

LOUISIANA PUBLIC SERVICE COMMISSION

ORDER NUMBER U-37608

LOUISIANA PUBLIC SERVICE COMMISSION, EX PARTE.

Docket No. U-37608, In re: After-Action Review of Cleco Power and Entergy Louisiana's May 25, 2025 outages, pursuant to General Order dated April 13, 2017 (Docket No. R-32786).

(Decided at the October 23, 2025 Business and Executive Session.)

I. BACKGROUND

On May 25 at approximately 4:00 p.m. EST, thousands of customers of Entergy Louisiana, LLC ("Entergy" or "ELL") and Cleco Power, LLC ("Cleco") in southeast Louisiana lost power for several hours ("May 25 Load Shed Event").¹ The outage constituted a "Load Shed Event," where the Midcontinent Independent System Operator ("MISO"), the regional transmission organization ("RTO") that operates the transmission system in Cleco and Entergy's service territory, ordered both utilities to cut power to customers in certain areas to address instability on the grid and prevent larger-scale uncontrolled cascading outages.

At the June 18, 2025 Business and Executive Session, the Louisiana Public Service Commission ("LPSC" or the "Commission") directed Staff to complete an After-Action Review of the May 25 2025 Load Shed Event in accordance with LPSC General Order No. R-32786, Attachment A, Section III.² Specifically, the Commission ordered the Staff to review and report on the following:³

- (1) The causes, including the root causes, of Cleco and Entergy's outages and Midcontinent Independent System Operator's load shed orders;
- (2) Recommendations for remedying any of the causes identified;
- (3) Whether notifications to and communications with the Commission and customers regarding the outages were in compliance with General Order No. R-32786, and any other applicable orders or requirements;
- (4) Recommendations for improvements to communications protocols, and
- (5) Whether any fines, penalties, or monetary damages are warranted pursuant to Section VIII of Attachment A of General Order No. R-32786, or pursuant to any other provision of law.

Commission Staff, with assistance from outside consultant United Professionals Company, LLC ("UPC") and outside counsel Stone Pigman Walther Wittmann LLC ("SPWW"), conducted

¹ Customers of Entergy New Orleans, LLC ("ENO") also lost power during this load shed event. However, as ENO is regulated by the New Orleans City Council, this report focuses on the actions of LPSC-jurisdictional utilities Entergy Louisiana, LLC and Cleco impacting those companies' service territories.

² LPSC General Order, Docket No. R-32786, dated April 13, 2017, Louisiana Public Service Commission, ex parte. *In Re: Rulemaking to establish "Best Practices" protocols for disaster planning and response by all LPSC-jurisdictional utilities* ("General Order dated April 13, 2017").

³ LPSC Notice of Proceeding, Docket No. X-37608, dated June 18, 2025, Louisiana Public Service Commission, ex parte, *In re: After-Action Review of Cleco Power and Entergy Louisiana's May 25, 2025 outages, pursuant to General Order dated April 13, 2017 (Docket No. R-32786)*.

extensive discovery and filed the *After-Action Report of the Louisiana Public Service Commission Staff Pursuant to General Order No. R-32786 Regarding May 25, 2025, Load Shed Event in Entergy and Cleco Service Territories* (“Staff’s Report”) into the record on October 10, 2025, providing findings and recommendations pursuant to the Commission’s directive.

II. COMMISSION AUTHORITY

The Commission has plenary authority to regulate the rates charged, services rendered, and operations of public utilities pursuant to the Louisiana Constitution, Article IV, Section 21(B), which provides:

The commission shall regulate all common carriers and public utilities and have such other regulatory authority as provided by law. It shall adopt and enforce reasonable rules, regulations, and procedures necessary for the discharge of its duties, and shall have other powers and perform other duties as provided by law.

Pursuant to that regulatory authority, the Commission adopted General Order dated April 13, 2017, which provides a framework for all utilities in implementing “best practices” related to planning for, responding to, and communicating during disasters and other emergencies. The General Order dated April 13, 2017 also established reporting requirements for jurisdictional electric, natural gas, and wireline telecommunication utilities regarding non-emergency outages, as well as fines and penalties for not complying with the requirements of General Order dated April 13, 2017.

III. STAFF FINDINGS AND RECOMMENDATIONS RELATED TO CAUSES OF THE APRIL 2025 LOAD SHED EVENTS

After a review of the evidence in this docket, Staff found that the May 25 Load Shed Event was primarily the result of Midcontinent Independent System Operator’s (“MISO”) declaration of a Transmission System Emergency (“TSE”) due to a *Temporary* Interconnection Reliability Operating Limit (“IROL”) on a specific transmission line. The Temporary IROL was driven by a combination of factors, primarily: (i) limited transfer capability caused by the ongoing outage of the Nelson-Richard 500 kV transmission line; (ii) lack of available generation within the Amite South load pocket due to both planned and unplanned outages; and (iii) the pre-defined parameters of MISO’s unique “temporary” IROL designation, which required an immediate load shed for a project post-contingent exceedance without reasonable notice.

Staff made the following recommendations for remedying the causes of the May 25 2025 Load Shed Event:

Revisit unit-commitment thresholds in load pockets during periods of elevated forced outage risk.

Reform MISO's Temporary IROL procedures to allow for more time, communication, and targeted solutions for post-contingent risks.

Continue prudent transmission planning to increase import capability into the Amite South load pocket.

IV. STAFF FINDINGS AND RECOMMENDATIONS RELATED TO COMPLIANCE WITH GENERAL ORDER DATED APRIL 13, 2017

Cleco and Entergy, as LPSC-regulated public utilities, must comply with General Order dated April 13, 2017. While an RTO, MISO should also comply with the applicable provisions of the order as an RTO whose actions impact resource availability, reliability, and cost in Louisiana. After a review of the evidence in the docket, Staff found that both Cleco and Entergy complied with Sections II (Emergency Service Plans), IV (Statewide Electricity Outage Reporting System), and V (Automated Customer Notification) of Attachment A of General Order dated April 13, 2017, but violated provisions of Section VI (Non-Emergency Outage Reporting).

Staff found that during the May 25 2025 Load Shed Event, Entergy failed to promptly notify the Commission of the outages in compliance with Section VI.1 of Attachment A and failed to provide the Executive Secretary, LPSC ESF-12 Lead, and relevant District Offices with an estimated restoration time during the outage pursuant to Section VI.1.a. Additionally, Staff found that after the May 25 2025 Load Shed Event, Entergy's reporting, as required by Section VI.2.d, was deficient in that while ELL notified the Commission of the outage with 24 hours, it did not provide a full report until two months later.

Staff found that Cleco promptly notified the Commission of the disruption in service, in compliance with Section VI.1 given the late notice it received from MISO; however, Staff found that Cleco failed to comply with Section VI.1.a, which requires an estimated restoration time be communicated to the Executive Secretary, LPSC ESF-12 Lead, and the relevant District Office(s). Additionally, Staff found that after the May 25, 2025 Load Shed Event, Cleco failed to provide a report to the Commission within seventy-two hours of the service disruption (Section VI.2.d).

Regarding RTO compliance, Staff found that MISO failed to notify the Commission in advance of the May 25, 2025 Load Shed Event, which was a byproduct of the design of its Temporary IROL process. Staff also found that MISO's communications with Entergy and Cleco were substantially lacking. MISO did not provide any advanced warning to Cleco that a load shed event was even a possibility. While MISO informed Entergy of the possibility, MISO did not communicate with Entergy that a pre-contingent event occurred or that the line reconfiguration proposal previously discussed between Entergy and MISO as an effective mitigation measure was

found to no longer be an effective option. Once the load shed order was given, MISO did not alert Entergy that the order was intended to respond to IROL-like conditions or emergency conditions following an IROL study. MISO also failed to provide Entergy and Cleco with clear load shed instructions, delaying the execution of the load shed order.

Despite these deficiencies, Staff recommended that the Commission exercise its discretion not to assess fines because the language of Section VI of Attachment A of the General Order dated April 13, 2017 regarding notification and reporting requirements could be clarified to provide greater detail regarding what is required during load shed events. While Staff did not recommend fines, Staff emphasized that LPSC-jurisdictional utilities should report outages to the Commission prior to an outage occurring where possible or concurrent with the outage if prior notice is not possible. Further, Staff underscored that utilities should proactively provide the Commission with full reporting following load shed events as soon as possible.

V. STAFF RECOMMENDATIONS FOR IMPROVEMENTS TO COMMUNICATIONS PROTOCOLS

Based on comments made in connection with this After-Action, Staff realized that there is a perceived gap in the Commission's reporting requirements applicable to certain events. As such, Staff made the following recommendations for communications before, during, and after load shed events and Transmission System Emergencies, like the May 25 2025 Load Shed Event:

1. Staff recommended the Commission develop and adopt notification and communications requirements for RTOs and LPSC-jurisdictional utilities during Transmission System Emergencies and localized emergencies that are similar to the notification and communication requirements during Energy Emergency Alerts, as provided in the Commission's General Order dated May 31, 2022.⁴ Alternatively, Staff recommended that “Emergency Events” be clearly defined in the General Order dated May 31, 2022 and expanded to include Transmission System Emergencies and localized emergencies, as well as Energy Emergency Alerts.
2. Staff recommended that the Commission clarify and/or amend the language of Attachment A of General Order dated April 13, 2017 to specify that the Commission should be informed promptly of any load sheds, regardless of expected duration; to specify which of the provisions apply to utilities, RTOs, or both; and to specify the timing and formal requirements of notifications and reporting, as detailed in Staff’s Report, to provide Cleco, Entergy, MISO, and all other utilities and RTOs operating in Louisiana with sufficient notice and guidance on what is expected of them during such events. Those amendments should be made in an appropriate proceeding that will allow for public participation and comments on any rule changes.
3. Staff supported the recommendations by MISO in its responses to Staff discovery requests and its post event report to improve communications, internal procedures, and

⁴ Docket No. R-34758, Louisiana Public Service Commission, ex parte. *In re: Timely disclosure of facts and notices, regarding such matters as MaxGen alerts, to Commission and Commissioners, and related matters* (“General Order dated May 31, 2022”). The Commission subsequently issues an Order dated August 26, 2022 temporarily waiving certain provisions of the General Order dated May 31, 2022; however, those provisions are not applicable herein.

education and training related to transmission system emergencies and plans to participate in MISO stakeholder proceedings to ensure these improvements are implemented (See Section VI.3 of Staff's Report).

4. Staff supported the recommendations by ELL in its post event report to improve public and internal communications (See Section VI.4 of Staff's Report). ELL should report on the results of its discussions with MISO regarding improvements, as well as any improvements it supports in the MISO stakeholder process, within 60 days of this order, and at 60-day intervals thereafter until Staff determines that such reports are no longer helpful or necessary.

VI. COMMISSION CONSIDERATION

After discussion, on motion of Commissioner Coussan, seconded by Vice Chairman Skrmetta, and unanimously adopted, the Commission voted to accept Staff's After-Action Report, including the recommendations contained therein, filed into the record on October 10, 2025.

IT IS THEREFORE ORDERED THAT:

- 1) The Staff's Report, including the recommendations contained therein, filed into the record on October 10, 2025 is accepted.
- 2) Within 60 days of this Order, Entergy Louisiana, LLC shall report to Commission Staff on the results of discussions with MISO regarding improvements, as well as any improvements it supports in the MISO stakeholder process. Such reporting shall continue on 60-day intervals thereafter until Staff determines such reports are no longer needed.
- 3) This Order is effective immediately.

BY ORDER OF THE COMMISSION
BATON ROUGE, LOUISIANA
November 13, 2025



A handwritten signature in blue ink, appearing to read "Brandon M. Frey".

BRANDON M. FREY
SECRETARY

A handwritten signature in blue ink, appearing to read "Mike Francis".

DISTRICT IV
CHAIRMAN MIKE FRANCISA handwritten signature in blue ink, appearing to read "Eric F. Skrmetta".

DISTRICT I
VICE CHAIRMAN ERIC F. SKRMETTAA handwritten signature in blue ink, appearing to read "Foster L. Campbell".

DISTRICT V
COMMISSIONER FOSTER L. CAMPBELLA handwritten signature in blue ink, appearing to read "Davante Lewis".

DISTRICT III
COMMISSIONER DAVANTE LEWISA handwritten signature in blue ink, appearing to read "Jean-Paul P. Coussan".

DISTRICT II
COMMISSIONER JEAN-PAUL P. COUSSAN