

# REQUEST FOR PROPOSAL

for

## RTO WEST IMPLEMENTATION SERVICES

**Closing Time:**

Friday, July 19, 2002  
4:00 P.M., Pacific Prevailing Time

**Closing Location:**

Office of RTO West  
5933 Win NE Siverts Drive, Suite 201  
Portland, OR 97220

Requests for further information must be made  
on or before Friday, July 5, 2002 in writing to:

*Christine Elliott, RTO West RFP Coordinator at:*

- 1) above address;
- 2) E-mail: [chrirtowest@earthlink.net](mailto:chrirtowest@earthlink.net); or
- 3) fax: 503-262-9424, Attn: Christine Elliott

Respondent Question and Answer Meeting:

Thursday, June 27, 2002  
Embassy Suites at Portland Airport  
7900 82<sup>nd</sup> Avenue  
Portland, OR

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**COMPANY NAME**

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Address

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Telephone Number

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Fax Number

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Signature

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Dated

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## 1.0 INTRODUCTION

RTO West is interested in receiving proposals for consulting services to assist the RTO West Filing Utilities (Filing Utilities)<sup>1</sup> in executing the implementation plan related to RTO West start up and developing modifications to this plan to enhance implementation while minimizing cost recovery risk. This process and plan is expected to begin in September 2002 and lead to the seating of an independent RTO West Board of Trustees that will assume ongoing responsibility for the development and operations of RTO West.

This Request for Proposals is prepared as part of a continuing effort to develop the RTO West proposal in a manner that meets the needs and expectations of the RTO West Filing Utilities and the regulatory terms, conditions and requirements of state and Federal regulators, as well as concerns of regional stakeholders.

Because the proposed RTO West organization has significant scale, scope and associated complexity, early implementation success largely will hinge on initial leadership. Before the seating of an independent board, RTO West requires an experienced industry executive with experienced project management support as the interim lead to assist in scheduling and cost management. The project manager will be required to assure that all stakeholders participate in the operational build out of RTO West. When federal and state directives are issued, the project manager will be required to exercise a great deal of judgment in moving the decision making process and pre-Board of Trustees implementation plan ahead. RTO West is open to any alternatives to the proposed process, which allows successful implementation.

The Respondent's proposal should provide information, examples and references that clearly demonstrate this level of leadership and technical skill and experience.

RTO West will proceed with implementing a proposal for implementation services only if the costs and benefits of the proposal are more favorable to RTO West than the costs and benefits of maintaining or enhancing the existing process. RTO West also reserves the right to withdraw or revise this RFP in the event of a change in circumstances.

## 2.0 BACKGROUND ON RTO WEST

With the March 29, 2002 (Stage 2) filing, the Filing Utilities intend to enable the Commission to make a determination as to whether the RTO West proposal fulfills all of the characteristics and functions required for status as a regional transmission organization under Order 2000. Included with this filing is a revised RTO West Transmission Operating Agreement; amended Bylaws of RTO West; lists of transmission facilities the filing utilities propose to include in RTO West; and descriptions of proposals for RTO West's initial pricing methodology, congestion management system, ancillary services approach, market monitoring plan, and planning and expansion process. The Filing Utilities also included, for informational purposes, a draft Scheduling Coordinator Agreement and

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<sup>1</sup> The Filing Utilities are: Avista Corporation, British Columbia Hydro and Power Authority, Bonneville Power Administration, Idaho Power Company, Nevada Power Company, NorthWestern Energy, L.L.C., (formerly the Montana Power Company), PacifiCorp, Portland General Electric Company, Puget Sound Energy, Inc., and Sierra Pacific Power Company

related background documents, a draft Agreement Among RTO West and Transmission Owners to Use Paying Agent, and an illustrative RTO implementation plan summary. These documents, together with materials submitted in the Filing Utilities' October 2000 (Stage 1) filing and additional information set forth in that filing, explain how the RTO West proposal satisfies the Commission's requirements under Order 2000 for a regional transmission organization.

Much work remains to move from the conceptual proposal set forth in the Stage 2 filing to an operational RTO West. The Filing Utilities recognize that this work must include the development and submission of filings to the Commission under Sections 203 and 205 of the Federal Power Act, such as a proposed tariff for RTO West. The remaining work will be based not only on the Commission's grant of the declaratory relief sought in the Stage 2 filing, but on subsequent approvals the Filing Utilities must seek internally and from those with regulatory or other legal jurisdiction, as well as fulfillment of applicable statutory requirements.

Throughout the development of the Stage 2 filing, the Filing Utilities facilitated participation by a broad range of stakeholders. The filing reflects the complex issues and unique challenges that characterize the region RTO West will serve. It strikes a balance that promotes efficiency and equity, while satisfying the requirements of Order 2000 in a manner that honors fundamental principles guiding the Filing Utilities since the Stage 1 filing.

The Transmission Operating Agreement submitted with the Stage 2 filing was revised to reflect the significant developments during Stage 2 with respect to pricing and congestion management, as well as refinements in other areas such as market monitoring and planning and expansion. The Filing Utilities have also carried out the Commission's instructions, issued in its July 12, 2001 order in Docket No. RT01-35, concerning how RTO West and its Participating Transmission Owners might limit and allocate liability related to the operation of transmission facilities and the provision of transmission services. The draft Bylaws for RTO West have been revised to reflect Commission guidance in previous orders, as well as to add helpful clarifications and other improvements.

The pricing proposal included with the Stage 2 filing is in many respects similar to the approach from Stage 1, but the mechanism to recover embedded system costs previously covered by short-term and non-firm transmission service revenues has been modified. Under the Stage 2 proposal, RTO West will establish target replacement revenues to be recovered through fees applied to schedules with delivery points at the external interfaces of the RTO West system, as well as any net surplus generated through RTO West's congestion management process.

The Commission found based on the filings submitted in Stage 1 that the independence, scope, and regional configuration of RTO West complied with Order 2000 (subject to certain minor modifications). The Filing Utilities believe that the Stage 2 filing demonstrates that the remaining characteristics and functions with respect to which the Commission has not yet made a determination are fulfilled. An essential first step to the Filing Utilities undertaking additional steps to move forward with RTO West is the Commission's grant of declaratory relief as requested in the Stage 2 filing. This will

enable the Filing Utilities to begin additional tasks necessary to fulfill important conditions and obtain other requisite approvals. The Filing Utilities included an illustrative implementation plan summary to provide the Commission with a sense of the range of activities, sequencing, and interrelationships that bear on RTO West implementation. The Filing Utilities filed a subsequent plan, including specific timelines, which is included with this RFP.

### 3.0 SCOPE OF SERVICES REQUIRED

#### 3.1 General

RTO West is interested in seeking external consulting services (to be explained by a detailed proposal and indication of qualifications), by either individual contractors or large firms, to provide an integrated solution for the following:

- management, insight, expertise and advice with respect to the implementation and decision making process for RTO West before the seating of an Independent Board; and

- advice on a broad range of issues of strategic importance to RTO West, such as financing, human resources management, billing and settlement.

The following are highly desirable qualities. They will be considered in the consultant selection. These qualities are:

- a strong, broadly-based knowledge in the implementation and operation of a Regional Transmission Organization;

- a proven ability to help the RTO West Filing Utilities in the full implementation of RTO West in compliance with a FERC Order approving the creation of a regional transmission organization;

- a proven ability to achieve consensus from a diverse board or organization with divergent interests;

- relevant utility industry-specific knowledge and experience;

- an understanding of the unique aspects necessary to achieve the deliverables that are consistent with the needs and expectations of the RTO West Filing Utilities, regional stakeholders, and the regulatory terms, conditions and requirements of state, provincial and Federal regulators;

- specific experience or understanding of the unique issues associated with the West in general and the Northwest in particular; and

- a professional reputation of the key executive and any associated individuals or organization that will enhance the likelihood of success of RTO West.

#### 3.2 Scope of Work

##### 3.2.1 General

In general, the work follows the detailed implementation plan (attached). Work tracks are organized within a framework of three key areas: finance and business, operations, and

administrative and governance. For purposes of this RFP, the Respondent should assume a timeline that leads to the seating of an independent RTO West Board (“Independence Day”) by November 2003. State and Federal regulatory filings as well as considerations of the Northwest Congressional delegation are the primary drivers of work efforts during this time.

Specific issues to be covered under each of those three areas are as follows:

### 3.2.2 Finance and Business

The Respondent must provide services associated with business and financial planning, including business planning, selection of a financial advisor, and proposing a procurement model. This planning must take into account the following considerations:

RTO West will be a financially self-sustaining independent operator responsible for ensuring network reliability and open access to the transmission system within the geographic region defined in the Stage 2 filing. It must secure financing to be self-sustaining. In addition, to be financed it must have a clear business plan to define its mission, values, strategic plan, systems, and financial requirements. The business plan should develop and assess options for financing and financial management, given the risks inherent in the enterprise.

A critical decision that RTO West must make is when to select a financial advisor. The financial advisor will play a lead role in developing the business plan and identifying financing options that fit that plan.

The implementation plan includes tasks for developing and selecting the procurement model that RTO West will use to acquire critical operations and business systems. Other RTOs have used several different procurement models from a single source prime contractor to a multiple-contractor system managed by the RTO’s staff, employees provided by participating entities, or a mix of various staff types and consultants in a program management office. RTO West plans to coordinate common systems implementation with other RTOs in the West.

RTO West will require financing, including securing long-term financing before Independence Day. The implementation plan schedules preparation for several tasks related to securing long-term financing before Independence Day. However, the implementation plan holds execution of any transaction until after Independence Day and hiring the permanent chief executive (CEO).

RTO West will require a conservative development of and strict adherence to the first and second year budget for RTO West. These are important steps because the Filing Utilities may advance the funding for the first two years. A budgeting exercise will be helpful in defining and assessing the value of starting some tasks early.

RTO West implementation will benefit from an enhanced understanding of the critical contingencies that affect the implementation plan and its probability of successful completion on schedule and on budget. Respondents must develop scenarios that provide alternative development and build out paths as well as provide alternatives to possible adverse outcomes along the critical path.

Respondents must conduct a program plan implementation work session focused on clarifying the decision-making processes and procedures that will be used to ensure the interim organization is well managed, and the interim Board can fully execute its responsibilities.

### 3.2.3 Operations

Before Independence Day, the key tasks include an “as is or gap analysis infrastructure” review and definition of the interface requirements with both the intra-regional Filing Utilities and extra-regional utilities or neighboring RTOs. As part of the implementation activity, RTO West will require an assessment and development of the requirements for operations build out.

Additionally, the successful respondent will propose an effective transition between pre- and post-Independence Day to be completed within 60 days of Independence Day.

### 3.2.4 Administrative and Governance

The administrative and governance section includes a wide range of activities that need to be completed before Independence Day. During this time, administrative infrastructure is tasked and scheduled. Prototype workflow development is converted into formal standards and practices of the enterprise. In addition, this will include tasks identified in the implementation plan associated with accomplishing the following milestones set forth in the plan:

FERC Approval of Market Design. These tasks provide various levels of FERC review of market design, with and without incorporation of seam agreements.

“State” (or other non-FERC) Approval of Participation. These are tasks associated with state, provincial, congressional, or other approvals needed for participating transmission owners to join RTO West.

Seating of an Independent Board. These are tasks that precede Independence Day, when an independent Board assumes responsibility for the development and operations of RTO West.

Signing of the Transmission Operating Agreement (TOA). These tasks must precede completion and execution of the TOA that transfers operating control from existing investor-owned and other utilities in the Pacific Northwest to RTO West. These duties are limited to those necessary before Independence Day.

Liability Agreement. These are tasks associated with (1) monitoring development of the Filing Utilities' decisions regarding the insurance needs of RTO West and (2) determining the availability and cost of such insurance.

### Public Information and Communication Program

The public information and communication program is required to ensure effective stakeholder relationships, as well as positive relationships with political leaders nationally, regionally, at the state or provincial level, and locally.

3.3 Coordination

RTO West currently has contracts with other independent contractors. The successful Respondent shall coordinate and consult with other RTO West contractors or contacts to assure the smooth transition of work products both to and from the Filing Utilities. Demonstrating successful coordination among non-related parties of multiple tasks under short timelines will be required of the Respondent.

3.4 Timeline

The successful Respondent will be required to undertake activities that precede Independence Day, the date when an independent RTO West Board assumes responsibility for the further development and operation of RTO West. Additionally, the successful respondent will propose an effective transition between pre- and post-Independence Day to be completed within 60 days of Independence Day.

3.5 Performance Agreement

The successful Respondent will be required to sign a Performance Agreement, which will require the Respondent to meet certain performance criteria.

3.6 Liability

Liability associated with performance of services will be as specified in the contract with the successful Respondent.

4.0 VALUE-ADDED SERVICES

RTO West is interested in value-added services the Respondent may provide in addition to the services described in Section 4. Examples of value-added services that may potentially add value and that are of interest to RTO West may include, but are not limited to:

- legal and regulatory services,
- financial services, and
- other consulting services.

Respondent should explain why any service proposed would add value and address the cost-benefit of having such service provided directly or indirectly by the Respondent rather than the Filing Utilities.

5.0 CONTENT OF PROPOSALS

Each proposal must contain at least the following:

5.1 Executive Summary

5.2 Description of Services

5.2.1 Each Respondent shall provide the complete details of services that it would undertake to meet the requirements of this engagement. This will include financial, technical and professional qualifications and references to illustrate the Respondent's

reputation and success in fulfilling the elements described under “Scope of Services Provided”, above. Please refer to sections below for additional information to provide in the proposal.

5.2.2. Each Respondent shall include a description of the qualifications of key personnel who would be involved in the day-to-day operation of the services together with the charge-out rates for those individuals. In addition, information on any sub-contracted parties should also be included together with a description of their qualifications and charges.

### 5.3 Fee Schedule

5.3.1 Each Respondent shall provide a rate schedule for all personnel, including sub-contractors, to be involved in the project. Prices should be quoted as a fixed hourly fee as well as the total cost, in US dollars, before taxes. Fee for service shall cover all costs, overhead profit, labour, equipment, vehicles, and other materials and supplies, and all other costs and expenses incurred by the Respondent in the performance of the Services

5.3.2 In addition to the above, the Respondents shall identify how contract prices will change during the term of the contract. RTO West will not accept price uncertainties during the term of the contract.

### 5.4 Contract Terms and Conditions

5.4.1 RTO West will negotiate appropriate contract terms and conditions with the successful respondent.

5.4.2 RTO West will own all work product created or authorized as part of the consulting services provided to the RTO West project. Respondent will agree that all work created or authored for this project or in connection with the consulting services will be “work made for hire” and owned by RTO West, or if not subject to the work made for hire doctrine, all ownership rights in such created or authored work will be assigned to RTO West. Respondent shall not incorporate into the work products and deliverables for the project or in connection with the consulting services any of its own work product or deliverables or any work product or deliverables of a third party without identifying such item with specificity and obtaining the separate, prior written consent of RTO West to include them in the work product or deliverables for this project in connection with consulting services. If any pre-existing work product or deliverable is owned by Respondent or any pre-existing or new work product is licensed from a third party and used in connection with Respondent’s work on this project in connection with consulting services, Respondent will grant to RTO West, or ensure that RTO West obtains, a royalty-free, fully paid up, world-wide, irrevocable, perpetual license to make, modify, use, and sublicense the work product or deliverables for any purpose, with or without attribution.

### 5.5 Respondent Profile

Provide information in regard to the Respondent’s profile including the following information:

5.5.1 A brief background of the entity, including ownership, senior management, nature of business and areas of specialization.

5.5.2 A brief description of relevant projects completed within the last 2 years, including scope of work, your entity's extent of involvement, the implications and ramifications of the work performed. Descriptions should include the name, location and telephone number of the clients for reference purposes.

5.6 Value-Added Services

Provide details of any value-added services that the Respondent is able to provide RTO West in achieving the projected outcomes.

5.7 Management Systems

Provide information on the management systems to be used in performance of the services.

5.8 Implementation Approach, Schedule and Team

5.8.1 Describe the approach to be utilized during the implementation of the services. Provide a schedule of the key tasks to be performed. The schedule should contain sufficient detail to demonstrate that the Respondent has identified all activities reasonably necessary to ensure a smooth and timely implementation. The schedule should include a breakdown indicating the distribution of estimated costs over the scheduled period.

5.8.2 Provide background information of key project personnel who will be assigned to the implementation team.

5.8.3 Provide a description of services that would be subcontracted to others. If no subcontracts are to be used, the Proposal shall so state.

5.9 Performance Agreement

Provide details of proposed performance criteria the Respondent would be willing to include in a Performance Agreement.

5.10 Proposal Response Letter

All recipients of this RFP shall complete the Proposal Response Letter and return it as indicated.

6.0 INSTRUCTIONS TO RESPONDENTS

6.1 Respondent Question and Answer Meeting

A Respondent question and answer meeting is scheduled for June 27, 2002 at the above referenced location. Attendance is recommended. Please limit attendance to three attendees per Respondent. Please confirm attendance indicating the name and phone number of each individual by June 24, 2002. Written questions should be submitted prior to the meeting to [christowest@earthlink.net](mailto:christowest@earthlink.net).

6.2 Respondent Acknowledgements

The Respondent acknowledges and agrees that:

6.2.1 RTO West officers, Filing Utilities and their staff will not be contacted directly or indirectly regarding this Request for Proposal;

6.2.2 This RFP does not constitute an offer to engage services but is intended to invite Respondents to submit detailed proposals by which RTO West's objectives, as stated herein, can be met, following which RTO West may enter into further negotiations with a Respondent for the provision of the required services;

6.2.3 RTO West has the absolute right in its sole discretion to accept or reject any proposal for any reason, to negotiate with any Respondent or Respondents and to evaluate the proposals in accordance with all information submitted by the Respondents and to abandon the RFP at any stage, for any reason;

6.2.4 There shall be no obligation on the part of RTO West to receive further information, whether written or oral, from any Respondent nor to disclose the nature of any proposal received; and if its proposal is accepted by RTO West, following negotiations with RTO West, the Respondent will be required to execute a formal contract to provide the services, in a form acceptable to RTO West; and

6.2.5 Respondents shall treat all information and correspondence concerning this Request for Proposal as confidential. This Request for Proposal may not be made available to any parties other than Respondents without prior RTO West approval.

### 6.3 Requests for Further Information

Respondents shall make all requests for information in writing to the contact name stated on the cover page of this document on or before July 5, 2002. Facsimile and email requests will be accepted. All Respondents of the Request for Proposal will be copied on the questions received and answers supplied.

### 6.4 Ownership of Proposals and Freedom of Information

All documents submitted with proposals become the property of RTO West, and as such shall be subject to the disclosure provisions of the Freedom of Information Act.

### 6.5 Form of Response

All pages of this Request for Proposal should be completed and returned with proposals. Proposal envelopes should be addressed to the Closing Location and clearly marked with:

6.5.1 "RTO West Implementation Services", and

6.5.2 Respondent's name.

6.5.3 Eight (8) copies of the Respondent's proposal shall be submitted in writing, with an accompanying electronic version provided on 3.5" diskette or CD in MSWord 6.0 format. Proposals must be received at the Closing Location before the Closing Time. Facsimile submissions will not be accepted. Late proposals will not be accepted.

6.6 Acceptance Period and Price Guarantee

All proposals shall be irrevocable for a period of 90 days from the date of closing.

6.7 Respondent's Expenses

Respondents shall be solely responsible for their own expenses in preparing a proposal and subsequent negotiations with RTO West if any. Recoupment should not be included in the price bid by the Respondent.

7.0 EVALUATION

7.1 Evaluation Process

An evaluation team selected by the Filing Utilities will review the proposals. The evaluation team may consist of representatives of member Filing Utilities, consultants, and other experts as determined necessary by RTO West. Respondent understands that the evaluation will be based on various factors, including subjective evaluations, and that participants in the evaluation process may have differing views on the importance of various factors considered in reaching a decision.

7.2 Evaluation Criteria

7.2.1 RTO West wishes to establish a long-term and stable working relationship focussed on mutual benefit and success with the selected Respondent. The evaluation of the proposals will therefore focus, not in any order of importance, on the following information and criteria:

7.2.2 Respondent's ability to satisfactorily perform the type and volume of work required by RTO West;

7.2.3 Past experience performing the type and volume of work required by RTO West;

7.2.4 References and reputation;

7.2.5 Systems proposed for execution of the work;

7.2.6 Financial stability of the entity performing the work;

7.2.7 Total cost to RTO West;

7.2.8 Any available management and audit reports;

7.2.9 Respondent's ability to offer value-added services that extend beyond the minimum stated scope of services;

7.2.10 Acceptance of the legal terms and conditions as outlined in the Appendices;

7.2.11 Quality and completeness of the Respondent's proposal.

7.3 Expected Timeline - \*subject to change

Task	Date *
Request for Proposal Issued:	June 19, 2002
Bidders Conference: Location: Time: Send Written Confirmation and Written Questions by June 24 <sup>th</sup> for Conference to: christowest@earthlink.net  NOTE: Please limit the number of attendees to three per Bidder.	June 27, 2002  Embassy Suites at Portland Airport  9:00 a.m. – 2:00 p.m.
Response Due Date: Eight (8) Hard Copies	July 19, 2002
Evaluation & Clarification by RTO West of Proposals; Preparation of List of Finalists	July 22-26, 2002
Notification of Finalists for Oral Presentation to RTO West	July 29, 2002
Formal Presentation of Proposal by Finalists	August 13-14, 2002
Contract Review and Negotiation with Finalist	August 19-September 6, 2002
Estimated Date of Contract Award (subject to having received an Order from FERC regarding Stage 2 filing)	September 10, 2002

8.0 PROCESS

RTO West will use information received as part of this Request for Proposal as part of the evaluation process. Upon completion of the evaluation, the team will produce a report and recommendation, which will be presented to RTO West for approval. This process may lead to the recommendation of a successful firm, or a short list of prospective firms for interview. If the

team recommends the acceptance of a Respondent’s proposal, the selected Respondent will be asked to enter into contract negotiations with RTO West.

PROPOSAL RESPONSE LETTER

IMPORTANT: THIS LETTER MUST BE RETURNED NO LATER THAN July 19, 2002.

Complete and return to:

RTO West  
Attn: *Christine Elliott*

Subject: RFP - 0001

Proposal WILL be submitted

Proposal WILL NOT be submitted

Reason: \_\_\_\_\_

\_\_\_\_\_

Company \_\_\_\_\_

Signed \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_

PROPOSAL FOR

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RTO West  
Attn: *Christine Elliott*

**RTO WEST:**

In accordance with your Request for Proposal dated \_\_\_\_\_, 20\_\_, the undersigned hereby proposes to furnish the services and materials (except for services and materials to be furnished by Company), and to perform the work for the described project in strict accordance with the Scope of Work, schedules, and addenda for the consideration set forth below, and agrees, upon written notice of acceptance of its proposal, that it will execute the Contract according to its proposal as accepted .

Total Contract Price: \$ \_\_\_\_\_

According to the attached Pricing Schedule.

Addenda Nos. \_\_\_\_\_ have been received and considered in preparing this proposal.

If Respondent is a corporation, indicate State of Incorporation:

\_\_\_\_\_

If a partnership, give full names of all partners below:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_













