

# Montana Emergency Response Framework

Annex ESF 12: Energy

Department of Environmental Quality

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## I. Purpose, Scope and Assumptions

**Coordinating Agency:** Montana Disaster & Emergency Services (DES)

**Primary Agency:** Montana Department of Environmental Quality (DEQ)

**Support Agencies:**

- Governor's Office
- Montana Department of Administration (DOA)
- Montana Department of Justice (DOJ)
- Montana Department of Natural Resources and Conservation (DNRC)
- Public Service Commission (PSC)
- Montana Department of Transportation (MDT)
- Federal agencies including the U.S. Department of Energy (U.S. DOE)
- Energy sector private companies and agencies as appropriate

**A. PURPOSE:**

Emergency Support Function 12 (ESF-12) is designated for the energy component(s) of an emergency at the state level. The purpose of this annex, or plan, is to provide a framework of guidance and information for response support in the event of an impending or actual energy emergency. This plan is a part of the Montana Emergency Response Framework (MERF) developed by the Montana DES, and was designed to be consistent with higher-level plans, including the National Response Framework (NRF). This annex is supported by Standard Operating Procedures (SOPs) and Job Action Sheets related to ESF-12.

This ESF-12 Annex is a planning document that defines the role of ESF-12 and provides guidance and direction to the Montana State Emergency Coordination Center (SECC) staff. It is not intended to define or supplant plans of any state, county or tribal government.

Specifically, the purpose of the ESF-12 function includes the following:

- To coordinate the state's efforts in the restoration and protection of Montana's critical electricity, natural gas, and liquid fuels infrastructure, and related fuel supply systems, during and following a disaster or significant disruption.
- To establish DEQ as the single point of contact and liaison for the State on energy issues in the event of an emergency,
- Providing direct coordination with all relevant state, regional, local, and federal entities as well as with private entities.
- To meet the planning and situational awareness needs of the Governor, policy makers, private industry and other ESF partners during an emergency.
- To process requests for assistance from local utilities, fuel suppliers, and deliverers to facilitate restoration and protection efforts, or to channel those requests to the appropriate operational units.
- To provide energy consumers with advice on ways to meet their energy needs during the emergency, and to generally provide an effective source of information to the public.

## **B. SCOPE:**

The scope of this annex is to describe the overall operational and informational activities of a State response to an emergency or disaster situation. This plan provides guidance and information to coordinate support for relevant stakeholders who address energy emergencies. Although DEQ is the primary coordinating agency for ESF-12, its activities are dependent upon supporting agencies and utilities.

This annex applies to several different possible scenarios including, but not limited to:

- Requests for State assistance from in-state jurisdictions and agencies
- Request for State assistance from utilities and other energy companies
- Requests for “Host State” assistance from out-of-state agencies (e.g., FEMA, interstate mutual aid, etc.)

This annex covers some emergency preparedness actions as well as emergency response actions. The focus of this annex is primarily on providing support to “response” operations and on assistance for an emergency of temporary nature. Long-term assistance is part of “recovery” and is generally beyond the scope of this annex.

This plan addresses significant disruption in energy supplies for any reason, whether caused by physical disruption of energy transmission and distribution systems, unexpected operational failure of such systems, or unusual economic and/or human caused events. This annex does not supersede the rate-making authority of the PSC, FERC, or the boards of directors for electric cooperatives. This annex does not supersede other regulations that private energy companies must meet. This ESF-12 annex incorporates the Governor’s Energy Assurance Plan (EAP), which addresses both short-term response and longer-term assistance in greater detail.

## **C. SITUATION:**

1. Montana is vulnerable to a host of natural and/or man-made hazards that could result in the need for the State to provide energy emergency assistance.
2. Energy emergencies may or may not involve damage to infrastructure in Montana.
3. Electric and natural gas systems are vulnerable to events in the western United States and Canada. The petroleum products system is vulnerable to events anywhere in the world.
4. The seriousness of an event is affected by the time of year and the weather at the time.
5. Examples of events with major impacts in Montana: Electricity – regional droughts, grid failure, or wide-spread forest fires; Natural gas – earthquake-caused break in a main pipeline; Petroleum products – hurricane in the Gulf of Mexico or international incidents in oil-producing areas. All energy – deliberate or natural failure of cyber and telecommunication systems.

## **D. ASSUMPTIONS:**

1. Events affecting systems that move or deliver an energy product (transportation systems) generally will be more critical than those affecting an energy production center.

2. Most emergency events are likely to be resolved in a matter of hours or days for the majority of customers in the affected area as the affected utility, company, or agency makes repairs. The State may or may not need to be involved in the resolution of these events.
3. This ESF-12 annex is prepared for all types of energy emergencies. However, more extensive emergencies may require federal assistance; consequently, this annex complements guidance in the National Response Framework (NRF).
4. Energy emergencies may involve damage to infrastructure and will involve economic impacts and threats to public health and safety. Accordingly, ESF-12 is unlikely to be activated on its own, but will work in conjunction with other emergency support functions.
5. DEQ, along with its utility and other partners, will lead identification of needed state emergency services and help prioritize their deployment. However, DEQ cannot operate energy systems, nor will the agency directly provide supplies to the public (i.e., shelter, water) or assign the use of heavy machinery.
6. Transmission system operators for electricity or natural gas may shed load during an emergency to balance supply and demand, and thereby protect the system.
7. DEQ will direct state agency information and outreach programs during energy emergencies, especially during prolonged events, and will contact partners in the energy sectors and coordinate with them in the dissemination of information.
8. Energy producers and suppliers (utilities) have their own plans for use in emergency situations. The plans and procedures described in this annex complement the energy producers' and suppliers' own plans and actions as well as those plans of local governments, state, and federal agencies.

## II. Concept of Operations

### A. GENERAL

DEQ will conduct ESF-12 coordination operations according to the current policies, rules and laws of Montana, including the Montana Emergency Response Framework. DEQ will maintain situational awareness and can elevate its level of response when necessary, including activating ESF-12.

Local responders and utilities will provide initial support and response to an energy situation that is an emergency, or could turn into an emergency. These entities will request assistance from the state in the case that they are overwhelmed or feel that such assistance is needed.

During a pending or actual emergency response, ESF-12 representatives will collect information for situation reports, briefings, staff meetings, etc., and will update and maintain information. They will also compile information provided by involved agencies into regular situation reports that detail the status of overall efforts, including any problems encountered that impede the delivery of ESF-12 assistance.

In general, DEQ will:

- Act as liaison between state agencies providing assistance to energy sector entities and the public, in order to facilitate critical infrastructure protection and restoration efforts.
- Maintain a list of 24/7 contacts of ESF-12 support agency and utility representatives.
- Rely on energy industry restoration practices, and assist when, where, and as requested by the entities themselves.
- Address the reactions of the public.
- Facilitate any emergency actions taken by the Governor promulgated under state law and outlined under state rule.
- Acquire waivers where necessary
- Communicate with the media and the public, and/or work with the Governor's Office to communicate needed information, including affected areas; estimated outage time; U.S. Department of Energy statements and predictions; industry statements and predictions; and actions consumers can take.

Because of the highly technical nature of maintaining the stability of any of Montana's energy systems, utilities will be responsible for most of the actions necessary to deal with emergency situations. At minimum, the State's responsibility will be to ensure that the public receives timely and accurate information about problems on the electric, petroleum or natural gas system. DES will direct relief to communities disrupted by an emergency in the energy system (such as an entire town losing natural gas during frigid winter weather). During a prolonged shortage of electricity, DEQ may take the lead in encouraging or requiring customers to reduce load. DEQ and /or DES may also be involved with supporting a pilot re-lighting effort by the utilities.

The ESF-12 team will continue to maintain situational awareness of the event, maintain communication with all parties including the private sector utilities, and inform the public as needed. Throughout the event, the ESF-12 team will rigorously log and document all events and actions, and will maintain the proper records needed for reimbursement, afteraction reports, etc.

DEQ's public information officer (or another public information officer depending on the incident command structure) will develop press releases or other public information and data relating to:

1. Estimated impacts of energy system outages within affected areas, estimated outage time, estimated restoration time; and
2. What the public should do, including recommendations for meeting basic survival needs as related to the energy sector and prevailing weather.

### **Activation**

DES, DEQ and other appropriate parties (e.g. the Governor's office) will make a decision as to whether and when to activate ESF-12. ESF-12 will be activated by DES, based on information received directly by DES or upon notification by DEQ of an emergency situation. Once the ESF-12 is activated and the Governor has been notified, DEQ will notify the supporting agencies that possess expertise and resources relevant to the emergency. These agencies may provide a representative(s) to the State Emergency Coordination Center (SECC), or to the Emergency Operations Center at DEQ, upon request by DES. Any ESF-12 functions may be supported by, or deployed in support of, a range of other Emergency Support Functions, including: ESF-1 – Transportation; ESF-2 – Communications; ESF-3 – Public Works & Engineering; ESF-6 – Mass Care, Emergency Assistance, Housing, & Human Services; and ESF-10 – Oil and Hazardous Materials Response annexes.

### **Resources of the ESF-12 Team**

- Contact list of governmental, utility and NGO contacts, updated annually within essential documents
- *Historical Energy Statistics* and *Understanding Energy in Montana* (hard copies)
- Laptop computer in Jeff's cube.
- Essential documents for ESF-12 are located on Jeff's work computer on the C drive.
- Copies of these essential documents are available on thumb drives with all needed documents. Thumb drive is with Jeff. Garrett Martin, Brian Spangler and Paul Driscoll also have copies of thumb drive.
- A folder on J drive mirrors the files on Jeff's C drive and the thumb drives. These needed documents accessible by DEQ employees-- J:\Emergency Operations Plan\ESF-12 Documents
- WebEOC capability with passwords for ESF-12. Those passwords are in one of the essential files.
- Dedicated emergency phone with WPS/GETS capabilities in Jeff's cube.
- Our government partners such as DES, the Governor's office, and the U.S. DOE
- DOE resources including ISERNET and the Energy Information Administration
- Google Earth and ESRI ArcMap

### III. Organization & Assignment of Responsibilities

The following listed agencies are tasked with primary and/or support responsibilities. *It is understood that agency capabilities are affected by available resources and the size and scope of the incident, and that listed tasks will be “as able,” depending upon the given situation at the time.*

#### **A. ORGANIZATION:**

The ESF-12 representatives in the SECC will be organized under the Operations Section as either a stand-alone “Emergency Support Function” or as part of a functional Group. ESF-12 personnel in the SECC will generally consist of the SECC manager, a representative(s) from DEQ, and a representative(s) from the listed support agencies as appropriate. One or more utility representatives may also be present. Information will be communicated between the SECC and field units, job headquarters, etc., and other public, private, and volunteer organizations as needed.

All ESF-12 activities will normally be conducted in Helena, at the SECC or at the DEQ Headquarters at 1520 E. 6<sup>th</sup> Ave, Helena, MT. Which of these two locations will be used will depend upon the particular emergency, the severity of the emergency, and the availability of needed information at the SECC. Generally, the SECC will be used for more severe events and generally only in the case of a declared emergency.

#### **B. ASSIGNMENT OF RESPONSIBILITIES:**

As the primary agency for ESF-12, DEQ will support the ESF Coordinator within DES during an energy emergency, whether short-term and facility-specific or long-term and systemic. Under the energy support function, DEQ will act as the State’s point of contact and liaison, providing direct coordination with all other state, regional, and federal departmental response elements as requested by the affected utility(s) and/or fuel supplier(s). The following list outlines some, but not necessarily all, of the primary and support agencies that could assist in ESF-12 operations, either directly or peripherally, through some other type of support.

#### **Montana Disaster & Emergency Services (COORDINATING AGENCY)**

The Department of Military Affairs (DMA) houses the Disaster and Emergency Services Division (DES) and is responsible for emergency preparedness efforts throughout the state. DES is the “coordinating” state agency under the Montana Emergency Response Framework (MERF). DES is responsible for emergency preparedness efforts throughout the state and manages the state’s fifteen Emergency Support Functions (ESFs). DES coordinates state resources and support to local, state, and other entities requiring assistance. For most emergencies, more than one ESF will be activated, and the appropriate agencies will work together.

#### **Montana Department of Environmental Quality (PRIMARY AGENCY)**

With DES in the coordination role, DEQ provides understanding of the technical and institutional aspects of the energy industry, which is necessary to assess the severity of an emergency and to prioritize possible response options. As primary agency, it is responsible for

advising DES, the coordinating agency. While the basic control structure of emergencies stays the same (with DES as the coordinator), DEQ's role as primary agency can be seen as the "staff in charge of" energy emergencies and the subject experts within government.

### **Montana Governor's Office**

The Office of the Governor reviews response plan recommendations by DES, DEQ and ESF-12 support agencies, directs affected agencies to implement response plans, leads public information efforts, officially designates an Energy Supply Alert or an Energy Emergency by executive declaration and invokes and implements emergency powers as authorized by the Legislature.

### **Montana Department of Administration**

The Department of Administration (DOA) manages many of the state buildings and sets general human resources policies for the state. DOA also houses the state's continuity of services, IT and procurement functions.

### **Montana Department of Justice**

The Department of Justice (DOJ) houses the Montana All Threat Intelligence Center (MATIC), the Montana Highway Patrol, and the Office of Consumer Protection and Victim Services. MATIC addresses numerous aspects of the energy infrastructure, particularly those arising with liquid product and electricity transmission. MATIC focuses on preventing criminal activity. The Highway Patrol provides law enforcement on the state's highways. The Office of Consumer Protection and Victim Services deals with deceptive practices and market manipulation.

### **Montana Department of Natural Resources and Conservation**

The Department of Natural Resources and Conservation (DNRC), through its Forestry Division, is responsible for fighting wildland fires on state and private lands and coordinates with the U.S. Forest Service, Bureau of Land Management and local fire agencies during fire seasons. Its Water Resources Division maintains information on flood plains, dams and water projects.

### **Montana Public Service Commission**

The Public Service Commission (PSC) regulates intrastate gas transmission and distribution lines (but not gathering lines). The PSC also regulates certain natural gas and electric utilities for rate-making purposes. The PSC will review and advise DEQ on critical infrastructure issues for intrastate natural gas delivery systems, oversee pipeline safety and some facility infrastructure, houses pipeline emergency plans, and provides expertise on electricity events.

### **Montana Department of Transportation**

Montana Department of Transportation (MDT) is generally responsible for state and federal highways in Montana. It houses the Motor Fuels Section, which tracks the sales of gasoline, diesel, and aviation fuels, and the Motor Carrier Services Division, which regulates truck driver hours.

### **Other Support Agencies in State Government**

Depending on the emergency, these agencies might also provide support functions:

- Fish, Wildlife and Parks – expertise on aquatic and riparian needs in rivers affected by emergencies or emergency operations at hydro-electric dams.

- Department of Public Health and Human Services – contacts with low-income energy agencies and with local public health agencies.

**Federal Partners**

Federal partners are those agencies that could help in terms of needed information and possible assistance with waivers of environmental laws. These include, at a minimum, the U.S. Department of Energy (the federal ESF-12 entity) and the U.S. Environmental Protection Agency.

**Energy Sector Organizations**

Private and public energy companies or agencies must play a major role in responding to energy emergencies. These companies will maintain and regularly test emergency plans. They will continually inform the ESF-12 team of the state of their systems and of issues that could result in potential problems. They will also work in close coordination with DES, DEQ, the Governor’s office and supporting agencies in the case of a potential or actual energy emergency. This may include daily reports and/or sending a representative to staff the emergency operation center full time. The contact list maintained by DEQ will be used to liaise with the relevant entities during an emergency. The list includes:

- regulated electricity and natural gas distribution utilities
- rural electric cooperatives
- electricity generation companies
- transmission and pipeline operators
- refineries
- petroleum product marketers
- federal energy agencies (including Canadian and Alberta energy agencies)

<b>Operation Function</b>	<b>ESF-12 Support Provider</b>
Energy Subject Matter Expertise	MT DEQ Utilities (including electric, natural gas, and petroleum related) Montana Public Service Commission U.S. DOE (EIA) Local officials (for on-the-ground reports) Consultants
Housing, emergency care	MT DES Montana National Guard MT DPHHS
Requests for environmental waivers	MT DEQ US FWS MDT
Criminal investigation in energy system tampering	MT DEQ MT DOJ U.S. DOJ U.S. DOE
Recovery	MT DES MT DPHHS Utilities (e.g. natural gas pilot re-lighting program)

## IV. Plan Administration

The primary responsibility for development and maintenance of this annex is that of DEQ, with assistance from all supporting agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating will keep this document valid and useful. Regular testing and exercising will establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

### COORDINATING INSTRUCTIONS

- This annex is effective immediately upon approval.
- As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- All organizations are responsible for the development and maintenance of their own internal operating and notification procedures, including Continuity of Government processes. No part of this annex is intended to supplant agency Standard Operating Procedures (SOPs).
- All organizations are responsible for filling any important vacancies, recalling personnel from leave, if appropriate, and alerting those who are absent due to other duties or assignments.
- Personnel designated as representatives to the SECC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.
- Personnel assigned to the SECC should be fit for service and prepared for extended hours.

## V. Authorities and References

### A. AUTHORITIES

- ❖ [Montana Code Annotated \(MCA\) Title 10, Chapter 4, Part 3—Disaster and Emergency Services](#)
- ❖ [Montana Code Annotated \(MCA\) Title 90 Part 4](#) –Energy Supply Emergency Powers Act
- ❖ [Administrative Rules of Montana \(ARM\) 14.8.101](#) – Governor’s Energy Supply Emergency Powers
- ❖ [Homeland Security Act of 2002](#); 6 USC 101-557
- ❖ [Homeland Security Presidential Directives \(HSPD\) #5](#), Office of the President, 2003
- ❖ [Homeland Security Presidential Directives \(HSPD\) #8](#), Office of the President, 2003
- ❖ [Robert T. Stafford Disaster Relief and Emergency Assistance Act PL 93-288](#), 2013; 42 U.S.C. 5121-5207

### B. REFERENCES

- ❖ [National Incident Management System](#), Department Of Homeland Security, 2014
- ❖ [National Response Framework](#), Department of Homeland Security, 2013
- ❖ [Montana Emergency Response Framework](#), Montana Disaster and Emergency Services, 2012
- ❖ [Target Capabilities List](#), Department of Homeland Security, 2007
- ❖ Montana Energy Assurance Plan (in draft), Montana Department of Environmental Quality, 2012

