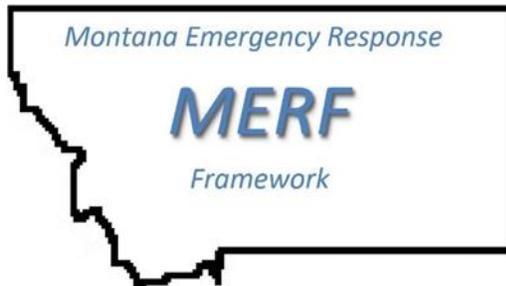


# Emergency Support Function

## Annex #12 – Energy



2018

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## Authorization & Concurrence

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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: \_\_\_\_\_

Tom Livers, Director

Montana Department of Environmental Quality

Date: \_\_\_\_\_

## Record of Change

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All changes to this plan annex are to be dated on the master copy kept by the Montana Department of Environmental Quality.

<b>Date Posted</b>	<b>Change</b>	<b>Recommending Agency/Individual</b>
September 3, 2015	General edits to document	Jeff Blend – DEQ
January 6, 2016	Small edits to document	Jeff Blend – DEQ
February and March, 2016	Large edits to document using new ESF format	Jeff Blend – DEQ & Ryan Lee – DES
March, 2018	Modest edits	Jeff Blend – DEQ

## Record of Concurrence

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When assistance is requested by the Montana Department of Environmental Quality (DEQ), the following agencies have agreed to provide the role of supporting DEQ in rendering assistance to state, local, and tribal jurisdictions within the State of Montana during an emergency, disaster, or incident whenever ESF #12 is activated.

<b>Support Agencies</b>	<b>Authorized Representative</b>	<b>Date of Concurrence</b>

## Section I – Agencies

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- Montana Disaster & Emergency Services

### **Primary Agency**

- Montana Department of Environmental Quality

### **Support Agencies**

- Governor's Office
- Department of Administration
- Department of Justice
- Department of Transportation
- Department of Natural Resources & Conservation
- Public Service Commission
- Federal Department of Energy
- Energy Sector Private Companies & Agencies

## Section II – Purpose & Scope

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

## Scope

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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 Energy Assurance Plan (EAP), 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 for “Host State” assistance from out-of-state agencies (e.g., FEMA, interstate mutual aid, etc.)

## Section III – Assumptions

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- 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 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.
- All ESF-12 activities will normally be conducted in Helena, at the SECC located at Fort Harrison (west of Helena) or at the DEQ Headquarters at 1520 E. 6th 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.
- 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 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.

## Section IV – Core Capabilities

As described in the NRF, responsibility for achieving the objectives of each core capability rests with no single entity or level of government but, rather, is the responsibility of all members of the whole community. The ESF construct is an effective way to bundle and manage the portfolio of resources to deliver core capabilities to local, tribal, and other responders. ESF #12 is particularly suited to support the Infrastructure Systems, Supply Chain Integrity and Security, Logistics and Supply Chain Management, Situational Assessment, and Public Information and Warning core capabilities. The following lists the response core capabilities that ESF #12 most directly support:

Core Capability	ESF #12 – Energy
<p style="text-align: center;"><b>Infrastructure Systems</b></p>	<ul style="list-style-type: none"> <li>• In coordination with the Energy Sector-Specific Organization, 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</li> </ul>

	<p>terrorism or sabotage, or unusual economic, international, or political events.</p> <ul style="list-style-type: none"> <li>• May support natural gas pilot relighting efforts by utilities</li> <li>• Provide subject-matter expertise to the private sector as requested, to assist in restoration efforts.</li> <li>• 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.</li> </ul>
<p><b>Situational Assessment</b></p>	<ul style="list-style-type: none"> <li>• Provides subject-matter expertise to the private sector and to the Governor’s office as requested to assist in stabilization and reestablishment efforts.</li> <li>• Collects information for situation reports, briefings, staff meetings, etc. and updates that information, as well as compiles situation reports regularly.</li> <li>• Logs and documents events as they unfold, maintains records, and compiles an after-action report</li> <li>• Reports critical energy infrastructure damage and operating status for the energy systems within an impacted area, as well as on regional and national energy systems.</li> <li>• Provides analysis of the extent and duration of energy shortfalls.</li> <li>• 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.</li> <li>• Maintains a list of 24/7 contacts of ESF-12 support agency and utility representatives. Contacts them as necessary.</li> <li>• 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.</li> <li>• In coordination with the Energy Sector-Specific Organization, 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.</li> </ul>
<p><b>Logistics &amp; Supply Chain Management</b></p>	<ul style="list-style-type: none"> <li>• Assists energy asset owners and operators and local and tribal authorities with requests for emergency response actions and supporting resources as required to meet energy demands.</li> <li>• Relies on energy industry restoration practices, and assists when, where, and as requested by the entities themselves.</li> <li>• Facilitates any emergency actions taken by the Governor promulgated under state law and outlined under state rule</li> <li>• Acquires waivers where necessary</li> <li>• Acts as liaison between state agencies providing assistance to energy sector entities and the public, in order</li> </ul>

	<p>to facilitate critical infrastructure protection and restoration efforts.</p> <ul style="list-style-type: none"> <li>• Provides direct coordination with all other state, regional, and federal departmental response elements as requested by the affected utility(s) and/or fuel supplier(s).</li> <li>• Analyzes the potential impacts to the electric power, oil, natural gas, and coal infrastructures, and determines the effect a disruption has on other critical infrastructure and services</li> </ul>
<p><b>Public Information &amp; Warning</b></p>	<ul style="list-style-type: none"> <li>• Communicates with the media and the public in a timely and accurate manner, and works with the Governor's Office to communicate needed information, including affected areas, estimated outage time, predictions, and actions consumers can take to take care of themselves</li> <li>• Coordinates with the energy industry for information sharing</li> <li>• 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: Estimated impacts of energy system outages within affected areas, estimated outage time, estimated restoration time; and What the public should do, including recommendations for meeting basic survival needs as related to the energy sector and prevailing weather.</li> <li>• Drafts and disseminates media informational materials (e.g., press releases, fact sheets, statements, responses to questions and interview requests), in coordination with the Office of the Governor: Public Information Officer (PIO).</li> <li>• Provides a point of contact to coordinate with Office of the Governor: Public Information Officer (PIO).</li> <li>• Addresses the reactions of the public</li> <li>• Provide updates on the status of essential energy resources through communication with state, local, and tribal partner and to the public via situation reports, in coordination with private sector energy owners and operators.</li> <li>• Releases updated energy incident advice to the public.</li> </ul>

## Section V – Operational Functions

The following lists the response operational functions that ESF #12 support entities of most directly supports:

<b>Support Entities</b>	<b>Operational Functions:</b>
<b>Local Responders</b>	Provide initial support and response to an energy situation that is an emergency, or could turn into an emergency. These

	<p>entities will request assistance from the state in the case that they are overwhelmed or feel that such assistance is needed.</p>
<p><b>Energy Sector Private Companies &amp; Agencies Energy Sector</b></p>	<p>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. These companies will maintain and regularly test emergency plans. When requested, they will 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:</p> <ul style="list-style-type: none"> <li>• regulated electricity and natural gas distribution utilities</li> <li>• rural electric cooperatives</li> <li>• electricity generation companies</li> <li>• transmission and pipeline operators</li> <li>• refineries</li> <li>• petroleum product marketers</li> <li>• federal energy agencies (including Canadian and Alberta energy agencies)</li> </ul>
<p><b>Montana Disaster &amp; Emergency Services</b></p>	<p>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. 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).</p> <ul style="list-style-type: none"> <li>• Activate and manage the State Emergency Coordination Center (SECC).</li> <li>• Coordinate State resources in response and recovery operations.</li> <li>• Advise DEQ on response plan recommendations on energy components of broader emergencies, with particular focus on local government emergency management and critical infrastructure issues.</li> </ul>

	<ul style="list-style-type: none"> <li>• Decide if and when ESF-12 should be activated.</li> <li>• Assist DEQ and the affected energy sector(s) to determine needs for resources during an emergency.</li> <li>• Prepare requests for the Governor's signature for federal financial and physical assistance under the Stafford Act.</li> <li>• Provide information to county/local governments on the status of the energy crisis and measures required to cope with the situation. Serves as point of contact for the multi-state Emergency Management Assistance Compact (see below)</li> </ul>
<p><b>Governor's Office</b></p>	<p>The Montana Energy Office which houses ESF-12 works for the Governor. Thus, the work we do for ESF-12 and the Montana Energy Assurance Plan are ultimately the Governor's. As such, the Governor's office will:</p> <ul style="list-style-type: none"> <li>• Review response plan recommendations by DES, DEQ and ESF-12 support agencies</li> <li>• Lead or assist with public information efforts</li> <li>• Designate an Energy Supply Alert or an Energy Emergency by executive declaration</li> <li>• Invoke and implement emergency powers as authorized by the Legislature.</li> <li>• Direct DEQ, the ESF-12 Primary Agency, to implement the Montana Energy Assurance Plan and to assist in carrying out the Governor's energy emergency powers.</li> <li>• Direct relevant agencies to support the response to an energy emergency.</li> </ul>
<p><b>Department of Administration</b></p>	<ul style="list-style-type: none"> <li>• The Department of Administration (DOA) manages many of the state buildings and sets general human resources policies for the state.</li> <li>• 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.</li> <li>• Establish energy saving alternate work schedules for state employees, such as telecommuting and flexible time.</li> <li>• Change building operation standards and procedures to reduce energy use.</li> <li>• Serve as lead agency in retrofitting state buildings to improve energy efficiency.</li> <li>• 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).</li> <li>• Restore communication and data channels as necessary for Emergency Support Function-12 agencies to respond to an energy emergency.</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide assistance through the State Procurement Bureau with: <ul style="list-style-type: none"> <li>○ emergency contracting</li> <li>○ processing fuel and purchasing cards applications</li> <li>○ temporarily increased limits on fuel and purchasing cards</li> <li>○ use of term contracts for bulk gasoline, diesel, and propane distribution for emergency delivery services.</li> </ul> </li> </ul>
<p style="text-align: center;"><b>Montana Department of Justice</b></p>	<p>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. Other tasks include:</p> <ul style="list-style-type: none"> <li>• Coordinate with representatives of critical infrastructure to help ensure the security of the sites.</li> <li>• Provide escorts to sensitive cargos in times of emergency.</li> </ul>
<p style="text-align: center;"><b>Montana Department of Natural Resources &amp; Conservation</b></p>	<p>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. DNRC could provide situational awareness of wildfires. Its Water Resources Division maintains information on flood plains, dams and water projects. They will:</p> <ul style="list-style-type: none"> <li>• Direct firefighting assets to protect critical energy infrastructure.</li> <li>• Gather information on petroleum products shortages in the agricultural sector.</li> <li>• Monitor petroleum and gas drilling and supply industry.</li> </ul>
<p style="text-align: center;"><b>Montana Public Service Commission</b></p>	<p>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, house pipeline emergency plans, and provide expertise on electricity events.</p>
<p style="text-align: center;"><b>Montana Department of Transportation</b></p>	<p>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.</p>

<b>Fish, Wildlife, &amp; Parks</b>	Provides expertise on aquatic and riparian needs in rivers affected by emergencies at hydro-electric dams.
<b>Department of Public Health &amp; Human Services</b>	<p>Provides contacts with low-income energy agencies and with local public health agencies.</p> <ul style="list-style-type: none"> <li>• Serve as a conduit for DEQ to disseminate information to local public health agencies</li> <li>• Advise DEQ on the prioritization of energy and fuel needs of critical local public health facilities</li> <li>• Advise DEQ on the fuel needs to perform critical operations for DPHHS</li> </ul>
<b>Federal Partners</b>	<p>Federal partners are those agencies that could help in terms of needed information and possible assistance with waivers of environmental laws and general assistance. These include, at a minimum, the U.S. Department of Energy (the federal ESF-12 entity), the U.S. Environmental Protection Agency, and the Department of Homeland Security. The U.S. Department of Homeland Security, Industrial Control Systems – Computer Emergency Response Team (ICS-CERT) can help utilities and states recover from a cyberattack. The Federal Motor Carrier Safety Administration may grant state requests to waive or adjust the number of hours truck drivers can operate for purposes of an emergency. In particular, the U.S. DOE can:</p> <ul style="list-style-type: none"> <li>• Assists affected energy stakeholders in dealing with the Federal Emergency Management Agency (FEMA) by coordinating with publicly-owned electric, gas, and other lifeline utilities in applying for FEMA cost sharing for repairs.</li> <li>• Assists affected energy stakeholders in obtaining repair crews and materials from outside the affected areas.</li> <li>• Acts as an ombudsman in conjunction with state energy and emergency agencies to obtain electric power restoration priority to communications, public works (water, sewage), and ancillary energy facilities (e.g., fuel transportation/distribution systems, pipeline pump stations, and refineries).</li> <li>• Handles requests for unique department assets to support an energy emergency response.</li> <li>• Maintains the DOE Emergency Operations Center (EOC).</li> </ul>