

**BEFORE THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF CALIFORNIA**

Order Instituting Rulemaking to Consider Smart Grid Technologies Pursuant to Federal Legislation and on the Commission's own Motion to Actively Guide Policy in California's Development of a Smart Grid System.

Rulemaking 08-12-009  
Filed December 18, 2008

**Comments of the California Independent System Operator Corporation**

The California Independent System Operator Corporation ("ISO") submits these comments to encourage the California Public Utilities Commission to adopt smart grid policies that enhance the efficiency of California's transmission grid, maintain system reliability, and correspond with smart grid development efforts by federal authorities. As the operator of California's electric transmission grid, the ISO has a keen interest in the process of developing and adopting effective smart grid technologies in California. The ISO welcomes this opportunity to be part of that process.

The ISO files these comments consistent with the schedule adopted in the Order Instituting Rulemaking 08-12-009 and Article 6 of the Commission's Rules of Practice and Procedure. The ISO provides brief responses to selected questions set forth in the Order Instituting Rulemaking. The ISO intends to participate as an active party in this proceeding, and the issues raised by the ISO in this initial filing do not necessarily reflect the full scope of issues the ISO may ultimately address in the course of the proceeding.

## **I. Scope of Proceeding, Category, Need for Hearing, and Schedule**

The term “smart grid” is rather new and its precise meaning is still unclear. At present, it refers to a variety of technologies and practices that aim to make the electric transmission grid work more efficiently. Because this term has a broad meaning, the ISO views the broad scope of the proceeding, at this stage, to be appropriate. As the proceeding continues, however, the Commission should, to the extent possible, narrow the focus of its inquiry on those aspects of a smart grid approach that present the greatest potential for improving the efficiency of the grid and advancing California’s other energy policy goals such as the integration of demand response and renewable resources.

The ISO concurs with the preliminary categorization of this proceeding as quasi-legislative, the preliminary determination that hearings are not necessary, and the proposed schedule. The ISO supports the use of workshops to help develop a record in this proceeding. The ISO also recommends that the Commission consider forming working groups comprised of key industry and agency stakeholders to assess and develop priorities that may assist the Commission in advancing the implementation of a smart grid. These working groups would likely help focus discussion among interested groups and provide the framework for the decisions which the Commission needs to make in this proceeding. The ISO has participated in similar working groups addressing demand response issues, and the ISO believes this approach was effective in assisting the Commission. Through such an interactive process, the Commission and interested parties can develop a more defined concept of smart grid technology that has the potential to benefit California.

## II. Responses to Questions in the Order Instituting Rulemaking

As a preliminary matter, the ISO agrees that the Commission should evaluate the status of a smart grid in California. From this evaluation, the Commission may explore means to incorporate additional functionality to improve the grid consistent with applicable federal and state laws. In this respect, the ISO urges the Commission to take an end-to-end view of the electricity grid as it develops smart grid policies. The Commission should also view smart grid technology not solely as an end in itself, but as an opportunity and a means to facilitate many of California's important policy goals. As explained below, the ISO is willing to assist the Commission in this effort and identify means to incorporate additional functions to improve the efficiency and reliability of the transmission grid.

The ISO recommends that the Commission consider smart grid implementation efforts by federal authorities and solicit participation of entities involved in those efforts as part of workshops in this proceeding. The United States Department of Energy ("DOE"), in particular, has already devoted much attention to this matter through the use of industry working groups.<sup>1</sup> The Commission should consider DOE's efforts as it proceeds to adopt smart grid policies for California. These ongoing efforts can help inform the Commission's process. The ISO also recommends that, where possible, the Commission adopt policies that adhere to common standards and protocols.

Standardization of smart grid technologies is especially important with the transmission

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<sup>1</sup> See, e.g., ELEC. ADVISORY COMM., U.S. DEP'T OF ENERGY, SMART GRID: ENABLER OF THE NEW ENERGY ECONOMY (2008), available at <http://www.oe.energy.gov/DocumentsandMedia/final-smart-grid-report.pdf>. A more complete record of the Department of Energy's smart grid activities is available at <http://www.oe.energy.gov/smartgrid.htm>.

grid so that there is uniformity among transmission owner service territories, as well as with other jurisdictions, in the West.

Finally, the ISO intends to consider proposed smart grid transmission projects that are submitted through the ISO's transmission planning process established by Order No. 890 of the Federal Energy Regulatory Commission.<sup>2</sup> The ISO will also continue to work collaboratively with entities seeking to deploy smart grid technologies in California.

### **Principles and Criteria**

1. Does the following list include the appropriate principles and criteria to guide the Commission's decisions in this proceeding regarding the possible development of a smart grid in California? Explain any modifications you propose.

- Cost effectiveness;
- Interoperability of a smart grid system with non-traditional as well as traditional generation;
- Interoperability of a smart grid with current and future investments in infrastructure, including advanced metering protocols;
- Ability to enable distribution and transmission automation, e.g., be self-healing and adaptive;
- Ability to reduce overall usage (especially peak usage) because it will be interactive and price responsive, and
- Maintenance of system security and reliability.

### **ISO Response:**

The aforementioned principles and criteria constitute a sound and reasonable basis to guide the Commission's decisions in this proceeding. In addition to the above list, the ISO recommends including the following principles: (1) ability to reduce congestion and

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<sup>2</sup> *Preventing Undue Discrimination and Preference in Transmission Service*, Order No. 890, FERC Stats. & Regs. ¶ 31,241 (2008). See also ISO TARIFF APPENDIX EE, available at <http://www.caiso.com/2085/2085f4c3d980.pdf> and BUSINESS PRACTICE MANUAL FOR TRANSMISSION PLANNING PROCESS, available at <http://www.caiso.com/2024/20246de967b0.pdf>. Upon implementation of the ISO's Market Redesign and Technology Upgrade, the transmission Planning Process will be in § 24 of the ISO's Tariff.

constraints on California's transmission system; (2) standardization, to the extent appropriate, and compatibility with Federal smart grid policies; (3) ability to help achieve Renewable Portfolio Standard ("RPS") and greenhouse gas reduction goals; and (4) capability of making operation of California's transmission system more efficient.

### **EISA Questions**

2. Should the Commission require that, prior to undertaking investments in non-advanced grid technologies, an electric utility demonstrate to the Commission that the electric utility considered an investment in a qualified smart grid system, pursuant to PURPA § 111(d)(16)(A) added by EISA § 1307(a)?
3. Should the Commission authorize each electric utility to recover from ratepayers any capital, operating expenditure, or other costs of the electric utility relating to the deployment of a qualified smart grid system, including a reasonable rate of return on the capital expenditures of the electric utility for the deployment of a qualified smart grid system, pursuant to PURPA § 111(d)(16)(B) added by EISA § 1307(a)?
4. Should the Commission authorize any electric utility or other party deploying a qualified smart grid system to recover in a timely manner the remaining book-value costs of any equipment rendered obsolete by the deployment of a qualified smart grid system, based on the remaining depreciable life of the obsolete equipment, pursuant to PURPA § 111(d)(16)(C) added by EISA § 1307(a)?
5. For purposes of the preceding three questions, how should "qualified smart grid system" be defined? Should any grid that has some or all of the characteristics cited in EISA § 1301 and performs some or all of the functions cited in EISA § 1306(d) be classified as a "qualified smart grid system"?
6. How should investments and other costs of a qualified smart grid system be determined for purposes of considering recovery from ratepayers? In particular, should the investment standards in EISA § 1306(b), excluding investments specified in EISA § 1306(c), be used to determine investments in qualified smart grid systems that may warrant ratepayer recovery?
7. Should the Commission implement the standard regarding smart grid information contained in PURPA § 111(d)(17) added by EISA § 1307(a)?

8. Is each California utility complying with the standard for the information that electricity providers must provide to electricity purchasers and other interested persons pursuant to PURPA § 111(d)(17) added by EISA § 1307(a)? If not, which part(s) of the standard is each utility not complying with and what efforts are underway to comply with the standard? If a utility is complying, please provide further details on how the utility complies.

**ISO Response:**

The Commission should, at a minimum, adopt the characteristics of a qualified smart grid and the definition of smart grid functions as set forth in §§ 1301 and 1306(d) of the Energy Independence and Security Act of 2007 (“EISA”). For example, the DOE’s Electricity Advisory Committee has issued a report that recommends among other things that the DOE develop a roadmap to achieve a coordinated nationwide cost effective deployment of smart grid technologies.<sup>3</sup> As this effort proceeds, the Commission should coordinate this proceeding with the DOE’s findings. At this time, the ISO has no response to the other questions listed above but may reply to other parties’ comments or may raise additional issues as this matter proceeds.

**Requirements of a California Smart Grid System**

9. What should the characteristics or requirements be for a California smart grid? Should they be the same as those established for a “qualified smart grid system”? (See Question 5 above.)

10. How could a smart grid system in California affect the following areas of concern?

- a. Increase energy conservation and energy efficiency;
- b. Increase demand response;
- c. Increase renewable energy;
- d. Reduce greenhouse gas emissions;

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<sup>3</sup> SMART GRID: ENABLER OF THE NEW ENERGY ECONOMY, *supra* note 1, at 17.

- e. Improve system reliability; and
- f. Lower consumer costs.

**ISO Response:**

The Commission should, at a minimum, adopt the characteristics of a qualified smart grid identified in §1301 of EISA. These characteristics include increased use of digital information and controls to improve reliability, security, and efficiency of the electric grid. Section 1301 also identifies dynamic optimization of grid operations and resources as characteristics of a smart grid. The Commission should incorporate these and other characteristics specified in § 1301 in establishing the characteristics of a smart grid in California. Smart grid technologies could have positive impacts on all of the important policy goals listed in question 10. However, the magnitude of the impact will depend on the specific technology as well as the success in implementing that technology on the grid.

**State of the Smart Grid in California**

11. What progress has each utility made toward establishing a smart grid? In answering this question, please provide details on progress related to each of the ten characteristics identified in EISA § 1301 and repeated below:

- a. Increased use of digital information and controls technology to improve reliability, security, and efficiency of the electric grid.
- b. Dynamic optimization of grid operations and resources, with full cyber-security.
- c. Deployment and integration of distributed resources and generation, including renewable resources.
- d. Development and incorporation of demand response, demand-side resources, and energy-efficiency resources.
- e. Deployment of “smart” technologies (real-time, automated, interactive technologies that optimize the physical operation of

appliances and consumer devices) for metering, communications concerning grid operations and status, and distribution automation.

- f. Integration of “smart” appliances and consumer devices.
- g. Deployment and integration of advanced electricity storage and peak-shaving technologies, including plug-in electric and hybrid electric vehicles, and thermal-storage air conditioning.
- h. Provision to consumers of timely information and control options.
- i. Development of standards for communication and interoperability of appliances and equipment connected to the electric grid, including the infrastructure serving the grid.
- j. Identification and lowering of unreasonable or unnecessary barriers to adoption of smart grid technologies, practices, and services.

**ISO Response:**

These questions appropriately seek to inventory the state of California’s smart grid. The ISO is willing to assist the Commission in this effort through workshops to develop an understanding of the state of the transmission grid and what additional functions and technologies may improve the efficiency and reliability of the transmission grid. By way of example, the ISO is working to utilize synchro-phasor technology to measure operational conditions on portions of the transmission grid by means of satellite communications. However, this capability is currently limited. In addition, the ISO lacks telemetry over certain lower voltage transmission facilities under its operational control. The ISO recommends cost-effective investments in new infrastructure that permit visibility over the entire ISO controlled grid as a means to enhance grid reliability.

**Standards as Part of a Smart Grid**

12. Are standards needed as part of a smart grid? If so, in what areas are standards needed to integrate components into the grid, e.g., interoperability standards for distributed generation, distributed storage, plug-in hybrid and electric vehicles, home area networks, in-home displays, energy management systems, etc.?



13. For each type of standard that is needed please answer the following:
- a. Who should issue the standards, e.g., the National Institute of Standards and Technology, American National Standards Institute, Institute of Electrical and Electronics Engineers, and/or the Commission?
  - b. What standard-making processes are already underway?
  - c. What is or should be the role of the California utilities in the standards-making process?
14. What specific standards, if any, should the Commission adopt in this proceeding, and why? What type of standards should the Commission avoid because they risk obsolescence or might lead to unnecessary costs?
15. What types of standards should be common across California utility service territories? Do characteristics of each utility's transmission and distribution system (e.g., different mix of overhead versus underground wires) suggest that some types of standards are unnecessary?
16. What type of standards or protections, if any, are needed to allow secure access by approved market participants or third parties, such as Electric Service Providers or demand response aggregators? Would "guidance" work in lieu of standards?

**ISO Response:**

As the Commission examines whether and what standards are needed to implement smart grid technologies in California, the ISO recommends that the Commission adopt a policy that adheres to common standards and protocols where these exist to ensure uniformity among transmission owner service territories as well as with other jurisdictions in the West. The ISO emphasizes that standards should seek to enhance interoperability for smart grid technologies that successfully integrate demand response and renewable resources. According to DOE, smart grid technology can be seen as consisting of five elements: (1) integrated communications; (2) sensing and measurement; (3) advanced components; (4) advanced controls; and (5) improved

interfaces and decision support.<sup>4</sup> The Commission should consider the question of whether and what standards it may need to adopt from the perspective of these five factors.

“Integrated Communications” connect components of the grid to an open architecture for real-time information and control, allowing every part of the grid to both “talk” and “listen.” Integrated communications will allow for real-time control, information, and data exchange to optimize system reliability, asset utilization, and security.

“Sensing and Measurement Technologies” support faster and more accurate responses such as for remote monitoring, time of use pricing, and demand side management applications. Sensing and measurement are necessary to evaluate congestion and grid stability and monitoring equipment health among other uses. These technologies have the potential to revolutionize the management of power systems by responding to system conditions in a rapid, dynamic fashion.

“Advanced Components,” resulting from innovations in superconductivity, fault tolerance, storage, power electronics, and diagnostics components, are changing fundamental abilities and characteristics of grids. Technologies within these broad categories include among others first and second generation superconducting wire, high-temperature superconducting cable, distributed energy generation and storage devices, composite conductors, and “intelligent” appliances.

“Advanced Controls” for power system automation enable rapid diagnosis of, and precise solutions to, specific grid disruptions or outages. Three technology categories for

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<sup>4</sup> OFFICE OF ELEC. DELIVERY & ENERGY RELIABILITY, U.S. DEP’T OF ENERGY, THE SMART GRID: AN INTRODUCTION 29 (2008), *available at* <http://www.oe.energy.gov/1165.htm>.

advanced control methods are: distributed intelligent agents (*e.g.*, control systems), analytical tools (*e.g.*, software algorithms and high-speed computers), and operational applications (*e.g.*, Supervisory Control and Data Acquisition, known as SCADA, and substation automation).

“Improved Interfaces and Decision Support” permit reduced complexity of information systems so that operators and managers have tools to effectively and efficiently operate a grid with an increasing number of variables. Technologies include visualization techniques that reduce large quantities of data into easily understood visual formats, software systems that provide multiple options when system operator actions are required, and simulators for operational training.

In general, technology standards facilitate either the interoperability or the interchangeability of system components. These functions are important, for example, in the case of integrated communications, where standard protocols are required for widespread exchange of information. Similarly, a standard interface for sensing and measurement equipment would allow the substitution of one intelligent electronic device for another without the need for adapters or reengineering. In such areas, the Commission should focus on either developing standards or recognizing existing standards. However, in other areas standards may be less important. For example, while there may be best practices associated with improved interfaces and decision support, there may be less need for formal standards in this area. One of the challenges facing a regulatory body is the specification of an appropriate set of standards that will result in benefits from the adoption of standards, while not over-prescribing standards to the detriment of competition and innovation. The ISO believes that in the course of the

proceeding, the Commission should recognize where standards would be helpful in developing a smart grid and where standards pose the danger of being over-prescriptive and thereby frustrating innovation.

Moreover, a number of existing standards already are applicable to smart grid technologies and there are many groups actively pursuing the development of new smart grid-related standards. Any decision affecting standards development should leverage the significant amount of prior work in this area, as well as try to harmonize new and emerging standards across borders and regions as appropriate. In areas where a standard is warranted and a national standard is either already established or is in the process of being established, the Commission should respect the current process and should not make it less likely that a universal standard will develop. In such areas, the Commission should only consider exploring a new standard where the current standard seems highly problematic or where a regional or statewide, rather than a national, standard is appropriate.

The ISO concurs with the Commission that it should devote at least one workshop to the issue of integration and interoperability in order to assess what role the Commission should have in the development or synchronization of standards for a California smart grid which is ultimately connected to the entire Western grid.

### **Cost and Benefits of a Smart Grid**

17. Given the IOUs' existing transmission and distribution infrastructure and policy programs, to what extent will incremental investments be required in additional smart grid technologies?

18. How should the Commission assess the cost-effectiveness and reasonableness of smart grid-related expenditures?

19. What types of costs would be associated with deploying a smart grid?
20. How should any smart grid upgrades that are approved by the Commission be staged over a reasonable time horizon that mitigates rate impacts?
21. Should smart grid-related costs be borne by ratepayers, shareholders, or third parties?
22. What types of benefits would result from a smart grid? Which benefits can be easily quantified, and how? Which benefits are difficult to quantify, and how should they be addressed?
23. How should a competitive bidding process for IOU investments in smart grid technology be structured and monitored? Are existing competitive procurement processes sufficient?

**ISO Response:**

The ISO does not have a response to the cost side of this question at this time, but as a general matter, the ISO believes that the benefits of a “smart grid” (defined broadly) should be viewed as comprehensive and integral to several key energy policy goals. The ISO will elaborate further on this concept in future comments, but as an example, smart grid technology will be an essential component to achieving RPS goals beyond 20%. Given the amounts and types of renewable energy that will be necessary in order for the State to reach, for example, a 33% RPS goal, there will be a significant need to upgrade and integrate equipment on the distribution grid. This, in turn, will require “smart” communication with the transmission grid. Depending upon how one defines “smart grid,” energy storage may also fit into this category, as some emerging technologies involve inclusion of remote batteries to mitigate renewable energy intermittency.

**Deploying a Smart Grid in California**

24. How should a smart grid be deployed? What should a utility do in order to successfully deploy smart grid technology?

25. What type of regulatory approach should the Commission take to support the development of a cost-effective smart grid?
26. What, if any, regulatory barriers to the deployment of a smart grid should the Commission address?
27. If the Commission requires the utilities to develop smart grid deployment plans, what should those plans consist of?
28. What milestones should the Commission use to measure the utilities' progress toward the development of a smart grid?

**ISO Response:**

The ISO has no response to these questions at this time but may reply to other parties' comments or may raise additional issues as this matter proceeds.

**Other Questions**

29. How should a smart grid interact with the operation of the transmission system and wholesale market? What is the role of the CAISO relative to a smart grid?
30. Will deployment of a smart grid further the State's Assembly Bill 32 greenhouse gas reduction goals? If so, how?
31. How will deployment of a smart grid system impact the Commission's Planning Reserve Margins? Will a smart grid system impact the amount and type of generation necessary to meet peak demand? Off peak demand?
32. What other smart grid-related issues should the Commission address in this proceeding?

**ISO Response:**

Smart grid technologies likely will have significant impacts on the operation of the transmission grid and wholesale electricity market. These technologies may strengthen grid reliability and stability and improve congestion management. Smart grid technologies may also facilitate many wholesale market initiatives such as the integration of demand response and renewable resources. The ISO will participate in this proceeding

to assist the Commission and interested parties in exploring what policies may be appropriate to encourage the deployment of smart grid technologies. Additionally, the ISO will identify system and local transmission needs and consider transmission proposals, including smart grid applications, as part of its transmission planning process. This planning process results in an annual transmission plan that is publicly available.

In addition, the ISO will continue to work collaboratively with entities seeking to deploy smart grid technologies in California. The ISO currently operates a facility for the investigation of smart grid-related technologies (the DR365 Demonstration Laboratory), where recent work has addressed the integration of distributed demand-side resources to enable centralized dispatching of remote loads for reliability or market reasons. Experience has shown the clear need for technical standards (to lower barriers to integration) and the potential value of prior California-supported initiatives to provide candidates for these standards (such as Open Automated Demand Response and DRBizNet). The ISO will continue to investigate these topics and collaborate with relevant entities to develop and promote standards for the smart grid.

### III. Conclusion

The ISO appreciates the opportunity to submit these initial comments and looks forward to working with the Commission and all interested parties as this matter proceeds to identify state policies to guide the deployment of smart grid technologies in California.

Respectf

ully submitted,

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**CERTIFICATE OF SERVICE**

I HEREBY CERTIFY THAT ON FEBRUARY 9, 2009. I SERVED, BY  
ELECTRONIC MAIL AND UNITED STATES MAIL, A COPY OF COMMENTS  
OF THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR CORPORATION  
TO EACH PARTY IN DOCKET NO. R.08-12-009.

Executed on February 9, 2009 at  
Folsom, California

*/s/ Jane Ostapovich //*

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