UNITED STATES OF AMERICA
BEFORE THE
FEDERAL ENERGY REGULATORY COMMISSION

California Independent System Operator Corporation	Docket No. ER10-1706-000

MOTION OF THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR CORPORATION TO LODGE COMMISSION DECISION IN THE RECORD OF THIS PROCEEDING

I. INTRODUCTION

The California Independent System Operator Corporation (the ISO) files this motion to lodge in the record of this proceeding the Commission's recent decision entitled *Southwest Power Pool, Inc.*, 135 FERC ¶ 61,148 (2011) (*Southwest Power Pool Decision*).[1] In the *Southwest Power Pool Decision*, the Commission accepted a tariff amendment to Southwest Power Pool's pro-forma Generator Interconnection Agreement requiring that wind resources be capable of reducing their electrical output in defined increments to support transmission system reliability. The ISO requests that the Commission consider this decision as part of the record developed in support of the ISO's proposed interconnection requirements governing active power management for asynchronous generating facilities - wind and solar photovoltaic resources. [2]

The ISO proposed interconnection requirements for asynchronous generating facilities in a tariff amendment filed in this proceeding on July 2, 2010, that included requirements relating to the active power management of asynchronous resources.

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[1] The ISO includes a copy of the *Southwest Power Pool Decision* as Attachment A to this motion.

[2] The ISO submits this motion pursuant to Rule 212 of the Commission's Rules of Practice and Procedure, 18 C.F.R. § 385.212 (2011).

In an order issued on August 31, 2010, the Commission rejected the ISO's proposed active power management requirements without prejudice on the ground that the ISO had not defined the operational or market protocols related to the implementation and use of the proposed requirements for asynchronous resources.[3] The ISO filed a request for rehearing, in part, on the ground that the ISO did provide an explanation of the operational circumstances in which grid operators would use these capabilities. Specifically, the ISO identified maintaining reliability of the transmission grid as an operational situation in which it may be necessary to control active power output from wind and solar photovoltaic resources.[4]

The Commission's *Southwest Power Pool Decision* finds that active power management controls for wind resources interconnecting to the Southwest Power Pool grid are just and reasonable and not unduly discriminatory to ensure the continued reliability in light of the potential operational impact of wind resources. Consistent with the underlying rationale of the *Southwest Power Pool Decision*, the Commission should grant the ISO's request for rehearing in this docket and authorize the ISO require asynchronous generating facilities install specified active power management controls.

II. RELIEF REQUESTED

The ISO requests that the Commission consider its *Southwest Power Pool Decision* as part of the record of this proceeding and consider the rationale supporting that decision in connection with the ISO's pending request for rehearing. The ISO believes the *Southwest Power Pool Decision* will assist the Commission in

[3] *California Independent System Operator Corp.*, 133 FERC ¶ 61,196, at PP 87-89 (2010).

[4] ISO September 30, 2010 Request for Rehearing in Docket No. ER10-1706 at 18, *citing* the ISO's July 2, 2010 transmittal letter in Docket No. ER10-1706 at 23-24.

reaching a decision on the ISO's request for rehearing. Therefore, pursuant to Commission precedent, good cause exists for the Commission to grant this motion to lodge the *Southwest Power Pool Decision*.[5]

III. BACKGROUND

On July 2, 2010, the ISO submitted a tariff amendment in this proceeding that proposed various interconnection requirements for wind and solar photovoltaic resources in recognition of the large volume of such resources seeking interconnection to the ISO grid over the next several years.[6] At the time the ISO filed

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[5] The Commission has found that good cause exists to grant a motion to lodge material from another docket when that material directly relates to an issue litigated in the docket and the information was not available until after the matter was submitted. *Entergy Services, Inc.* 130 FERC ¶ 61,023, at P 261 fn. 316 (2010). The Commission has also granted a motion to lodge when it includes information about a material change in the facts that was unavailable at the time of a rehearing request and that bears directly on the Commission's rationale for reaching a decision. *Central Maine Power Co.*, 129 FERC ¶ 61,153, at PP 8-14 (2009). Further, the Commission has granted a motion to lodge where "the material presented may be helpful to [its] consideration of the matters raised in [a] proceeding," *Louisiana Energy & Power Authority v. Central Louisiana Electric Co.*, 54 FERC ¶ 61,236, at 61,697 (1991), where the material presented is "useful to the Commission's decision-making process," *Midwest Independent Transmission System Operator, Inc.*, 112 FERC ¶ 61,351, at P 19 (2005), or where the material presented is "directly relevant to the issues addressed in [an] order," *Enron Power Marketing, Inc. and Enron Energy Services, Inc.*, 122 FERC ¶ 61,015, at P 39 fn. 76 (2008).

[6] ISO July 2, 2010 transmittal letter in Docket No. ER10-1706 at 2-3. The active power management requirements proposed by the ISO included the following:

> As of January 1, 2012, Asynchronous Generating Facilities must have the capability to limit active power output in response to a CAISO Dispatch Instruction or Operating Order as those terms are defined in the CAISO Tariff. This capability shall extend from the Minimum Operating Limit to the Maximum Operating Limit, as those terms are defined in the CAISO Tariff, of the Asynchronous Generating Facility in increments of five (5) MW or less. Changes to the power management set point shall not cause a change in voltage at the Point of Interconnection exceeding 0.02 per unit of the nominal voltage.
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> For Asynchronous Generating Facilities that are also Eligible Intermittent Resources as that term is defined in the CAISO Tariff, these power management requirements establish only a maximum output limit. There is no requirement for the Eligible Intermittent Resource to maintain a level of power output beyond the capabilities of the available energy source.
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> An Asynchronous Generating Facility shall provide SCADA capability to transmit data and receive instructions from the Participating TO and CAISO to protect system reliability. The Participating TO and CAISO and the Asynchronous Generating Facility Interconnection Customer shall determine what SCADA information is essential for

its tariff amendment, the ISO indentified over 8,200 MW of asynchronous renewable resources seeking to interconnect to the ISO grid.[7] The ISO included in its tariff amendment proposed generator power management controls for asynchronous generating facilities.[8] As the ISO explained in its transmittal a letter, the ISO must maintain the reliability and security of the transmission system as asynchronous generating resources displace conventional generators in the coming years.[9] The ISO, therefore, proposed tariff revisions regarding three related components of generator power management: (1) active power management, (2) ramp rate limits and control, and (3) the calibrated reduction of output in response to over frequency conditions. With respect to active power management requirements, the ISO explained that situations occur on every transmission system where the system cannot absorb available generation. Therefore, the ability to control active power output is a standard characteristic of conventional resources and, based on currently available technology, should be a standard expectation for all resources seeking to interconnect to the grid, including asynchronous resources. The ISO argued that grid operators must be able to reduce the output of generators in cases where the grid is experiencing over-frequency conditions caused by system-wide over-generation, local transmission congestion caused by contingencies, planned

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> the proposed Asynchronous Generating Facility, taking into account the size of the plant and its characteristics, location, and importance in maintaining generation resource adequacy and transmission system reliability.
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> An Asynchronous Generating Facility must be able to receive and respond to Automated Dispatch System (ADS) instructions and any other form of communication authorized by the CAISO Tariff. The Asynchronous Generating Facility's response time should be capable of conforming to the periods prescribed by the CAISO Tariff.

7 ISO July 2, 2010 transmittal letter in Docket No. ER10-1706 at 2.

8 *Id.* at 23-30.

9 *Id.* at 2-3.

clearances, or unexpected generation output, or to address any other threat to system security that may be alleviated by reducing real power output.[10] In order to give asynchronous resources sufficient time to satisfy these new requirements, the ISO proposed to make these requirements effective as of January 1, 2012.[11] The Commission rejected the ISO's proposed power management requirements on the grounds that implementation and utilization issues must be determined prior to adoption of generator power management rules.[12] The ISO requested rehearing of that decision.

On March 21, 2011, Southwest Power Pool filed a tariff amendment to revise its pro-forma generator interconnection agreement to require interconnecting wind resources to have the capability to curtail output in increments of no more than 50 MW in a five-minute period for purposes of transmission reliability.[13] Southwest Power Pool explained that it predicts at least an additional 4,500 MW of wind-powered resources will seek to interconnect to its transmission system over the next few years.[14] Southwest Power Pool explained that it has existing authority to interrupt generator service, but argued that excessive curtailments may also impact

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[10] ISO July 2, 2010 transmittal letter in Docket No. ER10-1706 at 23-27.

[11] The ISO agreed to develop non-conforming interconnection agreement provisions for those generators that had purchased active power control equipment prior to May 18, 2010, the date the ISO's Board of Governors authorized it to make its tariff amendment.

[12] *California Independent System Operator Corp.*, 133 FERC ¶ 61,223, at PP 87-89.

[13] Southwest Power Pool March 21, 2011 transmittal letter in Docket No. ER11-3154. The active power management requirements proposed by Southwest Power Pool provide:

> To protect the reliability of the Transmission System, a Generating Facility that is a wind plant shall be capable of reducing its generation output in increments of no more than fifty (50) MW in five (5) minute intervals. The requirements may be met by using: (a) SCADA control of circuit breakers protecting wind farm collector distribution circuits, (b) automatic control of wind turbine power output, or (c) a combination of (a) and (b).

[14] *Id.*at fn. 2.

the reliability of the transmission system because system operators must redispatch other units to replace lost generation and may create the need for other curtailments unrelated to the constraint.[15] Southwest Power Pool asserted its proposed requirement would allow its operators to request partial reductions from wind resources consistent with the time frame for dispatch instructions issued by its market system.[16] The *Southwest Power Pool Decision* accepted this tariff amendment on May 19, 2011, finding that the proposed power management requirement was a just and reasonable approach to ensuring the continued reliability of Southwest Power Pool's transmission grid[17]

IV. ARGUMENT

The rationale supporting approval of Southwest Power Pool's tariff amendment also supports granting the ISO's request for rehearing and approving the ISO's tariff amendment as it pertains to active power management requirements for asynchronous resources. The *Southwest Power Pool Decision* determined that Southwest Power Pool's proposed requirements were just and reasonable because they will ensure continued reliability of the grid.[18] This finding is based on the facts that the inability of a wind resource to reduce output incrementally can result in over-curtailments that can have adverse reliability impacts and that the large influx of wind resources expected to interconnect to the Southwest Power Pool transmission system will only exacerbate concerns regarding over-curtailment.[19] This same logic

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15 Southwest Power Pool March 21, 2011 transmittal letter in Docket No. ER11-3154 at 3-4.

16 *Id*. at 4-5.

17 *Southwest Power Pool Decision* at PP 12-13.

18 *Id.* at P 12.

19 *Id*. at P 13.

applies to the ISO's transmission system and should extend equally to both wind and solar photovoltaic resources.

Like Southwest Power Pool, the ISO has existing authority to interrupt generator service.[20] Also like Southwest Power Pool, the ISO proposal encourages partial reductions in output by allowing resources to control their active power management. As demonstrated in supporting testimony, the active power management capability proposed by the ISO is technically feasible and does not result in unreasonable costs to generators.[21] In addition, the ability to reduce output in increments allows for a more orderly curtailment without interrupting the entire output of the wind or solar photovoltaic facility. This capability serves to mitigate the commercial effect of curtailment orders. As part of its tariff amendment, the ISO submitted expert commentary that states:

> … [A]ny grid operator, including CAISO, *always* has the ability to curtail (up to an[d] including disconnecting) any generator for reliability reasons. That is true today. If power producers want to connect, they are subject to this now. The proposed technology rule will, in fact, reduce risk to large PV producers by providing CAISO with a mechanism that can be used with more finesse, and therefore affecting less potential energy production, than the present in-place requirement that will result in CAISO just opening the plant breaker.[22]

The Commission rejected the ISO's proposal without prejudice because the precise manner by which the ISO would implement and utilize the proposed active power management capability remains to be determined.[23] The ISO filed a request

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[20] ISO Tariff, Appendix BB and CC at Article 9.7.2.

[21] Attachment D to ISO July 2, 2010 transmittal letter in Docket No. ER10-1706, Prepared Testimony of Reigh Walling at 34-39.

[22] Attachment F to ISO July 2, 2010 transmittal letter in ER10-1706: Memorandum of GE Energy dated April 28, 2010 at section 4.3 attached to Memorandum to ISO Board of Governors dated May 10, 2010.

[23] *California Independent System Operator Corp.*, 133 FERC ¶ 61,223, at P 87.

for rehearing on this issue because the ISO did provide an explanation of the operational circumstances in which these capabilities would assist grid operators, even pending the development of other implementation and market protocols. Specifically, the ISO identified system wide over-frequency and local transmission congestion as operational situations in which it may be necessary to reduce output from resources interconnected to the ISO grid, including asynchronous generating facilities.[24] By partially reducing output in these situations, all resources can contribute to maintaining frequency and resolving localized constraints on the transmission system. This argument mirrors the rationale supporting the Commission's acceptance of Southwest Power Pool's tariff amendment requiring active power management controls for wind resources – namely, maintaining transmission system reliability. The Commission should consider the rationale supporting the *Southwest Power Pool Decision* in considering the ISO's request for rehearing, and given the similarity in rationales between the Southwest Power Pool and ISO proposals, the Commission should grant the ISO's request for rehearing relating to active power management.[25]

V. CONCLUSION

The Commission should consider in the context of this proceeding its finding that active power management controls for wind resources interconnecting to the Southwest Power Pool transmission system are just and reasonable. The ISO has proposed active power management controls for wind and solar photovoltaic

[24] ISO September 30, 2010 Request for Rehearing in Docket No. ER10-1706 at 18, *citing* the ISO's July 2, 2010 transmittal letter in Docket No. ER10-1706 at 23-24.

[25] *See Idaho Power Co. v. FERC* 312 F.3d 454, 464 (D.C. Cir. 2002). (Inconsistent decisions without appropriate justification may evidence arbitrary decision-making under the Administrative Procedures Act)

resources based on the same rationale – transmission system reliability – that supported the *Southwest Power Pool* Decision's acceptance of Southwest Power Pool's requirements for wind resources. Consistent with this rationale, the Commission should grant the ISO's request for rehearing and authorize the ISO apply its proposed active power management requirements to wind and solar photovoltaic interconnection customers.

Dated: June 15, 2011

Respectfully submitted,

By: *<u>/s/ Grant Rosenblum</u>*

Nancy Saracino
General Counsel
Sidney Davies
Assistant General Counsel
Grant Rosenblum
Senior Counsel
California Independent System Operator Corporation
250 Outcropping Way
Folsom, CA 95630
Tel: (916) 608-7138
Fax: (916) 608-7296
grosenblum@caiso.com

Attorneys for the California Independent System Operator Corporation

Michael Kunselman
Bradley R. Miliauskas
Alston & Bird LLP
The Atlantic Building
950 F Street, NW
Washington, DC 20004
Tel: (202) 756-3300
Fax: (202) 654-4875

ATTACHMENT A

135 FERC ¶ 61,148
UNITED STATES OF AMERICA
FEDERAL ENERGY REGULATORY COMMISSION

Before Commissioners: Jon Wellinghoff, Chairman;
Marc Spitzer, Philip D. Moeller,
John R. Norris, and Cheryl A. LaFleur.

Southwest Power Pool, Inc. Docket No. ER11-3154-000

ORDER APPROVING TARIFF REVISION

(Issued May 19, 2011)

1. On March 21, 2011, Southwest Power Pool, Inc. (SPP) filed a proposed amendment to Appendix C of its *pro forma* Generator Interconnection Agreement (GIA) to require that wind-powered generating facilities that execute GIAs after May 21, 2011 be capable of reducing generation output in increments of no more that 50 MW in five minute intervals, when required to curtail to protect the reliability of the transmission system. As discussed below, the Commission accepts the proposed amendment, to become effective May 21, 2011.

I. Background

2. As a Commission-approved Regional Transmission Organization (RTO), SPP provides open access transmission tariff service over more than 50,000 miles of transmission lines in eight states. SPP also administers the generation interconnection queue, operates the Energy Imbalance Market and ensures the reliable operation of the transmission system.

3. SPP states that the proposed amendment was fully vetted in the SPP stakeholder process. On December 2, 2010, the Operating Reliability Working Group (ORWG) reviewed the proposal. The following week on December 8, 2010, the Regional Tariff Working Group (RTWG), unanimously approved the proposal. On January 10 and 11, 2011, the Markets and Operations Policy Committee approved the proposed tariff amendment with no opposition. Lastly, on January 25, 2011, the SPP Board of Directors approved the proposal by consent.[1]

[1] SPP Transmittal Letter dated March 21, 2011 at 4 (SPP Transmittal Letter).

II. SPP's Filing

4. SPP proposes to amend Appendix C, Interconnection Details, of the *pro forma* GIA to add the following language:

> **Wind Generating Facility Output Reduction**
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> To protect the reliability of the Transmission System, a Generating Facility that is a wind plant shall be capable of reducing its generation output in increments of no more than fifty (50) MW in five (5) minute intervals. The requirements may be met by using: (a) SCADA control of circuit breakers protecting wind farm collector distribution circuits, (b) automatic control of wind turbine power output, or (c) a combination of (a) and (b).

5. SPP states that the proposed amendment is needed to protect the reliability of its transmission system. SPP explains that coal-fired and gas turbine generators are capable of reducing their outputs incrementally in response to curtailment directives, because they are able to control their fuel source. However, due to the intermittent nature of wind, not all wind generating facilities are capable of incrementally reducing output. Instead, according to SPP, such facilities are only able to respond to curtailment requests by opening their plant interconnection breaker, thereby reducing output to zero. SPP adds that this abrupt cessation in output, when only a reduction in output is necessary, can cause excessive curtailments that can adversely affect the reliability of the transmission system. SPP claims that such fluctuations on the transmission system can cause voltage control and regulation issues on the transmission system. According to SPP, when these fluctuations occur, SPP is forced to respond to a lack of capacity on the system and redispatch other units to replace the lost generation.[2]

6. SPP emphasizes that the effects of over-curtailments likely will worsen because of the expected addition of 4,500 MW in wind-powered resources that are scheduled to interconnect to the SPP transmission system in the next few years.[3] SPP states that to address this issue, SPP proposes to amend the *pro forma* GIA as noted above to be applicable to wind generators that execute GIAs after the May 21, 2011 effective date.

7. SPP explains that the 50 MW increment limit is appropriate because it provides flexibility benefits, as it enables SPP operators to call upon wind resources for partial output reductions. According to SPP, the 50 MW increment amount corresponds to the

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[2] *Id*. at 3.

[3] SPP notes that it has 3,500 MW of wind generation interconnected to its transmission system.

amount a transmission system may reduce without calling a reserve sharing event that requires assistance. SPP states that the five minute requirement is reasonable, because SPP needs generators to respond quickly when asked to reduce output, and because the time interval is consistent with the SPP market system, which sends dispatch instructions every five minutes, including instructions to curtail.[4]

III. Notice of Filing and Responsive Pleadings

8. Notice of SPP's filing was published in the *Federal Register,* 76 Fed. Reg. 17,407 (2011), with interventions and protests due on or before April 11, 2011. Sunflower Electric Power Corporation (Sunflower) and Mid-Kansas Electric Company, LLC (Mid-Kansas) (collectively, the Joint Parties) filed a joint motion to intervene and comments. Western Farmers Electric Cooperative (WFEC) also filed a motion to intervene and comments. The following entities also filed timely motions to intervene: NextEra Energy Resources, LLC, Golden Spread Electric Cooperative, Inc., and Exelon Corporation. On April 13, 2011, Xcel Energy Services Inc (Xcel) filed a motion to intervene out-of-time.

9. The Joint Parties state that SPP's proposed tariff amendment is just, reasonable and not unduly discriminatory and should be accepted as filed, noting that the proposed amendment was adopted through an open and transparent stakeholder review process. They explain that the proposed amendment is a good starting point that will help to protect the reliability of the SPP transmission system. The Joint Parties also maintain that although the proposed amendment only applies to new wind resources, it may be necessary in the future to change market and scheduling rules to apply to all resources. The Joint Parties state that the proposed tariff amendment is a modest step to gain additional control over variable energy resources.[5]

10. WFEC also fully supports SPP's proposed tariff amendment and states that the amendment is appropriately tailored and grants wind-powered resources the flexibility to comply with the requirements. Thus, WFEC states that the proposed amendment should be approved. However, WFEC states that because existing wind generating facilities create the same reliability risks as the new wind generators, the new requirements should

[4] SPP Transmittal Letter at 4 - 5.

[5] Joint Parties Comments at 4 (citing the Commission's notice of proposed rulemaking *Integration of Variable Energy Resources,* 133 FERC ¶ 61,149 (2010), where the Commission stated, "existing practices as well as the ancillary services used to manage system variability were developed at a time when virtually all generation on the system could be scheduled with relative precision and when only load exhibited significant degrees of within-hour variation.").

also apply to the existing wind generation already interconnected to the SPP transmission system.[6] At a minimum, WFEC contends that transmission owners should be permitted to seek amendment of existing GIAs to adopt the curtailment provision.[7]

IV. Discussion

A. Procedural Matters

11. Pursuant to Rule 214 of the Commission's Rules of Practice and Procedure, 18 C.F.R. § 385.214 (2010), the notice of intervention and timely, unopposed motions to intervene serve to make the entities that filed them parties to this proceeding. Pursuant to Rule 214(d) of the Commission's Rules of Practice and Procedure, 18 C.F.R. § 385.214(d) (2010), the Commission will grant Xcel's late filed motion to intervene given its interest in the proceeding, the early stage of the proceeding, and the absence of undue prejudice or delay.

B. Commission Determination

12. As discussed below, we accept for filing SPP's proposed amendment to the *pro forma* GIA, Appendix C, Interconnection Details, to become effective May 21, 2011, as requested. Approval of this proposed amendment under the independent entity variation standard is appropriate here.[8] SPP is an independent entity seeking to revise its GIA to address regional concerns regarding the impacts of SPP wind resources on the reliability of SPP's transmission system. We find that the proposed amendment not only accomplishes the purposes of Order 2003,[9] but also is a just and reasonable and not unduly discriminatory approach to ensure the continued reliability of SPP's transmission system.

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[6] WFEC Comments at 4.

[7] *Id*. at 4.

[8] *See, e.g., California Independent System Operator Corporation*, 133 FERC ¶ 61,223 at P 73, n.50 (2010) (explaining that "an RTO or ISO proposing a variation must demonstrate that the variation is just and reasonable, and not unduly discriminatory, and would accomplish the purposes of Order No. 2003.")

[9] *Standardization of Generator Interconnection Agreements and Procedures*, Order No. 2003, FERC Stats. & Regs. ¶ 31,146 (2003), *order on reh'g*, Order No. 2003-A, FERC Stats. & Regs. ¶ 31,160, *order on reh'g*, Order No. 2003-B, FERC Stats. & Regs. ¶ 31,171 (2004), *order on reh'g*, Order No. 2003-C, FERC Stats. & Regs. ¶ 31,190 (2005), *aff'd sub nom. Nat'l Ass'n of Regulatory Util. Comm'rs v. FERC*, 475 F.3d 1277 (D.C. Cir. 2007), *cert. denied*, 552 U.S. 1230 (2008).

13. SPP explains that the inability of existing SPP wind resources to reduce their output incrementally can result in over-curtailments that can have adverse reliability impacts on SPP's transmission system. We recognize that the expected addition of at least 4,500 additional MWs of wind generation onto SPP's transmission system in the next few years will only exacerbate concerns about over-curtailments, which may adversely affect reliability. Thus, we find that requiring new wind resources to be capable of incrementally reducing their output should alleviate such potentially harmful reliability conditions. In addition, we find the 50 MW curtailment increment to be just and reasonable because it provides SPP and/or the transmission owner the operational flexibility to request partial reductions in output. According to SPP, it also corresponds to the level of reduction that may be sustained without calling a reserve sharing event in SPP. Similarly, according to SPP, the five minute response interval corresponds to the five minute dispatch signal in the SPP market system.

14. We will deny WFEC's request that the proposed amendment be applicable to existing wind resources interconnected to SPP's system. Our review indicates that the proposal is intended to address the effects of over-curtailments that could increase significantly over time as SPP expects the amount of wind generation to more than double over the next several years. We find that there is no basis in the record at this time to apply the proposed amendment to existing resources.

The Commission orders:

(A) SPP's proposed tariff amendment to the *pro forma* GIA, Appendix C is accepted to become effective May 21, 2011, as discussed in the body of this order.

(B) Western Farmers Electric Cooperative's request that the proposed curtailment requirements be applicable to existing generators is hereby denied, as discussed in the body of this order.

By the Commission.

(S E A L)

Kimberly D. Bose,
Secretary.

CERTIFICATE OF SERVICE

I hereby certify that I have served the foregoing document upon the parties listed on the official service list in the captioned proceeding, in accordance with the requirements of Rule 2010 of the Commission's Rules of Practice and Procedure (18 C.F.R. § 385.2010).

Dated at Folsom, California this 15th day of June, 2011.

/s/ Anna Pascuzzo

Anna Pascuzzo