	New Brunswick Power Transmission	NPCC	9
13.	Bruce Metruck	New York Power Authority	NPCC	6
14.	Silvia Parada Mitchell	NextEra Energy, LLC	NPCC	5
15.	Lee Pedowicz	Northeast Power Coordinating Council	NPCC	10
16.	Robert Pellegrini	Th United Illuminating Company	NPCC	1
17.	Si-Truc Phan	Hydro-Quebec TransEnergie	NPCC	1
18.	David Ramkalawan	Ontario Power Generation, Inc.	NPCC	5

2.	Group	Mike Lowman	Duke Energy	X		X		X	X				

	Additional Member	Additional Organization	Region	Segment Selection
1.	Doug Hills			1
2.	Lee Schuster			3
3.	Dale Goodwine			5
4.	Greg Cecil			6

3.	Group	Morgan Senkal	Bonneville Power Administration	X		X		X	X				

	Additional Member	Additional Organization	Region	Segment Selection
1.	Erika Doot	BPA, Generation Support	WECC	3, 5, 6
2.	James Burns	BPA, Technical Operations	WECC	1
3.	Timothy Loepker	BPA, Dittmer Dispatch	WECC	1
4.	John Anasis	BPA, Technical Operations	WECC	1
5.	Fran Halpin	BPA, Duty Scheduling	WECC	5

4.	Group	Dennis Chastain	Tennessee Valley Authority	X		X		X	X				

	Additional Member	Additional Organization	Region	Segment Selection
1.	DeWayne Scott		SERC	1
2.	Ian Grant		SERC	3
3.	David Thompson		SERC	5
4.	Marjorie Parsons		SERC	6

5.	Group	Ben Engelby	ACES Standards Collaborators						X				

	Additional Member	Additional Organization	Region	Segment Selection
1.	Bob Solomon	Hoosier Energy Rural Electric Cooperative, Inc.	RFC	1

Group/Individual		Commenter	Organization	Registered Ballot Body Segment									
				1	2	3	4	5	6	7	8	9	10
2.	William Hutchison	Southern Illinois Power Cooperative	SERC	1									
3.	Shari Heino	Brazos Electric Power Cooperative, Inc.	ERCOT	1, 5									
4.	John Shaver	Arizona Electric Power Cooperative/Southwest Transmission Cooperative, Inc.	WECC	1, 4, 5									
5.	Scott Brame	North Carolina Electric Membership Corporation	RFC	1, 3, 4, 5									
6.	Megan Wagner	Sunflower Electric Power Corporation	SPP	1									
6.	Group	Sasa Maljukan	Hydro One Networks Inc.	X									
	Additional Member	**Additional Organization**	**Region**	**Segment Selection**									
1.	David Kiguel	Hydro One Networks Inc.	NPCC	1									
7.	Group	Randi Heise	Dominion - NERC Compliance Policy	X		X		X	X				
	Additional Member	**Additional Organization**	**Region**	**Segment Selection**									
1.	Michael	Crowley	SERC	1, 3									
2.	MIke	Garton	MRO	5, 6									
3.	Connie	Lowe	RFC	5, 6									
4.	Louis	Slade	NPCC	5, 6									
5.	Randi	Heise	SERC	6									
8.	Individual	Janet Smith	Arizona Public Service Company	X		X		X	X				
9.	Individual	John Falsey	Invenergy LLC					X					
10.	Individual	Michelle R D'Antuono	Occidental Energy Ventures Corp.			X		X		X			
11.	Individual	Greg Froehling	Rayburn Country Electric Cooperative			X							
12.	Individual	Russ Schneider	Flathead Electric Cooperative, Inc.			X	X						
13.	Individual	Greg Froehling	Rayburn Country Electric Cooperative			X							
14.	Individual	Nazra Gladu	Manitoba Hydro	X		X		X	X				
15.	Individual	Wryan J. Feil	Northeast Utilities	X									
16.	Individual	Frederick R Plett	Massachusetts Attorney General								X		
17.	Individual	Mike Hendrix	Idaho Power Company	X									
18.	Individual	Michael Falvo	Independent Electricity System Operator		X								
19.	Individual	Thad Ness	American Electric Power	X		X		X	X				

Group/Individual		Commenter	Organization	Registered Ballot Body Segment									
				1	2	3	4	5	6	7	8	9	10
20.	Individual	Karen Webb	City of Tallahassee					X					
21.	Individual	Bill Fowler	City of Tallahassee			X							
22.	Individual	Tiffany Lake	Westar Energy	X		X		X	X				
23.	Individual	Scott Langston	City of Tallahassee	X									
24.	Individual	Bret Galbraith	Seminole Electric			X	X	X	X				
25.	Individual	Kathleen Goodman	ISO New England Inc		X								
26.	Individual	Spencer Tacke	Modesto Irrigation District			X	X		X				
27.	Individual	Roger Dufresne	Hydro-QuÃ©bec Production					X					
28.	Individual	daniel mason	HHWP					X					
29.	Individual	Scott McGough	Geogia System Operations Corporation			X							
30.	Individual	Jason Snodgrass	Georgia Transmission Corporation	X									
31.	Individual	Rich Salgo	NV Energy	X		X		X					
32.	Individual	Patrick Brown	Canadian Electricity Association										

If you support the comments submitted by another entity and would like to indicate you agree with their comments, please select "agree" below and enter the entity's name in the comment section (please provide the name of the organization, trade association, group, or committee, rather than the name of the individual submitter).

Summary Consideration:

Organization	Agree	Supporting Comments of "Entity Name"
Modesto Irrigation District	Agree	IRC SRC

1. **Do you have any comments regarding the inclusion of the statutory definitions for Bulk-Power System, Reliability Standard, and Reliable Operation in the NERC Glossary of Terms?**

Summary Consideration:

Organization	Yes or No	Question 1 Comment
Hydro One Networks Inc.	No	Hydro One suggests that any definition and standards applicability considerations should account for the fact that NERC is the recognized ERO in areas that are beyond the Commission's jurisdiction and include Canada and parts of Mexico. With that in mind Hydro One suggests that the definition of the "Reliability Standard" is amended to replace "approved by the Commission" with "approved by Applicable Governmental Authorities"The proposed definition of the "Reliability Standard" uses extensively the lower cased term "bulk-power system" to align it with the Section 215 of Energy Policy Act. The term "bulk-power system" should be used only when referring to the interconnected grid in general. Bulk Electric System ("BES") is to be used in the context of NERC Reliability Standards. BES is a FERC and other applicable governmental authorities approved term. Furthermore, in Order 693, FERC found that "BES" was acceptable and should be used in the context of the applicability of Reliability Standards or NERC's monitoring and enforcement of compliance with the Reliability Standards. BES is the portion of the bulk power system to which standards apply and should be used when that specific meaning is intended. It is our belief that the Reliability Standards should apply to the BES as a subset of bulk-power system as defined in Section 215 of the Energy Policy Act. Using the "bulk-power system" introduces confusion and should be removed. According to the above, Hydro One recommends the

Organization	Yes or No	Question 1 Comment
		following definition of Reliability Standard:"Reliability Standard" means a requirement, approved by the governmental authority in each applicable jurisdiction, to provide for the reliable operation of the Bulk Electric System. The term includes requirements for the operation of existing Bulk Electric System facilities, including cyber security protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the Bulk Electric System, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity.
Response: Thank you for your comments. In order to clarify the meaning of "Commission" and "section" in the definition for Reliability Standard, language is being added to reflect that in the United States the Federal Energy Regulatory Commission ("FERC" or the "Commission") approves standards under Section 215 of the Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards. Further, in Order No. 693, FERC issued the directive to modify the NERC Glossary to include the Bulk-Power System ("BPS") definition which is being addressed through this project. Most Reliability Standards apply to the Bulk Electric System ("BES"), and recently FERC issued Order No. 773 which provides guidance on facilities that are part of the BES.		
Hydro-QuÃ©bec Production	No	Comments: The title of the Reliability Standard document is "Reliability Standards for the Bulk Electric Systems of North America". We are surprise that the "Reliability Standard" definition doesn't refer to the "Bulk Electric Systems", but only to the bulk-power-system. We think that this is confusing and RS definition should be revised to precise how it applies to BES facilities.
Response: Thank you for your comments. The Commission's directive in Oder No. 693 was to adopt the "statutory definitions" for the definitions presented in this project. BES is a subset of the BPS, so the terms are not interchangeable. Also, FERC recently issued Order No. 773 which provides guidance on facilities that are part of the BES.		
Geogia System Operations Corporation	No	The FERC Directive rests on a misunderstanding of the NERC standards development process. Terms are added to the glossary as they are

Organization	Yes or No	Question 1 Comment
		introduced in the development or revision of a standard; they are not added speculatively in anticipation that they will be used later, or retroactively to modify the meaning of a standard. The FERC directive to add these definitions should be taken as a directive to revise the affected standards using the statutory definitions and at that point add them to the glossary. Using this approach will provide industry the opportunity to focus on how utilizing these definitions might change the meaning of the affected standards. Through the standards development process it might be concluded that the statutory definition can be applied with no adverse consequences, resulting in a trivial revision of the standard (i.e. the addition of the term to the glossary and the capitalizing of the term in the standards). However it is also possible that the SDT and industry will conclude that additional changes to the standard are required to reflect the intended meaning of affected requirements in light of the new definition. Using the standards development process such changes could be made. If this SAR is approved there will be no such flexibility. The new definitions will be added as written with no opportunity for modification to the definitions or to standards that use these terms in the lower case. This would result in confusion about whether these definitions apply to non-capitalized terms that pre-date the definition. It could also lead to unintended consequences of applying a new definition to an existing requirement without a thorough vetting of the impact of the changes. Regarding the most recent efforts and subsequent FERC-approved "BES" definition as it resides in the NERC Glossary of Terms Used in NERC Reliability Standards, there remains confusion on behalf of industry as to the necessity of including the term of "BPS" in the Glossary. Specifically, in Order 693, FERC found that "BES" was acceptable and should be used in the context of the applicability of Reliability Standards or NERC's monitoring and enforcement of compliance with the Reliability Standards. Undue confusion would ensue with the proposed inclusion of the statutory

Organization	Yes or No	Question 1 Comment
		definition of "BPS" into the Glossary and its intended use by industry and any regulatory body. GSOC also has concerns with the reference to lower case "bps" within the statutory term "Reliability Standard" if approved within the NERC Glossary. Specifically, FERC has praised the clarity of the revised definition of BES and also clarified that Reliability Standards refer to the bulk electric system. The NERC defined term within the NERC glossary should be consistent with FERC and the industry's common understanding that Reliability Standards refer to the bulk electric system. Using the statutory definition without modification, only adds more confusion because lower case term "bps" does not equal BES, and would now introduces 3 terms that people will begin to ponder (BPS, BES, or bps). Therefore, GSOC proposes the following definition for Reliability Standard: o "Reliability Standard" means a requirement, approved by the Commission, to provide for Reliable Operation of the Bulk Electric System. The term includes requirements for the operation of existing Bulk Electric System facilities, including cybersecurity protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the Bulk Electric System, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity.
Response: Thank you for your comments. The Commission's directive in Oder No. 693 was to adopt the "statutory definitions," and since the BES is a subset of the BPS, the terms are not interchangeable. FERC has also provided guidance on the BES definition in Order No. 773. Further, these definitions will apply to terms that are currently capitalized in any Reliability Standard. Where a Reliability Standard includes a non-capitalized term, capitalization will be considered during the next standards development project involving the requirement.		
Invenergy LLC	No	
Manitoba Hydro	No	

Organization	Yes or No	Question 1 Comment
Westar Energy	No	
Northeast Power Coordinating Council	Yes	Should Reliability Standards apply only to the Bulk Electric System, or the Bulk Power System? The two definitions are redundant. All Reliability Standards should be consistent in the use of one term. It has been suggested that this reference to the Bulk Electric System might move to a totally different definition rather than keeping it "statutory".The definition for Reliability Standard "...does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity." It should also be stated that the ERO does not have the authority to dictate safety standards. It has been suggested by listing everything NERC/FERC can't do implies that what isn't mentioned means they can do it.The definition of Reliability Standard includes the phrase "...approved by the Commission under this section..." A footnote should be added to clarify that this is referring to Section 215 in the EPAct 2005.The definitions in Project 2012-08.1 are exactly as they appear in Section 215, which appears to be what FERC directed in Order 693 at 1894. The problem is that Reliability Standard is defined differently in the Rules of Procedure (see the following paragraph) which is a concern. There should not be multiple definitions of a term.Appendix 2 to the NERC Rules of Procedure (Effective march 5, 2013) "Reliability Standard" means a requirement to provide for Reliable Operation of the Bulk Power System, including without limiting the foregoing, requirements for the operation of existing Bulk Power System Facilities, including cyber security protection, and including the design of planned additions or modifications to such Facilities to the extent necessary for Reliable Operation of the Bulk Power System, but the term does not include any requirement to enlarge Bulk Power System Facilities or to construct new transmission capacity or generation capacity. A Reliability Standard shall not be effective in the United States until approved by the Federal Energy Regulatory Commission and shall not be

Organization	Yes or No	Question 1 Comment
		effective in other jurisdictions until made or allowed to become effective by the Applicable Governmental Authority.Suggest to include the following wording after each statutory definition listed (or add as a footnote) in the NERC Glossary of Terms "Definition": (Statutory Definition from Section 215 of the Federal Power Act of 2005 per FERC order 693.)The title of the Reliability Standard document is "Reliability Standards for the Bulk ElectricSystems of North America". It is surprising that the "Reliability Standard" definition doesn't refer to the "Bulk Electric Systems", but only to the bulk power system. We think that this is confusing and the Reliability Standard definition should be revised to be precise as to how it applies to BES facilities. The definition of Reliablity Standard is problematic. It should be reviewed in the context of the ERO being an International ERO. The revised definition implies approval by FERC is the only condition of a reliablity standard and the mention of Canadian jurisdictional approvals was entirely removed. Regarding the opening sentence in the same definition, "Reliablity Standard means a requirement...."--a standard is not a requirement in and of itself, and the language presents issues. The NPCC participating members suggest that any definition and standards applicability considerations should account for the fact that NERC is the recognized ERO in areas that are beyond the Commission's jurisdiction and include Canada and parts of Mexico. With that in mind suggest that the definition of the "Reliability Standard" is amended to replace "approved by the Commission" with "approved by Applicable Governmental Authorities".The proposed definition of the "Reliability Standard" uses extensively the lower case term "bulk-power system" to align it with the Section 215 of Energy Policy Act. The term "bulk-power system" should be used only when referring to the interconnected grid in general. Bulk Electric System ("BES") is to be used in the context of NERC Reliability Standards. BES is a FERC and other applicable governmental authorities approved term. Furthermore, in Order 693, FERC found that "BES" was acceptable

Organization	Yes or No	Question 1 Comment
		and should be used in the context of the applicability of Reliability Standards or NERC's monitoring and enforcement of compliance with the Reliability Standards. BES is the portion of the bulk power system to which standards apply and should be used when that specific meaning is intended. It is our belief that the Reliability Standards should apply to the BES as a subset of bulk-power system as defined in Section 215 of the Energy Policy Act. Using the "bulk-power system" introduces confusion and should be removed.According to the above, NPCC participating members recommend the following definition of Reliability Standard:"Reliability Standard" means a requirement, approved by the governmental authority in each applicable jurisdiction, to provide for the reliable operation of the Bulk Electric System. The term includes requirements for the operation of existing Bulk Electric System facilities, including cyber security protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the Bulk Electric System, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity.The definitions listed in the NERC Rules of Procedure (Appendix A) for Bulk-Power System, Reliability Standard, and Reliable Operation should be updated. The definitions should be identical to the definitions found in Section 215 of the Federal Power Act.
Response: Thank you for your comments. In order to clarify the meaning of "Commission" and "section" in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards. Further, in Order No. 693, FERC issued the directive to modify the NERC Glossary to include the BPS definition which is being addressed through this project. Since BES is a subset of the BPS, the terms are not interchangeable. Therefore, both terms are necessary. Most Reliability standards will apply to the BES, and recently FERC issues Order No. 773 which provides guidance on facilities that are part of the BES. With regard to the Rules of Procedure ("ROP"), any future updates will be made through a separate project.		

Organization	Yes or No	Question 1 Comment
Duke Energy	Yes	In the definition of “Reliability Standard”, the phrase “this section” should be changed to “Section 215 of the Federal Power Act” for clarity.
Response: Thank you for your comments. In order to clarify the meaning of “Commission” and “section” in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards.		
Bonneville Power Administration	Yes	BPA agrees with the drafting team's decision to propose definitions for Bulk-Power System, Reliability Standard, and Reliable Operation for inclusion in the NERC Glossary that are identical to the definitions found in Section 215 of the Federal Power Act. BPA believes that this approach is consistent with the Commission's directive in paragraph 1894 of Order 693 to "to modify the glossary through the Reliability Standards development process to include the statutory definitions of the terms Bulk-Power System, Reliable Operation and Reliability Standard."
Response: Thank you for your comments and your support of efforts of this project.		
Tennessee Valley Authority	Yes	These terms should be denoted in the NERC Glossary of Terms to identify the statutory nature/source. The glossary is currently divided into two sections: Continent-wide Terms and Regional Terms. A third section could be added for “United States Statutory Terms”, with these three definitions added to that section. Alternatively, if they are added to the “Continent-wide Terms” section of the glossary, they should be followed with a bracketed notation identifying the source.
Response: Thank you for your comments. In order to clarify the meaning of “Commission” and “section” in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the Federal Power Act. For other jurisdictions, the applicable governmental authority approves or recognizes standards. This clarifies that the terms are continent-wide.		

Organization	Yes or No	Question 1 Comment
ACES Standards Collaborators	Yes	(1) We do not understand why this is project has multiple phases. We recommend including all applicable statutory definitions in this phase of the project. Considering that this project is only adding existing terms to the glossary, we recommend including everything in a single phase. Please provide additional information about what the future phases would include.(2) Based on your project page we agree the reliability standards would only be applicable to theBulk Electric System.(3) These statutory definitions should be added to the Rules of Procedure Definition of Terms, not the Reliability Standards Glossary of Terms. Adding the statutory definitions to NERC's Rules of Procedure Definition of Terms would satisfy the FERC directive, because recent development of the Bulk Electric System definition had not occurred at the time of the directive, and the changes to the BES definition have caused enough confusion as the only glossary term. We are concerned that the introduction of BPS to the reliability standards glossary of terms would only add uncertainty to complying with reliability standards.(4) Thank you for the opportunity to comment.
Response: Thank you for your comments. This project is divided into phases to address all of the Glossary directives in Order No. 693. Also, the BPS definition is being added to the NERC Glossary to address the FERC directive in Order No. 694 that calls for the modification of the NERC Glossary to add the statutory definition of BPS. Finally, future updates to the ROP will be made through a separate project.		
NERC Compliance Policy	Yes	Dominion supports defining these terms as they as defined in Section 215 of the Federal Power Act (and copied below) : The term 'bulk-power system' means-(A) facilities and control systems necessary for operating an interconnectedelectric energy transmission network(or any portion thereof); and(B) electric energy from generation facilities needed to maintain transmissionsystem reliability.The term does not include facilities used in the local distribution of electric energy.The term 'reliability standard' means a requirement, approved by the Commissionunder this

Organization	Yes or No	Question 1 Comment
		section, to provide for reliable operation of the bulk-power system. The termincludes requirements for the operation of existing bulk-power system facilities,including cybersecurity protection, and the design of planned additions or modificationsto such facilities to the extent necessary to provide for reliable operation of the bulkpowersystem, but the term does not include any requirement to enlarge such facilities orto construct new transmission capacity or generation capacity.The term 'reliable operation' means operating the elements of the bulk-powersystem within equipment and electric system thermal, voltage, and stability limits so thatinstability, uncontrolled separation, or cascading failures of such system will not occur asa result of a sudden disturbance, including a cybersecurity incident, or unanticipatedfailure of system elements.Additionally, the 'background information' suggests that approving this project will "ensure both the NERC Glossary of Terms used in Reliability Standards and the NERC ROP contain consistent (identical) definitions for these terms." It should be noted that the term 'reliability standard' is defined differently in Appendix 2 of the NERC Rules of Procedure (ROP) (effective March 5, 2013). Dominion believes the statutory language should be used consistently and therefore suggests revising the ROP.
Response: Thank you for your comments and your support of this project. Also any future updates to the ROP will be made through a separate project.		
Arizona Public Service Company	Yes	AZPS agrees with the definitions for Bulk Power System and Reliability Standard. However, AZPS does not agree with the the definition of Reliable Operation because this includes a Cyber Security Incident. The scope of the Cyber Security Incident can be unlimited and can take multiple facilities out in a single incident. A cyber incident is beyond a normal operation or state and has further reaching impacts than operating limits, cascading failures, etc. It will be almost impossible or at best difficult to classify any operating

Organization	Yes or No	Question 1 Comment
		condition as “Reliable Operation” under this scenario.
Response: Thank you for your comments and your support of this project. The definition for Reliable Operation matches the statutory language found in Section 215 of the Federal Power Act, and cybersecurity incident cannot be removed without making a substantive change to the definition. Further, these definitions will apply to terms that are currently capitalized in any Reliability Standard. Reliable Operation is not currently capitalized in any of the Board-approved standards. However, capitalization/adoption of the definition will be considered during the next standards development project involving the requirement.		
Occidental Energy Ventures Corp.	Yes	Occidental Energy Ventures, Corp. (“OEVC”) agrees that the exact FPA language should be incorporated into the NERC Glossary. We appreciate the project team’s intent to add language to replace the cumbersome legal terminology, but believe that the FPA content was carefully crafted by the U.S. Congress - and the clarifications subtly modify their intent. For the same reason, the statutory terms incorporated into NERC’s Rules of Procedure (ROP) must be updated as well. We understand that the ROP was not in-scope for this exercise, but NERC must commit to a correction to eliminate all confusion. There is precedence where parallel modifications to the ROP have been made to align with a NERC project, so it does not seem that there should be a major barrier to this action.Although far more difficult, it would be beneficial for the project team make a firm statement back to NERC Leadership that the maintenance of two sets of definitions is problematic at best. This introduces uncertainty into the regulatory equation as industry stakeholders have no idea which terms will be used to monitor their compliance with reliability regulations. In fact, there is nothing that stops NERC and/or FERC to pick and choose when a definition applies - as captured in this paragraph in FERC Order 693:76. However, we disagree with NERC, APPA and NRECA that there is no intentional distinction between Bulk-Power System and bulk electric system. NRECA states that “[W]here Congress borrows terms of art in which are accumulated the legal tradition and meaning of centuries of practice, it

Organization	Yes or No	Question 1 Comment
		presumably knows and adopts the cluster of ideas that were attached to each borrowed word in the body of learning from which it was taken." In this instance, however, Congress did not borrow the term of art - bulk electric system - but instead chose to create a new term, Bulk-Power System, with a definition that is distinct from the term of art used by industry. In particular, the statutory term does not establish a voltage threshold limit of applicability or configuration as does the NERC definition of bulk electric system. Instead, section 215 of the FPA broadly defines the Bulk-Power System as "facilities and control systems necessary for operating an interconnected electric energy transmission network (or any portion thereof) [and] electric energy from generating facilities needed to maintain transmission system reliability." Therefore, the Commission confirms its statements in the NOPR that the Bulk-Power System reaches farther than those facilities that are included in NERC's definition of the bulk electric system.In our view, this interpretation of the FPA essentially leaves no limits to FERC's oversight provide a link to Bulk-Power System reliability is made. In fact, the Commission essentially stated this was the case in their recent approval of the definition of the BES. Although this flexibility may make sense to the regulatory bodies so they may adapt their scope as new reliability threats are discovered, it greatly increases the industry's uncertainty. After all if a violation can be found to "BPS Reliability" that is nowhere to be found in a NERC Reliability Standard, then we have no idea where to prioritize our scarce resources. This only adds risk to the reliability of the wide-area power system - no matter what it is called.
Response: Thank you for your comments and your support of this project. Any future updates to the ROP will be addressed through a separate project.		
Rayburn Country Electric Cooperative	Yes	I belive in addition to Bulk Power System a clear definition of "Local Distribution" is necessary to complete the big picture.We have Bulk Power

Organization	Yes or No	Question 1 Comment
		System, Bulk Electric System both of which mention “Local Distribution”. But Local Distribution is not yet officially defined. If it is not defined now, it will need to be defined eventually.
Response: Thank you for your comments. Any future amendments to the Glossary would be considered in a future project.		
Flathead Electric Cooperative, Inc.	Yes	The inclusion of Bulk-Power System appears to be without any explanation of th erelation of the term to the Bulk Electric System. A glossary definition that ignores this obvious inconssistncy does not seem to add value. There should at least be an acknowledgment of the interplay somehow.
Response: Thank you for your comments. The BES is a subset of the BPS, and FERC has provided more guidance on facilities that comprise the BES in Order No. 773.		
Northeast Utilities	Yes	NU suggests that the first sentence of the definition for “Reliability Standard” should be re-worded to eliminate the phrase “under this section” since this phrase is ambiguous. The suggested changes should be as follows:”Reliability Standard” means a requirement, approved by the Commission (under Section 215 of the Federal Power Act), to provide for reliable operation of the bulk-power system. The term...
Response: Thank you for your comments. In order to clarify the meaning of “Commission” and “section” in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards.		
Massachusetts Attorney General	Yes	I have a problem with the Reliable Operation definition due to the words "will not occur as a result of a sudden disturbance" with no caveats at all. If it said "will not occur within design parameters as a result of a sudden disturbance" with design parameters pointing to N-1-1 conditions, or some such construction, my objection would disappear, but as written, it is too absolute and will require reliability even under the most distressed

Organization	Yes or No	Question 1 Comment
		conditions, conditions which the system was not and should not be designed for.
Response: Thank you for your comments. The definitions currently match the statutory language in Section 215 of the Federal Power Act. Any future amendments to the Glossary would be considered in a future project.		
Idaho Power Company	Yes	Having separate definitions for BPS and BES still creates an element of confusion but amending the initial draft to now match the statutory language found in Section 215 of the FPA eliminates additional confusion.
Response: Thank you for your comments. The BES is a subset of the BPS, and FERC has provided more guidance on facilities that are part of the BES in Order No. 773.		
Independent Electricity System Operator	Yes	The IESO has concerns with the proposed definition of Reliability Standard. This definition is is virtually the same as the current definition in the NERC Rules of Procedure in terms of content, except that it now adds that a standard is "approved by the Commission under this section", and ignores the recognition of other jurisdictions by excluding the original wording that "A reliability standard shall not be effective in the United States until approved by the FERC and shall not be effective in other jurisdictions until made or allowed to become effective by the applicable governmental authority." We believe a reliability standard, in its general definition, establishes a set of technical or performance requirements to measure the reliability of the bulk power system (and it is something NERC defines and approves), and that it becomes mandatory and effective when approved by the applicable regulatory authority in each jurisdiction. We recommend that ,if NERC is to include the definition of Reliability Standard in its glossary of terms, it should use the definition in its Rules of Procedure instead.
Response: Thank you for your comments. In order to clarify the meaning of "Commission" and "section" in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the		

Organization	Yes or No	Question 1 Comment
Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards.		
American Electric Power	Yes	We are confused by the de-capitalization of Reliable Operation and Bulk-Power System in this most recent draft. What is the intent of doing so? In the previous draft, it was more clear that the definitions were interdependent. That is no longer the case. Though we previously voted in the affirmative, this most recent change has driven our decision to vote negative this comment period.Regarding the proposed definition of "Bulk-Power System", AEP believes it is misplaced to emphasize electric energy rather than generation facilities in B), and propose using "generation facilities producing the electric energy needed...".With regard to the definition of "Reliability Standard", AEP once again recommends using a different word in place of the lower case "requirement" to avoid confusing it with the defined term "Requirement". In addition, NERC may want to consider including planning and maintenance as part of this definition, going beyond operations only.
Response: Thank you for your comments. The current definitions match the statutory language found in Section 215 of the Federal Power Act. Also, the terms Reliable Operation and Bulk-Power System as referenced in the definitions will be capitalized once the Board has adopted both terms.		
City of Tallahassee	Yes	TAL is uncomfortable with the potential for unintended consequences resulting from the wording of the proposed BPS definition. 'Electric energy from generation facilities needed to maintain transmission system reliability' does not specify which portion of the generator output is to support reliability, versus that which is designated to serve customer load. It is unknown how entities could differentiate.
Response: Thank you for your comments. The current definitions match the statutory language found in Section 215 of the Federal Power Act.		

Organization	Yes or No	Question 1 Comment
Seminole Electric	Yes	Seminole reasons that the SDT has taken an incorrect step by "lower-casing" the previously capitalized, and therefore defined terms, which are utilized to define the three additional terms cited in Section 215(a) of the Federal Power Act (FPA), i.e., Bulk-Power System, Reliability Standard, and Reliable Operation. The NERC SDT originally proposed definitions which included capitalized terms in the initial ballot for this Project, and then the NERC SDT proposed lower-casing those terms in this Successive Ballot action. Seminole acknowledges that when Congress passed Title XII of the Energy Policy Act of 2005 (EPAct) which included these terms, that Congress did not capitalize the terms at issue. Part of the reason these terms were not capitalized was because FERC via NERC had not defined and approved some of these terms until 2007. With that said, Seminole reasons that the NERC STD should only add definitions to the NERC Glossary that are: (1) effective, (2) meet the intent of Congress, and (3) are clear and unambiguous and provide due process to the regulated community.1.EffectiveThe three terms being added are constructed with words that are now undefined. Seminole reasons that the lower-casing of such words, which now breaks their reference to NERC defined terms, diminishes the effectiveness of the three terms being proposed for addition. If these terms are not clearly defined, then NERC will not be able to enforce these definitions for reasons cited later in these comments. This action appears to be purely ministerial - add three terms that Congress directed to be added, even if the terms are not clearly defined. Seminole reasons that Congress would have wanted NERC to have definitions that could be enforced and utilized. Seminole does not believe these definitions will be effective additions to the Glossary and that the NERC SDT should recapitalize the NERC defined terms within the proposed terms to be added to the NERC Glossary in this Project.2.Intent of CongressIf the three terms being added - Bulk-Power System, Reliability Standard, and Reliable Operation, are approved as proposed, Seminole reasons that Congress'

Organization	Yes or No	Question 1 Comment
		intent will not be met. For example, for the term "Reliable Operation," the NERC STD has lower-cased the terms "elements," "cascading," "bulk-power system," and "cybersecurity incident." Per the NERC Rules of Procedure, if these terms are not capitalized, then these terms do not refer to NERC defined terms. This instruction has been conveyed in multiple NERC documents. Therefore, NERC is specifically saying for example, that the word "bulk-power system" listed in the definition for Reliable Operation does not refer to the defined term "Bulk-Power System" which is being added by this exact Project. Seminole does not believe this was the intent of Congress. Seminole reasons that the NERC SDT should capitalize those terms that are already defined in the NERC Glossary as Seminole believes that such action would be more in line with the intent of Congress.3.Clear, Unambiguous, and Provide Due Process In this action, the NERC SDT has lower-cased such words as "facilities" and "elements." These are currently defined terms in the NERC Glossary. As stated previously, if these terms are not capitalized, then these terms are explicitly not referencing the defined terms. If such is the case, then the terms being defined are not clear and unambiguous and Seminole does not reason that FERC will approve such vague definitions even if they are directly from Congress. As you are aware, there must be due process provided to the regulated industry via the Administrative Procedure Act. Seminole reasons that the NERC SDT, in an effort to provide due process and clarity, referenced the NERC defined terms that make up the proposed definitions. Now, the NERC SDT has removed that clarity from the proposed definition. Seminole believes that the capitalized terms, the defined terms, should once again be added to the definitions. If the NERC SDT does not capitalize these terms, Seminole does not believe that such definitions will pass FERC approval under this reasoning.
Response: Thank you for your comments. The current definitions match the statutory language found in Section 215 of the Federal Power Act. Also, the terms Reliable Operation and Bulk-Power System as referenced in the definitions will be capitalized		

Organization	Yes or No	Question 1 Comment
once the Board has adopted both terms.		
Modesto Irrigation District	Yes	I believe it is critical that the phrase "and NERC Reliability Standards," be inserted after the phrase "stability limits" in the definition of "Reliable Operation" paragraph. Otherwise, the "Reliable Operation" paragraph you are proposing to insert into the NERC Glossary of Terms, may in itself override the entire set of NERC Reliability Standards.Also, for clarity, I would suggest that the word "Commission", as used in the "Reliability Standard" definition paragraph, be clearly defined as "Federal Energy Regulatory Commission", if that is the intent.Thank you.
Response: Thank you for your comments. The definition for Reliable Operation matches the statutory definition found in Section 215 of the Federal Power Act. Inserting "and NERC Reliability Standards" would be a substantive change to the FERC directive. However, clarifying language will be added to explain in the United States, Commission means FERC. For other jurisdictions, the applicable governmental authority approves or recognizes the Reliability Standard.		
HHWP	Yes	The confusion remains between the meaning of "BPS" and BES. If BPS=BES, the glossary of terms definitions for both should be the same. If BPSâ‰ BES, then the difference in meaning should be included as part of the glossary definition of BPS. The proposed BPS definition remains unclear and therefore should not be used in the glossary.The definition of "Reliable Operation" ignores the one of the two aspects of reliability that was identified in NERC's December 2007 Reliability Concepts document. The definition appears only to address interconnection integrity and does not include the reliability effects arising from failure a protect equipment that can impact system reliability is the operating, but not real-time horizon.
Response: Thank you for your comments. The definitions being added match the statutory language found in Section 215 of the Federal Power Act. The definition for BPS is being added to address a FERC directive from Order No. 693. BES does not equate to the BPS, and the BES is a subset of the BPS. Further, the Commission has also provided guidance on what facilities comprise the BES in Order No. 773.		

Organization	Yes or No	Question 1 Comment
Georgia Transmission Corporation	Yes	The introduction to the NERC Glossary states "This Glossary lists each term that was defined for use in one or more of NERC's continent-wide or Regional Reliability Standards...". Terms are added to the glossary as they are introduced in the development or revision of a standard; they are not added speculatively in anticipation that they will be used later, or retroactively to modify the meaning of a standard. Currently, out of all 1,663 requirements in the latest VRF Standards Applicability Matrix, only one requirement, PRC-006-SERC-01 R1 uses the term "BPS". Consequently, this capitalized term BPS was not introduced during the development of PRC-006-SERC-01 R1, and GTC recommends this item be added to the "Issues Database" for further review on how utilizing this proposed statutory definition of BPS might change the meaning of this affected standard.As mentioned in paragraph 1894 listed in the SAR, "the Reliability Standards refer to the bulk electric system, which is also defined in the glossary." Inserting the proposed statutory definitions without modification could have a negative impact and conflicting circular references between the two terms BPS and BES when the statutory definition for the term "Reliability Standard" only captures the term "bps". Again, this would be inconsistent with the stated purpose of the NERC Glossary identified above and contradictory to FERC's common statement "...the Reliability Standards refer to the bulk electric system, which is also defined in the glossary."Accordingly, GTC has concern there is a potential risk of expanding jurisdictional exposure to Reliability Standards once the statutory term "BPS" is approved within the NERC Glossary. GTC fears that uninformed future drafting team members may begin to reference BPS in future revisions of requirements that are currently limited to the BES, because it would be a term available within the NERC Glossary but may not recall FERC's documented statement "....the Reliability Standards refer to the bulk electric system...". GTC proposes the following note be added to the proposed definition to control this unintended, yet probable

Organization	Yes or No	Question 1 Comment
		consequence: o “Bulk-Power System” means, A) facilities and control systems necessary for operating an interconnected electric energy transmission network (or any portion thereof); and (B) electric energy from generation facilities needed to maintain transmission system reliability. The term does not include facilities used in the local distribution of electric energy. Note - FERC has directed the inclusion of the statutory definition of Bulk-Power System to the NERC Glossary, but highlights that the Reliability Standards refer to the bulk electric system, which is also defined in the glossary.GTC also has concerns with the reference to lower case “bps” within the statutory term “Reliability Standard” if approved within the NERC Glossary. Specifically, FERC has praised the clarity of the revised definition of BES and also clarified that Reliability Standards refer to the bulk electric system. The NERC defined term within the NERC glossary should be consistent with FERC and the industry’s common understanding that Reliability Standards refer to the bulk electric system. Using the statutory definition without modification, only adds more confusion because lower case term “bps” does not equal BES, and would now introduces 3 terms that people will begin to ponder (BPS, BES, or bps). Therefore, GTC proposes the following definition for Reliability Standard: o “Reliability Standard” means a requirement, approved by the Commission, to provide for Reliable Operation of the Bulk Electric System. The term includes requirements for the operation of existing Bulk Electric System facilities, including cybersecurity protection, and the design of planned additions or modifications to such facilities to the extent necessary to provide for reliable operation of the Bulk Electric System, but the term does not include any requirement to enlarge such facilities or to construct new transmission capacity or generation capacity.
Response: Thank you for your comments. The definitions proposed match the statutory definition in Section 215 of the Federal Power Act. Also, this project will address the FERC directive Order No. 693 to adopt the statutory definitions of Bulk-Power System, Reliability Standard, and Reliable Operation. Further, these definitions will apply to terms that are currently capitalized		

Organization	Yes or No	Question 1 Comment
in any Reliability Standard. Where a Reliability Standard includes a non-capitalized term, capitalization will be considered during the next standards development project involving the requirement. Also, the terms Reliable Operation and Bulk-Power System as referenced in the definitions will be capitalized once the Board has adopted both terms.		
Canadian Electricity Association	Yes	CEA's comments focus specifically on the proposal for the definition of "Reliability Standard" in the NERC Glossary of Terms to match the language in the U.S. Federal Power Act verbatim. CEA has two concerns with the proposal. First and foremost, CEA is concerned that the definition would not be applicable to, workable for or respectful of registered entities in Canada. The proposed definition does not capture and convey that many Canadian provincial government authorities, separate and apart from any FERC approval process, approve Reliability Standards or allow Reliability Standards to take effect in their respective jurisdictions. CEA does not believe it is appropriate for a term that is such a fundamental component of the broader North American electric reliability regime and lexicon to be defined in such a way that is applicable to only one jurisdiction. CEA respectfully requests that clarifying language be added to the proposed definition of "Reliability Standard" so that the definition correctly acknowledges how Reliability Standards are approved or recognized in jurisdictions other than the United States. Such modification will ensure that the definition in the Glossary is workable for all of NERC's registered entities in North America. CEA believes that such modification would not represent a substantive change to the proposed definition of "Reliability Standard," given that it would not modify the definition of what Reliability Standards are comprised of or what they seek to achieve. Accordingly, such non-substantive modification would not represent a deviation from FERC's directive, but rather enables NERC to comply with the directive in an equally efficient and effective manner, that ensures total accuracy and precision in the definition.In addition, CEA notes that other clarifying modifications are necessary in the proposed definition of "Reliability Standard." The word "Commission" and phrase "under this section" do not

Organization	Yes or No	Question 1 Comment
		correspond to other defined terms in the NERC Glossary. As such, their inclusion would cause the definition of "Reliability Standard" in the Glossary to be confusing and lacking coherence. CEA believes that these words should be modified, consistent with the other modification suggested above.
Response: Thank you for your comments. In order to clarify the meaning of "Commission" and "section" in the definition for Reliability Standard, language is being added to reflect that in the United States FERC approves standards under Section 215 of the Federal Power Act. However, for other jurisdictions, the applicable governmental authority approves or recognizes standards.		

END OF REPORT