NERC

NORTH AMERICAN ELECTRIC RELIABILITY CORPORATION

Annual Report 2009

to ensure the reliability of the bulk power system

May 2010

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Letter from the President and CEO

As 2009 came to a close, the North American Electric Reliability Corporation (NERC) was completing one major transition and embarking on another. The first was a transition of leadership. Rick Sergel, who led NERC through its critical, initial years as the international electric reliability organization, retired at the end of the year. NERC's management team, Rick and I worked closely to ensure a smooth transition for the organization and our stakeholders. Rick has my best wishes and my enduring gratitude.

The second transition is one of focus as we enter our third full year as the entity responsible for developing and enforcing compliance with mandatory reliability standards. My vision is to broaden our focus from a compliance organization to a learning organization, one that fosters learning and facilitates growth, both within our organization and across the industry.

When events occur, we will analyze and investigate with emphasis on two key questions: "Why did this happen?" and "What can we do to prevent it from happening again?" Providing "lessons learned" to the industry will improve transparency, minimize the risk of future occurrences, and improve reliability.

At the same time, NERC will not lose sight of its regulatory responsibility. Compliance and improvements to our standards process to focus on violations that most significantly impact reliability are vital to our mission of ensuring the reliability of North America's bulk electric system. We will exercise the authority to assess penalties when entities violate Reliability Standards, but also work with industry and the Regional Entities to improve communication and education of compliance requirements.

Cyber and physical security of the grid will become an even bigger priority in 2010 than this past year. NERC's work on cyber security has increased the resiliency of the North American bulk power system, and we will continue to work diligently to enhance critical infrastructure protection, building on the accomplishments outlined in this annual report.

NERC, like the industry, faces major challenges in the year ahead. Building on much-improved relationships with our many important stakeholders, and steered by our very able staff, we look forward to tackling those challenges and remaining the leading expert organization on the reliability of the North American bulk power system.

Gerry W. Cauley
President and CEO

History

To understand NERC's role today, it helps to understand how the organization was formed and how it evolved over the years. NERC was created in 1968 in the aftermath of the 1965 Northeast Blackout. Called the National Electric Reliability Council, the organization's goal was to help utilities work together to prevent future blackouts.

Over the next four decades, NERC's scope expanded to include more of Canada and part of Mexico, reflecting the interconnected nature of the North American bulk power system, and the organization's name changed twice, reflecting added responsibilities and authority. The essential mission has remained the same: to ensure the reliability of the bulk power system in North America.

To achieve that mission, NERC develops and enforces reliability standards; assesses reliability annually via 10-year and seasonal forecasts; monitors and analyzes events on the bulk power system; and educates, trains, and certifies electric industry personnel.

Reliability standards were voluntary for years, but NERC began to make the case for mandatory compliance in the 1990s, recognizing that a voluntary reliability framework was not sufficient to ensure reliability in the increasingly competitive electricity marketplace.

In 1997, NERC's blue-ribbon Electric Reliability Panel and the U.S. Department of Energy's Electric System Reliability Task Force independently issued recommendations that reliability standards for the bulk power system should become mandatory and enforceable. Both also concluded that an expert self-regulatory organization, subject to governmental oversight, would be the best way to accomplish that.

In 2002, Ontario, Canada became the first North American government entity to make reliability standards mandatory Today, NERC standards are also mandatory and enforceable in British Columbia, Alberta, Saskatchewan, and New Brunswick (and work continued in 2009 to make standards mandatory in other provinces).

In the U.S., Congress passed The Energy Policy Act of 2005, which called for an "electric reliability organization" (ERO) to develop and enforce mandatory reliability standards in the United States. In 2006, NERC was named as that organization.

Today, NERC is a self-regulatory organization, subject to oversight by the U.S. Federal Energy Regulatory Commission (FERC) and governmental authorities in Canada. Despite the shift from a voluntary organization to an international self-regulatory authority, NERC's focus on collaborative development of industry-wide reliability standards has not wavered. NERC is committed to continuing that collaborative approach in 2010 and beyond.

Accomplishments

Standards Development

One of NERC's core activities is to develop technically sound reliability standards that ensure the reliability of the bulk power system. All bulk power system owners, operators, and users must comply with NERC's reliability standards, which define the requirements for planning and operating the North American bulk power system so that widespread cascading outages, uncontrolled separation, or blackouts do not occur. NERC's standard development process is an American National Standards Institute-accredited and industry-based process that is guided by key reliability and market interface principles. The users, owners, and operators develop the reliability standards that they then implement to ensure reliability is maintained. The Reliability Functional Model serves as an important guide to defining the specific functions that need to be performed to operate the bulk electric system reliably, and is the foundation upon which the reliability standards are based.

NERC actively pursued three significant standards initiatives in 2009: the results-based initiative aimed at developing higher quality, reliability-focused standards; the overhaul of the critical infrastructure protection standards designed to protect the reliability of the bulk power system from cyber-related impacts; and significant efficiency opportunities through a more effective standards development process.

A team of industry, NERC, and Regional Entity representatives developed a guiding set of principles for improving the development and format of reliability standards based on performance and risk-based methods. This concept of "results-based standards" received widespread support from stakeholders and the NERC Board of Trustees in 2009. In 2010, the concepts will be carried forward by applying them initially to a designated standard, followed by the thoughtful implementation of the results-based methods to additional projects, and then systematic integration into all standards development activities.

In response to FERC's Order 706 in 2008, NERC has aggressively worked through its industry-based drafting team to dramatically improve the scope and effectiveness of its cyber security standards, designated as CIP-002 through CIP-009. In 2009, NERC submitted and FERC approved Versions 2 and 3 of these standards that provided incremental improvement to the original versions approved in 2008. However, the majority of the improvements are embodied in Version 4 of the CIP standards that the team began to develop in the second half of 2009. These standards are on target for completion in 2010.

NERC also produced Version 7 of its Reliability Standards Development Procedure. This version includes an expedited process to develop standards addressing urgent cyber and physical security issues and changes the manner in which Violation Risk Factors and Violation Severity Levels are approved. Additional modifications recommended by NERC in its Three-Year Assessment should

improve the efficiency of the standards development process and the quality of the standards themselves. Expected to be finalized and approved in mid-2010, the changes mark the most significant upgrade of the development process since its inception nearly eight years ago.

In addition to these key activities, FERC approved several reliability standards in 2009. Most notably, a set of six Available Transfer Capability standards was approved, representing the achievement of one of FERC's top priorities. NERC also received approval for three Facilities Design, Connections and Maintenance Standards, a new Western Electricity Coordinating Council regional standard for Automatic Time Error Correction, and five interpretations. Overall, NERC conducted nearly 50 standards ballots, held over 50 public comment periods, and prepared almost 60 regulatory filings in 2009 as it continued work in support of its three-year standards development plan.

Compliance

NERC's overriding goals in the compliance area are to:

1. Monitor registered entities for compliance with mandatory reliability standards, in accordance with the Compliance Monitoring and Enforcement Program (CMEP).
2. Enforce compliance with mandatory reliability standards by registered entities, in accordance with the CMEP while improving quality and timeliness.
3. Ensure timely and thorough mitigation of all violations of mandatory reliability standards.
4. Provide feedback and instruction to help Regional Entities and registered entities perform successfully.

Compliance Enforcement

As of December 31, 2009, NERC had 1,950 active violations, the majority of which were being assessed and validated; others were in settlement negotiations, or were being addressed in a Notice of Penalty (NOP) filing with FERC. During 2009, NERC filed 221 enforcement actions with FERC. Enforcement actions are designed to ensure and improve bulk power system reliability by mitigating risk; ensuring transparent, efficient and fair processing; and communicating lessons learned to the industry.

The increase in enforcement actions filed in 2009 compared to 2008 is due to improvements in enforcement processes and procedures made possible by staffing increases, and the natural growth in NERC and Regional Entity expertise and experience in compliance enforcement.

NERC made substantial headway on streamlining enforcement processing and focusing both NERC and Regional Entity resources on the cases that most significantly impact reliability. The number of violations processed per month increased 266% from the first to the fourth quarter. In addition to

the normal processing of enforcement actions, NERC submitted to FERC an "Omnibus" filing that resolved 564 violations, including a number of older, minor violations.

Violation Analysis

In 2009, the second full year of mandatory reliability standards, NERC and the Regions began assessing the most frequently violated Reliability Standards to glean the reasons for the violations, and identify process enhancements and lessons learned that might prevent future occurrences of the same violations. NERC and the Regions completed and posted analyses and recommendations for three of the top ten most violated reliability standards:

- Transmission and Generation Protection System Maintenance and Testing, PRC-005-1
- Cyber Security — Personnel & Training, CIP-004-1
- Facility Ratings Methodology, FAC-008/009.

Analyses are under way for Sabotage Reporting (CIP-001-1), Generator Operation for Maintaining Network Voltage Schedules (VAR-002-1), Operating Personnel Training (PER-002-0), and Transmission Vegetation Management Program (FAC-003-1).

Crowe Audit and Three-Year ERO Performance Assessment

Crowe Horwath LLP conducted an extensive audit of the Compliance Monitoring and Enforcement Program on NERC's behalf. The resulting report contained 62 recommendations including providing more information to the industry and improving auditor training, 52 of which will be implemented by the end of the second quarter in 2010. In July 2009, NERC filed with FERC its three year assessment report on NERC and the Regional Entities' performance as the organization responsible for standards compliance. The report also contained 62 action items, 26 of which have been addressed. The remaining recommendations will be addressed in 2010.

Registration and Certification

The NERC Compliance Registry was fully integrated into the Compliance Reporting, Analysis, and Tracking Software (CRATS) program in 2009. The number of registered entities increased from 1,872 to 1,881 in 2009; 143 registered entities were added and 134 removed, primarily because of changes in ownership and registration consolidation of multi-Regional Registered Entities.

The NERC Certification group performed four new certifications of Balancing Authorities (BA) in 2009. In addition, there was one Reliability Coordinator (RC) footprint change for which Certification Reviews were performed. Balancing Authorities, Reliability Coordinators and Transmission Operators all require NERC certification as well as registration due to the critical nature of the functions. The certification process includes a top-down audit to confirm compliance, or prospective compliance, with NERC reliability standards.

Audits and Regional Operations

The NERC Compliance Enforcement Authority (CEA) implemented its Uniform Compliance Monitoring and Enforcement Program (CMEP) for four Regional Entities that also serve as RCs and thus can't perform their own RC audits. The NERC CEA also performed two full operational reliability RC audits and four RC critical infrastructure protection (CIP) spot checks. As a result of the information gained from these audits, NERC will provide more guidance to the industry on expectations of joint registration organizations.

The Compliance Audit Group worked to improve relationships with the Regional Entities in 2009. The group observed 34 Regional Entity compliance audits, conducted three Regional Entity audits, and audited the Regional Entities' implementation of the CMEP. The group supported the Regional Entities' audits by coordinating several rounds of revisions to the Reliability Standards Audit Worksheet, coordinating auditor training, and interfacing between Regional Entity audit teams and FERC staff. The group also provided substantial support to the CIP group by coordinating policies and procedures on Technical Feasibility Exceptions (TFEs), spot checks under the CIP standards, and self-certifications and surveys for CIP compliance.

Assessments and Performance Analysis

The Reliability Assessment and Performance Analysis program reviews, assesses, and reports on the overall electric reliability of the interconnected bulk power system in North America. NERC conducts annual seasonal and long-term reliability assessments, assessing the existing and future resource adequacy and operating reliability. As part of this assessment, the program also identifies and analyzes the impact of key issues and trends that may affect reliability in the future, such as market practices, industry developments, and policy changes.

NERC reliability assessments are built on data supplied by users, owners, and operators of the bulk power system and gathered by the eight Regional Entities. This "bottom up" approach ensures that local and regional issues are accounted for and their relevance understood.

Integration of Variable Generation

The Integration of Variable Generation Task Force, led by NERC and comprised of nearly 100 industry experts, worked throughout the year on tackling the enormous challenge of integrating large amounts of generation such as wind and solar into the transmission grid. This fundamental change to energy supply in North America will require significant adjustments to the industry's historical planning and operating techniques for reliability to be maintained. The task force's 95-page report includes reliability considerations and a work plan, now being pursued by more than a dozen task groups focused on topics including modeling, capacity/energy planning, wind forecasting, reliability standards, and energy storage.

Leadership of this Task Force earned NERC a technical achievement award from the Utility Wind Integration Group for "a seminal effort in investigating the impact of [variable] resources on bulk system reliability."

Seasonal Assessments

The Summer Reliability Assessment identified the economic downturn as the major cause of lower peak electricity demand and higher reserve margins, and cautioned that those conditions should not create a sense of false security or delay construction of transmission and generation resources. The Summer Reliability Assessment included metrics on vegetation management, fossil-fired generation outages, Energy Emergency Alerts, and disturbance events to provide insights on historical summer reliability trends.

The Winter Reliability Assessment's prediction of a colder than expected winter came to pass as the bulk power system experienced significantly higher energy consumption during extreme cold weather in early 2010 in Texas.

Long-Term Reliability Assessment

The scope and depth of NERC's Long-Term Reliability Assessment, which considers a 10-year timeframe, continues to grow as NERC analyzes an industry in transformation. The 443-page report forecast 2010 as the year natural gas overtakes coal as the largest source of peak capacity generation. More than 260,000 MW of new renewable generation (biomass, geothermal, hydro, solar, and wind) is projected through 2018, with varying degrees of certainty. A variety of emerging issues and risks were identified or studied further, including greenhouse gas reductions, transmission siting, cyber security, reactive power, and energy storage. Further, NERC, with industry stakeholders, developed and improved NERC's key reliability metrics after rigorous review. Seven metrics were highlighted in the Long-Term Reliability Assessment for the first time.

2009 Scenario Assessment

Given the potential bulk power system reliability implications from large scale integration of variable generation or nuclear plants, a special reliability assessment was developed assessing the impact of changing the projected resource mix ensuring at least 15 percent of the total 2008/2009 projected annual energy was generated from either of these resources. The final report concludes integration of this generation over the next decade would require more than 40,000 miles of new transmission. Planning/operational processes and approaches would need to change to ensure reliability of the bulk power system.

Demand Response

For years, demand-side management programs have alleviated energy use during peak periods. Increasingly, demand response is expected to also have a role in facilitating the integration of variable generation and Smart Grid technology. However, accurate tracking of demand response

availability has proven difficult with industry using a variety of approaches to collect and measure its performance. During 2009, NERC and industry experts and stakeholders developed data collection methods that will create consistency for the first time. Collection of demand response availability data using these methods will be voluntary in 2010 and mandatory in 2011.

Smart Grid Task Force

To address a critical emerging issue and national priority in both the U.S. and Canada, a task force was formed to provide a high-level review of bulk power system reliability and cyber security considerations from Smart Grid technology integration.

Realignment

Several NERC functions—Reliability Assessments, Performance Analysis, and Benchmarking—were combined in 2009, leveraging the organization's abilities to perform assessments, review emerging issues, and begin development of a portfolio of metrics and risk indices.

Events Analysis

NERC's Events Analysis (EA) team conducts detailed analyses of system disturbances to determine root causes and uncover lessons learned from individual events, which are shared with the industry. NERC also issues expert recommendations for reliability improvements directly to the entities involved after a system disturbance.

Working with teams in each of NERC's eight regions, NERC experts can analyze between 30 to 100 events each year. Most analyses of disturbances within a region are conducted by the regions, and analyses of multi-regional events fall under the direction of NERC.

The EA team was instrumental in publishing two major Technical Reference Documents, both the culmination of several years work.

- ***Protection System Reliability – Redundancy of Protection System Elements*****,** which provided technical justification for a Standard Authorization Request (SAR) on protection system redundancy.
- ***Power Plant and Transmission System Protection Coordination,*** a landmark document resulting from a recommendation in the report on the August 14, 2003 Blackout, as well as from the ongoing need for generation-transmission protection coordination demonstrated by findings by NERC Event Analysis. This document is being referenced by the standards drafting team working on PRC-001 – System Protection Coordination, and is the subject of an ongoing collaboration with the IEEE Power System Relay Committee.

Dr. Eric Allen of NERC received an IEEE award for his work on an IEEE Power and Energy Society task force report on the Blackout. The EA staff was instrumental in the following accomplishments of the Transmission Issues Subcommittee (TIS):

- A sub-team of the TIS published the "Reactive Support & Control Whitepaper" as technical support for a SAR calling for modifications of Standards VAR-001-2 — Voltage and Reactive Control and VAR-002-2 — Generator Operation for Maintaining Network Voltage Schedules.
- EA staff brokered collaborative sponsorship with the U.S. Department of Energy (DOE) of a second workshop on Fault-Induced Delayed Voltage Recovery (FIDVR) in Washington, D.C. That workshop resulted in the formation of a team within TIS to work with the Air-Conditioning Heating and Refrigeration Institute (AHRI) and DOE to study near-term and long-term solutions to the phenomenon of FIDVR.
- TIS formed the Model Validation Task Force (MVTF) to promote the importance of system and electric equipment model validation techniques for power flow and dynamic simulation of the electric systems of North America against actual system performance.

Critical Infrastructure Protection

During 2009, critical infrastructure protection (CIP) emerged as a top priority for NERC, for the utility industry, and for North America. NERC's efforts to improve the physical and cyber security of the bulk power system dovetail with virtually all of the organization's responsibilities, including standards development, compliance enforcement, assessments of risk and preparedness, and disseminating critical information to raise awareness of key issues.

High-Impact, Low-Frequency Risks

In July 2009, NERC and the U.S. Department of Energy (DOE) partnered in an effort to address High-Impact, Low-Frequency risks to the reliability of the North American bulk power system. NERC's Critical Infrastructure Protection team partnered with the Reliability Assessments and Performance Analysis team to gather industry and risk experts for the development of a workshop on the subject in November. The effort was chaired by Scott Moore, VP Transmission System & Region Operations for American Electric Power, and Robert Stephan, Former Assistant Secretary for Infrastructure Protection in the National Protection and Programs Directorate of the U.S. Department of Homeland Security.

More than 100 participants attended the closed session workshop that included representatives from the U.S. Departments of Defense; Homeland Security; Energy; and Health & Human Services, as well as the EMP Commission, FERC, and Congressional staff. Representatives from each of the North American electric industry's major sectors, including investor-owned utilities, cooperatives, and municipal utilities, were also in attendance.

The workshop was divided into three separate tracks: Cyber or Physical Coordinated Attacks, Pandemics, and Geomagnetic Disturbance / Electro-magnetic Pulse risk. Topics discussed during the working sessions included: approaches to measure and monitor HILF risks, potential mitigation steps, and formulating an effective public/private partnership to more effectively address these issues. The final report will be available in the spring of 2010.

Critical Infrastructure Protection Standards

In 2009, NERC helped the industry secure its electric system and cyber system assets from possible threats while remaining focused on the directives provided by FERC in Order 706. Version 2 of the NERC CIP Reliability Standards on cyber security (CIP-002 through CIP-009) were filed with FERC in May and approved in September.

As part of its approval, FERC directed NERC to make additional changes to two of the standards (CIP-006-2 and CIP-008-2), to update the associated implementation plan, and to file the modified standards and implementation plan within 90 days. The Version 3 CIP standards were approved by the NERC Board of Trustees in December and submitted to FERC for approval.

The standards are comprised of approximately 40 "good housekeeping" requirements designed to lay a solid foundation of sound security practices that, if properly implemented, will develop the capabilities needed to secure critical infrastructure from cyber security threats.
Other cyber security-related accomplishments included the following.

- Developed a Memorandum of Understanding with the Nuclear Regulatory Commission (NRC) regarding the implementation of CIP at U.S. nuclear power plants.
- Designed and executed a highly successful project to assess cyber risk preparedness of bulk power system entities.
- Conducted two comprehensive assessments of the industry's preparedness to address cyber security threats and made recommendations for mitigating cyber impacts from intrusions. As part of this assessment, NERC is evaluating the industry's capability for isolating and limiting attacks to remain within the system's ability to withstand any subsequent equipment losses and meet restoration goals quickly.
- Advanced cyber information-sharing and risk management through a voluntary project to identify and mitigate advanced cyber threats.
- Coordinated a successful and unprecedented information sharing event with the Office of Director of National Intelligence for industry executives in the U.S. and Canada.
- Expanded coordination with the Canadian government on CIP issues and information sharing.
- Developed an informal threat and risk assessment program with federal authorities. The program has included the establishment of necessary working relationships with the FBI, DHS Intelligence & Analysis, DOE, Office of the Director of National Intelligence, Royal Canadian Mounted Police and the Canadian Security Intelligence Service.

- Established communication protocols for responding to public and media questions on matters associated with CIP, especially with regard to cyber security.

Situation Awareness

To assist with the 24/7 operation of a reliable electricity system, NERC monitors the bulk power system in real time. Related responsibilities include:

- Facilitation of real-time voice and data exchange among reliability coordinators
- Facilitation of regular coordination among reliability service organizations and agencies
- Notifications to the industry when significant events occur that have the potential to impact reliability in other areas of the system
- Provision of tools and services to support the work of system operators
- High-level communication, coordination and cooperation among industry and governments.

NERC's Situational Awareness team accomplished the following.

- Designed and managed the construction of NERC's first dedicated Situational Awareness Center (SAC), which supports major event response, daily ES-ISAC operations, and situational awareness.
- Enhanced the capability to monitor conditions on the bulk power system and rapidly communicate conditions to appropriate stakeholders.
- Enhanced the existing NERC industry alert process to include system design, development, testing and implementation.
- Led an unprecedented effort to develop a situation awareness tool that allows for specific data from RCs to be visualized by FERC, NERC and the Regions.
- Created the Real-time Application of Phasor Measurement Units (PMUs) to Improve Reliability (RAPIR) Task Force, to identify and encourage implementation of the highest value applications of phasor technology for system operators.
- Successfully contracted with TVA to expand use of its existing super data concentrator to collect data from new PMUs. NERC continues to work closely with TVA as it develops the next generation of the phasor data concentration system. In addition to the existing site at TVA, a beta site is being developed at PJM and a second is being considered at BPA. A third beta site has been proposed at NYISO.
- Ensured the successful installation of PMUs at key locations in the North American interconnections to provide optimal coverage and wide-area visibility. NERC was recognized for working closely with DOE as it solicited and awarded projects to accelerate PMU installations on the bulk power system.
- Identified priority activities for NERC and the industry in the Department of Homeland Security's (DHS) National Infrastructure Protection Plan and created action plans with DHS

and DOE for Critical Infrastructure Protection Committee (CIPC) and other NERC led-industry subject matter expert groups.

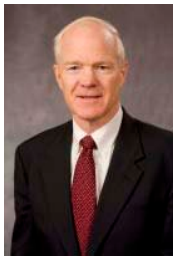
- Supported the National Institute of Standards and Technology (NIST), DOE and FERC Smart Grid policy and standards efforts, including the submission of formal NERC comments in coordination with the Reliability Assessment and Performance Analysis Group:
    - FERC Smart Grid Policy Comments
    - NIST Smart Grid Framework Comments
    - NIST Cybersecurity Comments
- Established working groups to address key 2009 CIP risks to the electric sector including the Boreas Working Group, Aurora Working Group, and the Pandemic Influenza Working Group.
- SAIS staff supported the development of the Time Stamping of Operational Data Logs Guideline, which has been approved by CIPC as an industry guideline and is responsive to August 2003 Blackout Investigation Recommendations.

Vision for 2010

NERC will:

- "Rebalance" to create a more appropriate equilibrium between its enforcement and regulatory responsibilities on one hand, and its role as a learning and teaching organization on the other.
- Disseminate more information to the industry including "lessons learned" from events and analysis.
- Streamline the standards process, taking a risk-based approach to determine which standards should have the highest priority based on impact to reliability.
- Clarify how standards are being applied in the field by auditors and investigators, being as specific and clear as possible, thus minimizing the need for interpretations.
- Develop audit assistance and outreach programs to increase transparency and consistency across the industry and engendering a proactive culture of compliance.
- Respond to violations in proportion to their seriousness. Penalties (or the potential for them) should incent correct behavior, not be punitive.
- Work diligently to further enhance critical infrastructure protection.
- Improve relations with the regions, stakeholders, and regulatory authorities in the United States and Canada.
- Continue to perform as the leading expert organization in bulk power system reliability.

2009 Leadership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North American Electric Reliability Corporation

Mission: To ensure the reliability of the bulk power system in North America
Founded: 1968
Incorporated: 2006
Structure: 501 (c)(6) not-for-profit organization
Population served: 350 million people
Employees: 113
Registered Entities: Approximately 1,900
Regional Entities: 8
2009 Budget: $35 million
Funding: Operating costs are allocated to load serving entities of the bulk power system in the U.S., Canada and portions of Mexico.

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