Group Comments on NERC Standard TPL-007-1 – Transmission System Planned Performance for Geomagnetic Disturbance Events

November 21, 2014

Draft standard TPL-007-1, "Transmission System Planned Performance for Geomagnetic Disturbance Events," is not a science-based standard. Instead, the apparent purpose of standard TPL-007-1 is to achieve a preferred policy outcome of the North American Electric Reliability Corporation (NERC) and its electric utility members: avoidance of installation of hardware-based protection against solar storms. The draft standard achieves this apparent purpose through a series of scientific contrivances that are largely unsupported by real-world data. Potential casualties in the millions and economic losses in trillions of dollars from severe solar storms instead demand the most prudent science-based standard.

A 2010 series of comprehensive technical reports, "Electromagnetic Pulse: Effects on the U.S. Power Grid"[1] produced by Oak Ridge National Laboratory for the Federal Energy Regulatory Commission in joint sponsorship with the Department of Energy and the Department of Homeland Security found that a major geomagnetic storm "could interrupt power to as many as 130 million people in the United States alone, requiring several years to recover."

A 2013 report produced by insurance company Lloyd's and Atmospheric and Environmental Research, "Solar Storm Risk to the North American Electric Grid,"[2] found that:

> "A Carrington-level, extreme geomagnetic storm is almost inevitable in the future. While the probability of an extreme storm occurring is relatively low at any given time, it is almost inevitable that one will occur eventually. Historical auroral records suggest a return period of 50 years for Quebec-level storms and 150 years for very extreme storms, such as the Carrington Event that occurred 154 years ago."
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> "The total U.S. population at risk of extended power outage from a Carrington-level storm is between 20-40 million, with durations of 16 days to 1-2 years. The duration of outages will depend largely on the availability of spare replacement transformers. If new transformers need to be ordered, the lead-time is likely to be a minimum of five months. The total economic cost for such a scenario is estimated at $0.6-2.6 trillion USD."

A 2014 paper published in the Space Weather Journal, "Assessing the impact of space weather on the electric power grid based on insurance claims for industrial electrical equipment"[3] by C. J. Schrijver, R. Dobbins, W. Murtagh, and S.M. Petrinec found:

> "We find that claims rates are elevated on days with elevated geomagnetic activity by approximately 20% for the top 5%, and by about 10%for the top third of most active days ranked by daily maximum variability of the geomagnetic field."
>
> "The overall fraction of all insurance claims statistically associated with the effects of geomagnetic activity is 4%."

"We find no significant dependence of the claims frequencies statistically associated with geomagnetic activity on geomagnetic latitude."

Given the extreme societal impact of a major solar storm and large projected economic losses, it is vital that any study by NERC in support of standard TPL-007 be of the highest scientific caliber and rigorously supported by real-world data. The unsigned white papers of the NERC Standard Drafting Team fail scientific scrutiny for the following reasons:

1. The NERC Standard Drafting Team contrived a "Benchmark Geomagnetic Disturbance (GMD) Event"[4] that relies on data from Northern Europe during a short time period with no major solar storms instead of using observed magnetometer and Geomagnetically Induced Current (GIC) data from the United States and Canada over a longer time period with larger storms. This inapplicable and incomplete data is used to extrapolate the magnitude of the largest solar storm that might be expected in 100 years—the so-called "benchmark event." The magnitude of the "benchmark event" was calculated using a scientifically unproven "hotspot" conjecture that averaged the expected storm magnitude downward by an apparent factor of 2-3. This downward averaging used data collected from a square area only 500 kilometers in width, despite expected impact of a severe solar storm over most of Canada and the United States.
2. The NERC Standard Drafting Team contrived a table of "Geomagnetic Field Scaling Factors" that adjust the "benchmark event" downward by significant mathematical factors dependent on geomagnetic latitude. For example, the downward adjustment is 0.5 for Toronto at 54 degrees geomagnetic latitude, 0.3 for New York City at 51 degrees geomagnetic latitude, and 0.2 for Dallas at 43 degrees geomagnetic latitude. These adjustment factors are presented in the whitepaper in a manner that does not allow independent examination and validation.
3. The NERC Standard Drafting Team first contrived a limit of 15 amps of GIC for exemption of high voltage transformers from thermal impact assessment based on limited testing of a few transformers. When the draft standard failed to pass the second ballot, the NERC Standard Drafting Team contrived a new limit of 75 amps of GIC for exemption of transformers from thermal impact assessment, again based on limited testing of a few transformers. The most recent version of the "Screening Criterion for Transformer Thermal Impact Assessment"[5] whitepaper uses measurements from limited tests of only three transformers to develop a model that purports to show all transformers could be exempt from the thermal impact assessment requirement. It is scientifically fallacious to extrapolate limited test results of idiosyncratic transformer designs to an installed base of transformers containing hundreds of diverse designs.

The above described contrivances of the NERC Standard Drafting Team are unlikely to withstand comparison to real-world data from the United States and Canada. Some public GIC data exists

for the United States and Canada, but the NERC Standard Drafting Team did not reference this data in their unsigned whitepaper "Benchmark Geomagnetic Disturbance Event Description." Some public disclosures of transformer failures during and shortly after solar storms exist for the United States and Canada, but the NERC Standard Drafting Team did not reference this data in their unsigned whitepaper "Screening Criterion for Transformer Thermal Impact Assessment."

NERC is in possession of two transformer failure databases.[6] [7] This data should be released for scientific study and used by the NERC Standard Drafting Team to develop a data-validated Screening Criterion for Transformer Thermal Impact Assessment. The NERC Standard Drafting Team failed to conduct appropriate field tests and collect relevant data on transformer failures, contrary to Section 6.0 of the NERC Standards Processes Manual, "Processes for Conducting Field Tests and Collecting and Analyzing Data."[8]

U.S. and Canadian electric utilities are in possession of GIC data from over 100 monitoring locations, including several decades of data from the EPRI SUNBURST system.[9] This GIC data should be released for scientific study and used by the NERC Standard Drafting Team to develop a data-validated Benchmark Geomagnetic Disturbance Event. The NERC Standard Drafting Team failed to conduct appropriate field tests and collect relevant data on measured GIC, contrary to Section 6.0 of the NERC Standards Processes Manual, "Processes for Conducting Field Tests and Collecting and Analyzing Data."[10]

The NERC whitepaper "Benchmark Geomagnetic Disturbance Event Description" contains "Appendix II – Scaling the Benchmark GMD Event," a system of formulas and tables to adjust the Benchmark GMD Event to local conditions for network impact modeling. Multiple comments have been submitted to the Standard Drafting Team showing that the NERC formulas and tables are inconsistent with real-world observations during solar storms within the United States.[11] [12] [13] While the NERC Standard Processes Manual requires that the Standard Drafting Team "shall make an effort to resolve each objection that is related to the topic under review," the Team has failed to explain why its methodology is inconsistent with measured real-world data.[14]

Even the most rudimentary comparison of measured GIC data to the NERC "Geomagnetic Field Scaling Factors" shows the methodology of "Appendix II—Scaling the Benchmark GMD Event" of whitepaper "Benchmark Geomagnetic Disturbance Event Description" is flawed. For example, this comment submitted in standard-setting by Manitoba Hydro:

> "GMD Event of Sept 11-13, 2014 - EPRI SUNBURST GIC data over this period suggests that the physics of a GMD are still unknown, in particular the proposed geoelectric field cut-off is most likely invalid. Based on the SUNBURST data for this period in time one transformer neutral current at Grand Rapids Manitoba (above 60 degrees geomagnetic latitude) the northern most SUNBURST site just on the southern edge of the auroral zone only reached a peak GIC of 5.3 Amps where as two sites below 45 degrees geomagnetic latitude (southern USA) reached peak GIC's of 24.5 Amps and 20.2 Amps. "[15]

In the above instance, if the NERC "Geomagnetic Field Scaling Factors" were correct and all other factors were equal, the measured GIC amplitude at 45 degrees geomagnetic latitude should have been 1 Amp (5.3 Amps times scaling factor of 0.2). Were other GIC data to be made publicly available, it is exceedingly likely that the "Geomagnetic Field Scaling Factors" would be invalidated, except as statistical averages that do not account for extreme events. Notably, the above observation of Manitoba Hydro is consistent with the published finding of C. J. Schrijver, et. al. that "We find no significant dependence of the claims frequencies statistically associated with geomagnetic activity on geomagnetic latitude."

The EPRI SUNBURST database of GIC data referenced in the above Manitoba Hydro comment should be made available for independent scientific study and should be used by the NERC Standard Drafting Team to correct its methodologies.

American National Standards Institute (ANSI)-compliant standards[16] are required by the NERC Standard Processes Manual. Because the sustainability of the Bulk Power System is essential to protect and promptly restore operation of all other critical infrastructures, it is essential that NERC utilize all relevant safety and reliability-related data supporting assessments of geomagnetic disturbance impacts on "critical equipment" and benefits of hardware protective equipment. Other ANSI standards depend upon and appropriately utilize safety-related data on relationships between structural design or protective equipment and the effective mitigation of earthquakes, hurricanes, maritime accidents, airplane crashes, train derailments, and car crashes.

Given the large loss of life and significant economic losses that could occur in the aftermath of a severe solar storm, and the scientific uncertainly around the magnitude of a 1-in-100 solar storm, the NERC Standard Drafting Team should have incorporated substantial safety factors in the standard requirements. However, the apparent safety factor for the "Benchmark GMD Event" appears to be only 1.4 (8 V/km geoelectric field used for assessments vs. 5.77 V/km estimated).

The NERC Standard Processes Manual requires that the NERC Reliability Standards Staff shall coordinate a "quality review" of the proposed standard.[17] Any competent quality review would have detected inconsistencies between the methodologies of the "Benchmark Geomagnetic Disturbance Event Description" and real world data submitted in comments to the Standard Drafting Team. Moreover, any competent quality review would have required that the Standard Drafting Team use real-world data from the United States and Canada, rather than Northern Europe, in developing the methodologies of the "Benchmark Geomagnetic Disturbance Event Description" and "Screening Criterion for Transformer Thermal Impact Assessment."

Draft standard TPL-007-1 does not currently require GIC monitoring of all high voltage transformers nor recording of failures during and after solar storms.[18] These requirements should be added given the still-developing scientific understanding of geomagnetic disturbance phenomena and its impact on high voltage transformers and other critical equipment.

Going forward, data on observed GIC and transformer failures during solar storms should be publicly released for continuing scientific study. NERC can and should substitute a science-based standard to model the benefits and impacts on grid reliability of protective hardware to prevent long-term blackouts due to solar geomagnetic storms.

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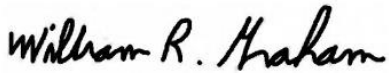

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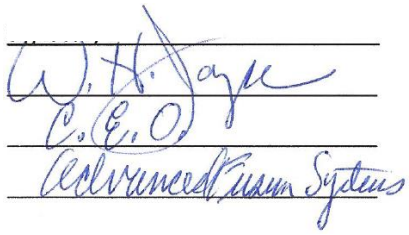

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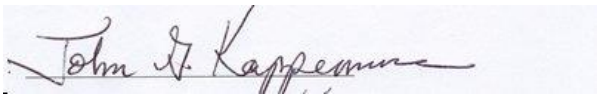

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Endnotes:

[1] "Electromagnetic Pulse: Effects on the U.S. Power Grid," Oak Ridge National Laboratory (June 2010) available at http://web.ornl.gov/sci/ees/etsd/pes/pubs/ferc_Executive_Summary.pdf.
[2] "Solar Storm Risk to the North American Electric Grid," Lloyd's and Atmospheric and Environmental Research (2013) available at https://www.lloyds.com/~/media/lloyds/reports/emerging%20risk%20reports/solar%20storm%20risk%20to%20the%20north%20american%20electric%20grid.pdf.
[3] "Assessing the impact of space weather on the electric power grid based on insurance claims for industrial electrical equipment," C. J. Schrijver, R. Dobbins, W. Murtagh, and S.M. Petrinec (June 2014) available at http://arxiv.org/abs/1406.7024.
[4] "Benchmark Geomagnetic Disturbance Event Description," NERC Standard Drafting Team (October 2014) available at http://www.nerc.com/pa/Stand/Project201303GeomagneticDisturbanceMitigation/Benchmark_GMD_Event_Oct28_clean.pdf.
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[6] "Generating Availability Data System (GADS)," NERC (Undated) available at http://www.nerc.com/pa/RAPA/gads/Pages/default.aspx.
[7] "Transmission Availability Data System (TADS),"NERC (Undated) available at http://www.nerc.com/pa/RAPA/tads/Pages/default.aspx.
[8] "Standard Processes Manual, Version 3," NERC (June 26, 2013), page 28, available at http://www.nerc.com/comm/SC/Documents/Appendix_3A_StandardsProcessesManual.pdf.
[9] "SUPPLEMENTAL INFORMATION SUPPORTING REQUEST FOR REHEARING OF FERC ORDER NO. 797, RELIABILITY STANDARD FOR GEOMAGNETIC DISTURBANCE OPERATIONS, 147 FERC ¶ 61209, JUNE 19, 2014 AND MOTION FOR REMAND," Foundation for Resilient Societies (August 2014) available at http://www.resilientsocieties.org/images/Resilient_Societies_Additional_Facts081814.pdf.
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[11] Comment of, "Examination of NERC GMD Standards and Validation of Ground Models and Geo-Electric Fields Proposed in this NERC GMD Standard," J. Kappenman and W. Radasky (July 30, 2014) available at http://www.nerc.com/pa/Stand/Project201303GeomagneticDisturbanceMitigation/WhitePaper_NERC_Model_Validation_07302014.pdf.
[12] "Comments of John Kappenman & Curtis Birnbach on Draft Standard TPL-007-1," J. Kappenman and C. Birnbach (October 10, 2014), available at http://www.nerc.com/pa/Stand/Project201303GeomagneticDisturbanceMitigation/GMD_comments_received_10152014_final.pdf.
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[15] "Comment of Manitoba Hydro" Joann Ross, (October 10, 2014), http://www.nerc.com/pa/Stand/Project201303GeomagneticDisturbanceMitigation/GMD_comments_received_10152014_final.pdf.

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