

Emergency Support Function




2022

Annex # 12 Energy



Authorization & Concurrence:

This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework (MERF)** is activated. It supersedes all previous editions.

Approved: 
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Record of Changes

All changes to this plan annex are to be dated on the master copy kept by the Montana Disaster & Emergency Services (DES).

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Section I: Agencies

Coordinating Agency:

Montana Disaster & Emergency Services

Primary Agency:

Montana Department of Environmental
Quality

Support Agencies:

Montana Department of Military Affairs
Montana Department of Administration
Montana Department of Justice
Montana Public Service Commission
Montana Department of Public Health & Human Services
Montana Department of Natural Resources & Conservation
Montana Department of Labor & Industry
Montana Department of Transportation
Montana Fish, Wildlife, & Parks

Section II: Purpose & Scope

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 as well as an Energy Event Response Plan. These documents are housed within the Primary Agency.

This ESF-12 Annex is a planning document that defines the role of ESF-12. This annex provides for a coordinated response to actual or potential energy events anywhere within the State of Montana and/or those in neighboring states/countries having the potential to impact Montana.

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 an emergency, and to generally provide an effective source of information to the public.

Scope:

This annex addresses significant disruption in energy supplies in Montana 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. In select cases, this framework may need to address disruptions outside the state that affect Montana as the energy system is interconnected with other states and Canada. 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 portions of the Montana State Energy Security Plan (SESP), which addresses both short-term response and longer-term assistance in greater detail.

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.

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 local jurisdictions and other agencies
- Request for State assistance from utilities and other energy companies
- Requests from the public
- Requests for “Host State” assistance from out-of-state agencies (e.g., FEMA, interstate mutual aid, etc.) or requests from the primary agency for federal assistance (e.g. U.S. DOE)

Section III: Assumptions & Relationships

Assumptions

For the purpose of designing responses in an all-hazard environment, this annex outlines the following assumptions:

- Events affecting systems that move or deliver an energy product (transportation systems) generally will be more critical than those affecting an energy production center such as a single generation plant.
- Energy systems in Montana could be affected by events in other states, Canada and other parts of the world
- 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.
- 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).
- Energy emergencies may involve damage to infrastructure and will involve economic impacts and/or threats to public health and safety. Accordingly, ESF-12 may be activated on its own, or may work in conjunction with other emergency support functions.

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.

- 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.
- Energy producers and suppliers (utilities) have their own plans for use in emergency situations. The plans and procedures described in this annex are designed to complement the energy producers' and suppliers' own plans and actions as well as those plans of local governments, state, and federal agencies.
- The MERF follows the principle that "all incidents are local". As such, it is the responsibility of the local jurisdiction(s) to establish and manage the initial on-scene Incident Command System (ICS) structure. This includes notification of local emergency response agencies and elected officials / field representatives. Thus, local responders and utilities will provide initial support and response to an energy situation and will request state help when needed.

Relationships

This document does not relieve tasked agencies with the responsibility for emergency planning. The following section outlines the relationships between state agencies and local, tribal, private, and non-governmental organization partners in supporting ESF #12 (energy) response and recovery activities:

Local & Tribal Governments

Local and tribal governments, in coordination with energy asset owners and operators, have primary responsibility for prioritizing the restoration of critical infrastructure. Local responders 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. Local and tribal governments are responsible for requesting state support through the jurisdiction's emergency management agencies when incident exceeds local capabilities.

Local and tribal mutual aid and assistance networks facilitate the sharing of resources to support response activities. In general, state-level authorities are responsible for obtaining required waivers and clearances related to ESF #12 support (e.g. driver hour waivers, fuel waivers).

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local and tribal incident management system. Shortages of resources are adjudicated at the lowest jurisdictional level. Local and tribal law enforcement offices coordinate with the local or on-site Incident Commander within the disaster area to determine evacuation areas, roadblocks, and access control points.

Private Sector/Non-Governmental Organizations

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 technical and mechanical actions necessary to deal with emergency situations. These companies will maintain and regularly test emergency plans. When requested, they will inform the ESF-12 team of the current status of the system 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.

State Government

Assists local, state, tribal, and territorial governments with requests for energy-related emergency response actions as required to meet the Nation's energy demands. The primary and support agencies assist private sector energy asset owners and operators with the restoration of infrastructure-related services after an incident occurs and, as applicable and appropriate, assists energy sector owners and operators with stabilization and restoration of normal operations at energy facilities. For disasters and incidents that require a State coordinated response, the primary agency will serve as the State point of contact with the energy industry for State government coordination, information sharing, and requests for assistance from private and public sector energy owners and operators.

State departments and agencies are responsible, within their statutory authorities, for providing assistance to local jurisdictions when local capabilities are overwhelmed by a disaster. The State Emergency Coordination Center (SECC) serves as the principal point for coordinating state, local, tribal, and federal resources as in the delivery of emergency assistance to affected jurisdiction(s). At the state level, the primary agency coordinates emergency energy response activities.

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support ESF #12 response activities. State resources will supplement, not supplant, local resources. When activated to respond to an incident, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC.

If the Governor has declared an emergency, resources may be requested through the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system that is processed through the SECC.

Section IV: Core Capabilities

The following tables list the core capabilities and their key activities that the coordinating, primary, and supporting agencies collectively support. Though not listed in the table, all ESFs, including ESF #12 (Energy), support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

<u>Coordinating Agency (DES) and Primary Agency (DEQ)</u>	Key Activities – The SECC coordinates with the primary agency and supporting agencies to coordinate resources in support and response for the following key activities during actual or potential incidents:
Infrastructure Systems	<ul style="list-style-type: none">• Assists energy asset owners and operators and local, state, and tribal authorities with requests for emergency response actions as required, to meet the State's and Nation's energy demands.• Identifies supporting resources needed to stabilize and restore energy systems.• Assists State departments and agencies with locating fuel for transportation, communications, emergency operations, and national defense, pursuant to the authorities available to the agency providing assistance.

	<ul style="list-style-type: none"> Addresses significant disruptions in energy supplies for any reason, whether caused by physical disruption of energy transmission and distribution systems; unexpected operational failure of such systems; acts of terrorism or sabotage; or unusual economic, international, or political events. In coordination with the Energy Sector-Specific Agencies, addresses the impact that damage to an energy system in one geographic region may have on energy supplies, systems, and components in other regions relying on the same system. Consults with energy asset owners and operators to advise local, state, and tribal authorities on priorities for energy system restoration, assistance, and supply during response and recovery operations.
Logistics and Supply Chain Management	<ul style="list-style-type: none"> Provides subject matter expertise to the private sector, as requested, to assist in restoration efforts. Through coordination with primary agency, serves as a State point of contact with the energy industry for information sharing and requests for assistance from private and public sector owners and operators.
Situational Assessment	<ul style="list-style-type: none"> Works with the private sector; and local, state, and tribal authorities to develop procedures and products that improve situational awareness to effectively respond to a disruption of the energy sector. Monitors repair restoration progress. Primary agency coordinates with private sector to: <ul style="list-style-type: none"> Serve as a source for reporting critical energy infrastructure damage and operating status for the energy systems within an impacted area, as well as on regional and National energy systems. Assesses the energy and human impacts of the incident and provide analysis of the extent and duration of energy shortfalls. Analyze and model the potential impacts to the electric power, oil, natural gas, and coal infrastructures, and determine the effect a disruption has on other critical infrastructure.

Section V: Operational Functions

The following table lists the operational functions that both the primary agency and supporting agencies most directly support for ESF # 12 (Energy):

<u>PRIMARY AGENCY</u>	Operational Functions – Department of Environmental Quality serves as the primary agency. The operational functions for the primary agency include:
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<p>Montana Department of Environmental Quality</p>	<ul style="list-style-type: none"> • 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. • Act as the single point of contact and liaison for the State on energy issues in the event of an emergency. • Provide direct coordination with all relevant state, regional, local, and federal entities as well as with private entities, and will meet the planning and situational awareness needs of the Governor, policy makers, private industry and other ESF partners during an emergency. • Suggest and implement strategies as needed for dealing with shortages or high prices of energy in Montana. • 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. • 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. • Consistent with statutory authorities and appropriate directives, leads or supports incident response activities pertaining to the energy critical infrastructure sector. • Coordinates with agencies pertaining to the implementation of emergency waivers. • Supports the analysis and modeling of the potential impacts to the electric power, oil, natural gas, and coal infrastructures; analysis of market impacts to the economy; and determines the effect a disruption has on other critical infrastructure. • Actively participates in workshops, conferences, training and planning to develop and identify processes, procedures, tactics, resources, and technologies to enhance State preparedness activities for energy events. • Assists in identifying critical water and wastewater systems requiring priority power restoration. • Provides technical expertise as requested. • Leads coordination and information sharing efforts with the energy private sector and with local, state, tribal partners, and relevant councils or associations. • Advises government leadership and coordinating agencies during an energy emergency. • Monitors, collects, assembles, evaluates, and analyzes energy information and exercises all information gathering and reporting authorities. • Liaise with relevant utility entities during an energy emergency. <ul style="list-style-type: none"> ○ Maintain a comprehensive contact list of relevant energy entities.
<p><u>SUPPORTING AGENCIES</u></p>	<p>Operational Functions – The operational functions for the supporting agencies may include:</p>

<p>Montana Department of Military Affairs</p>	<p>Army and Air National Guard <i>Upon approval by the Governor:</i></p> <ul style="list-style-type: none"> • Provide logistical support to SECC and transportation capacity to move essential resources when requested. • Provides available military personnel to assist in energy incident related response. <p>Disaster and Emergency Services Division</p> <ul style="list-style-type: none"> • Coordinates contracting, acquisitions, and deployments of energy personnel, equipment, and supplies in response to requests for State assistance, as appropriate. • Coordinates National Guard assistance, when requested and upon approval by the Governor. • Coordinates and/or deploys personnel to fill positions in operations centers and on emergency response teams and other entities, as necessary. • Coordinate emergency-related response and recovery functions related to energy. • Coordinates international and domestic offers of energy-related assistance and support. • Provides assistance in the allocation and prioritization of energy resources. • Coordinates the prevention, protection, mitigation, response, and recovery actions among energy stakeholders at state and local levels. • Provides equipment and personnel as needed for immediate lifesaving response operations. • Assist in coordinating the provision of temporary emergency power to critical facilities (e.g., hospitals, water treatment plants, shelters, fire stations, police stations). • Coordinates EMAC, Federal, and International offers of energy support. • Coordinates and/or provides situational awareness regarding energy.
<p>Montana Department of Administration</p>	<ul style="list-style-type: none"> • The Department of Administration (DOA) manages many of the state buildings and sets general human resources policies for the state. • Implement the Business Continuity Plans and L-10 systems as necessary to ensure that essential functions are maintained within agencies that are preoccupied addressing an energy emergency. • Establish energy saving alternate work schedules for state employees, such as telecommuting and flexible time. • Change building operation standards and procedures to reduce energy use. • Serve as lead agency in retrofitting state buildings to improve energy efficiency. • Implement policies to reduce liquid fuel use by state employees, such as alternate commuting methods for state employees (ride sharing, public transportation, and bicycling to work). • Restore communication and data channels as necessary for agencies responding to an energy emergency. • Assist with Cyber-security needs

	State Procurement Bureau <ul style="list-style-type: none"> • Provide assistance during energy incidents through: <ul style="list-style-type: none"> ○ Emergency contracting. ○ Processing fuel and purchasing cards applications.
Montana Department of Justice	Montana Analysis & Technical Information (MATIC) <ul style="list-style-type: none"> • Designated by the Governor as the fusion center in Montana. • A focal point for the collection, analysis, and dissemination of public safety and threat related information for the purposes of decision making for local, state, federal, and tribal partners while ensuring the rights and privacy of citizens. • Provides relevant information on criminal activity and credible threats that could potentially threaten public safety and critical infrastructure security to appropriate partners. Office of Consumer Protection <ul style="list-style-type: none"> • Investigates deceptive practices and market manipulation.
Montana Public Service Commission	<ul style="list-style-type: none"> • Regulates intrastate gas transmission and distribution lines (but not gathering lines). • Regulates certain natural gas and electric utilities for rate-making purposes. • Review and advise DEQ on critical infrastructure issues for intrastate natural gas delivery systems. • Oversee pipeline safety and some facility infrastructure. • House pipeline emergency plans and provide expertise on electricity events.
Montana Department of Public Health & Human Resources	<ul style="list-style-type: none"> • Provides contacts with low-income energy agencies and with local public health agencies. • Serve as a conduit for DEQ to disseminate information to local public health agencies. • Advise on the prioritization of energy and fuel needs of critical local public health facilities. • Advise on the fuel needs to perform critical operations for DPHHS. • Assists in addressing public health impacts from an energy disruption
Montana Department of Natural Resources and Conservation	Forestry Division <ul style="list-style-type: none"> • Direct firefighting assets to protect critical energy infrastructure. • Provide wildfire updates Water Resources Division <ul style="list-style-type: none"> • Gather information on petroleum products shortages in the agricultural sector. • Monitor petroleum and gas drilling and supply industry.

Montana Department of Labor and Industry	Employment Relations <ul style="list-style-type: none"> Provides technical assistance related to worker safety and health issues. Business Standards Division <ul style="list-style-type: none"> Provides regulatory professional licensing waivers and exemptions during emergencies.
Montana Department of Transportation	Motor Fuels Section <ul style="list-style-type: none"> Tracks the sales of gasoline, diesel, and aviation fuels. Motor Carrier Services Division <ul style="list-style-type: none"> Regulate truck driver hours. Provides regulatory waivers and exemptions for transportation systems.
Montana Fish, Wildlife, and Parks	<ul style="list-style-type: none"> Provides expertise on aquatic and riparian needs in rivers affected by emergencies at hydro-electric dams.