

Emergency Support Function #12 (Energy) Annex

Thurston County Comprehensive Emergency Management Plan (CEMP)



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Prepared By:

Thurston County Emergency Management
9521 Tilley Rd S.
Olympia, WA 98512
360-867-2800 | tcem@co.thurston.wa.us

In Partnership With:

Primary Agency
Thurston County Emergency Management

Supporting Agencies & Organizations:
Puget Sound Energy
Washington State Department of Commerce

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1. Introduction

1.1 Purpose

This document is a supporting annex of the Thurston County Comprehensive Emergency Management Plan (CEMP) (*base plan*) and serves to establish policies and procedures for the effective countywide coordination of necessary Emergency Support Function #12: Energy (ESF-12) capabilities in the event of a human, technological or natural caused disaster. Primary and supporting agencies, their general responsibilities, and critical disaster response activities related to ESF-12 are identified herein and serve as a reference for executive officials, Emergency Coordination Center (ECC) staff and incident commanders to coordinate delivery of ESF-12 resources and capabilities during incident response.

1.2 Scope

ESF-12 facilitates the restoration of energy systems affected by an incident, as well as supports the effective use of available electric power, natural gas, and petroleum products required to meet essential needs during and after an incident. All energy systems are considered critical infrastructure.

ESF-12 supports energy activities including but not limited to:

- Collecting, evaluating, and sharing information on energy system damage and estimates on the impact of energy system outages within affected areas.
- Providing information concerning the energy restoration process such as projected schedules, completion of restoration, and geographic information.
- Assisting government and private-sector stakeholders in overcoming challenges to restore the energy system.

Although the energy network consists of systems that span multiple counties and states where geographic disruptions may affect one or more jurisdictions, the intention of this plan is to outline coordination within Thurston County.

As part of incident response operations at the Thurston County ECC, ESF-12 coordinates information and resources to directly support effective delivery of the following core capability: **Infrastructure Systems**. Through intersecting activities with other support functions, ESF-12 provides general support to the following additional core capabilities: **Planning** and **Operational Coordination**. Core capabilities are derived from the *National Preparedness Goal* and further described in the base plan. Displayed below is a summary of the primary and supported core capabilities identified for ESF-12.

Primary Response Core Capability/Capabilities	
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
Supporting Core Capabilities	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
Operational Coordination	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

1.3 Laws & Policies

Presidential Policy Directives

PPD-21: Critical Infrastructure Security and Resilience

Sets national policy on critical infrastructure security and resilience. The goal of the directive is to foster greater cooperation between public and private entities, reduce vulnerabilities, identify and disrupt threats, minimize consequences, and hasten response and recovery efforts related to critical infrastructure.

PPD-7: Homeland Security

Establishes a national policy for Federal departments and agencies to identify and prioritize critical infrastructure and to protect them from terrorist attacks.

Revised Code of Washington

RCW 39.26.130: Emergency Purchases

Outlines emergency purchasing policies and procedures for state agencies.

RCW 43.19.450: Engineering and Architecture

Defines “state facilities” and identifies how to appoint a supervisor of architectural, engineering, or related services for major repair to existing state facilities.

RCW 43.21F: State Energy Office

Defines the roles and responsibilities for the State Energy Office, including their role in implementing policy during energy emergencies.

RCW 43.21G: Energy Supply Emergencies and Alerts

Establishes necessary emergency powers for the governor and defines the situations under which such powers are to be exercised.

RCW 43.155.065: Emergency Public Works Projects

Establishes low-interest or interest-free loans for emergency public works projects.

Washington Advisory Code

194: Department of Commerce

Provides guidance from Commerce on energy issues including Emergency Petroleum Allocation Act rules and WA state curtailment plan for electric energy.

1.4 Situation

1.4.1 General Overview

- Puget Sound Energy (PSE) provides energy to Thurston County residents and businesses through their electric supply and natural gas supply.
- Propane storage sites include:
 - AmeriGas Propane on Black Lake Blvd SW and on Martin Way
 - Pacific Propane on Bronson St SE
- BP operates the Olympic Pipeline, a 400-mile pipeline system that transports refined petroleum products such as gasoline, diesel, and jet fuel. The pipeline runs through Thurston County.
- Williams Northwest Pipeline is a 3900-mile transmission system for natural gas, part of which runs through Thurston County.
- Tacoma Power generates hydroelectric power for residents of Pierce County, including from Alder Dam and LaGrande Dam on the Nisqually River.
- Centralia City Light generates hydroelectric power from a diversion dam on the Nisqually River, which is transmitted to Centralia.
- TransAlta generates a small amount of hydroelectric power from the Skookumchuck Dam on the Skookumchuck River, which is fed to the PSE grid.

1.4.2 Hazard Impacts to ESF-12

Section 1.6.2 of the base plan contains a summary assessment of all significant hazards that threaten Thurston County. Of those hazards identified, the following have been assessed to have the most significant impact requiring coordination of ESF-12 capabilities:

Impact Statement / Description	
Cyber-attack or physical human-caused attack	<ul style="list-style-type: none">An attack on the power grid could lead to widespread power outages.
Earthquake	<ul style="list-style-type: none">An earthquake could cause major damage to energy infrastructure
Landslide	<ul style="list-style-type: none">A landslide can damage electrical and fuel infrastructure. Assessments are often necessary following landslides to ensure that the infrastructure is functioning properly.
Severe Weather	<ul style="list-style-type: none">Rain, strong winds, ice, and flooding can impact the energy system and cause outages
Wildfire	<ul style="list-style-type: none">Wildfire can damage energy infrastructure; power systems can also cause fires to start.There may be a <u>Public Safety Power Shutoff</u> during high-risk wildfire conditions to help prevent wildfires from starting.

1.4.3 Whole Community

ESF-12 primary and supporting agencies are committed to providing access to programs, services, and activities for the whole community. Here are some ways in which the needs of the whole community are considered:

- This plan outlines strategies that will help disseminate information about energy restoration to the community in an efficient and coordinated manner.
- PSE's Strategic Equity Framework.
- Thurston County Racial Equity Program.
- Washington's Clean Energy Transformation Act, which provides safeguards to maintain affordable rates, reliable service, and adds and expands energy assistance programs for low-income customers.
- Access and Functional Needs considerations are crucial when considering impacts to the energy system (i.e., durable medical equipment, notifications from energy providers, etc.)

Section 1.7.2 of the base plan further describes considerations for the whole community approach.

1.5 Planning Assumptions

In addition to the planning assumptions listed in section 1.7.1 of the base plan, the ESF-12 plan annex is based on the following additional assumptions:

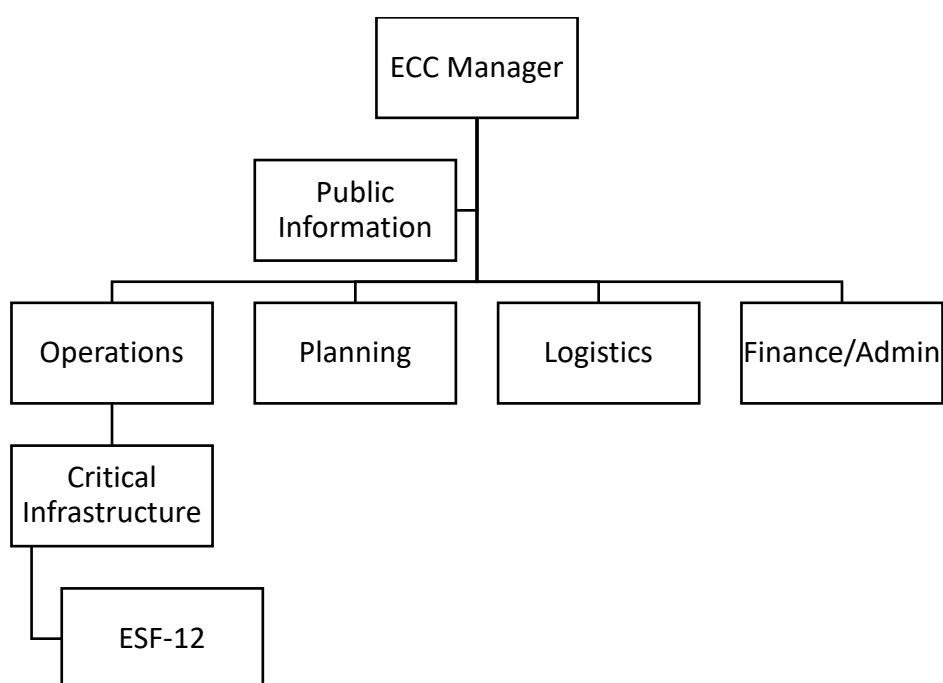
- The occurrence of an emergency could destroy or damage portions of the county's energy systems and disrupt petroleum and natural gas supplies.
- Loss of power may result in impacts to heating or cooling systems, lights, security systems, functioning water and sewer systems, financial systems, telecommunications systems, transportation systems, and industrial operations.
- Widespread and prolonged energy failures precipitated by another hazard can result in a compounding disaster process with added complexities to response and recovery.
- Coordination of repair efforts may be hampered by damaged communications infrastructure.
- Supplies, parts, and personnel needed to repair the power infrastructure may not be immediately available.
- Delivery of needed fuel or generator capability may not be immediately available. Prioritization may need to occur as resources become available to meet demands.
- Interruption of fuel supplies and electricity may hamper operations of local emergency services and public transportation.
- Response may require the establishment of shelters with heating or cooling capability. These will require gas or electric power for temperature control and light. Sheltering guidelines are covered under ESF-6 Mass Care.
- Transportation and distribution processes are covered under ESF-1 Transportation.
- Spills and releases of oil and gas are covered under ESF-10 Oil and Hazardous Materials Response and the Local Emergency Planning Committee (LEPC) Hazardous Materials Response Plan.

2. Organization

2.1 ESF-12 Organizational Structure

During disaster operations requiring activation of the Emergency Coordination Center, ESF-12 is organized within the Operations Section, reporting to the Critical Infrastructure Branch or directly to the Operations Section Chief if the Critical Infrastructure Branch is not established. If the Operations Section Chief is not staffed, ESF-12 reports directly to the ECC Manager.

Through the Operations Section, Critical Infrastructure Branch, and/or ECC Manager, ESF-12 coordinates energy restoration communications and efforts with the ECC command and general staff and other activated ESFs. Outside of the ECC, ESF-12 supports local, state, and federal energy entities in countywide coordination of energy restoration.



2.2 ESF-12 Entities & Contacts

Agencies that coordinate ESF-12 support are identified under one of two categories: primary or supporting. Definitions of each can be found under section 2.3.2 of the base plan.

Primary Agency/Agencies	
Thurston County Emergency Management	
Supporting Agencies	
Puget Sound Energy (PSE)	Washington Department of Commerce: Energy Resilience & Emergency Management Office (EREMO)

3. Concept of Operations

3.1 General

ESF-12 for Thurston County functions primarily as a point of countywide coordination and support for events that drastically impact the county's energy systems. Partnering agencies have respective plans for such incidents, including those listed in Section 6 of this annex.

ESF-12 will help to facilitate the energy industry's plans for response and recovery by:

- Coordinating necessary assessments of damages.
- Assessing energy supply and demand including identification of critical facilities
- Coordinating with local, state, and federal agencies as well as businesses to establish priorities for repair and restoration of energy systems.
- Coordinating temporary, alternate, or interim sources of emergency fuel and power.

Utilities and companies that produce, transport, store, and distribute energy may send a liaison to the ECC to facilitate coordination and field communications.

Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers or equipment companies. ESF-12 may assist with the coordination of outside resources upon request.

Priorities for resource requests, the allocation of resources, prioritization of restoration sites, or procedures and locations of fueling facilities will be determined in coordination with the Disaster Policy Advisory Group (DPAG) and appropriate mutual aid agreements or memorandums of understanding. Priorities will be established consistently with DPAG policies and procedures.

3.2 Activation of ESF-12

When the ECC is staffed for incidents, the ECC Manager and/or Operations Section Chief will determine if the situation merits the activation of an ESF-12 representative and/or a full team of supporting agencies.

The activation of ESF-12 may occur for events of any size and scope. However, the need for countywide coordination is more likely following a catastrophic regional event, when complete energy restoration is projected to take longer than several days.

Factors considered for activating ESF-12 include, but are not limited to:

- The safety risks posed by damages to energy infrastructure.
- The ongoing and expected weather conditions (extreme cold, extreme heat, and other severe weather conditions may increase the need to activate).
- The capacity of PSE's restoration crews, including contract and mutual assistance crews.

3.3 Critical ESF-12 Response Tasks

To achieve effective disaster response, ESF-12 coordinates information and resources among primary and supporting agencies to support critical response tasks. The critical tasks identified below align with ESF-12's primary core capability and serve as a foundation to develop intermittent objectives during disaster response to re-establish or re-stabilize community lifelines.

Infrastructure Systems		
#	Critical Task Description	Responsible Agencies
1	Notify jurisdictions and stakeholders of operational and situational conditions and provide frequent and regular status updates.	TCEM
2	Facilitate discussions on county prioritization and policy for utility restoration (convening the DPAG when appropriate).	TCEM
3	Support the determination of location, extent, and restoration of infrastructure damage and outages.	TCEM, WA Department of Commerce Energy Division
4	Coordinate delivery of state or federal resources, when requested.	TCEM, WA Department of Commerce Energy Division
5	Perform life safety and property preservation operations when indicated.	Energy companies, first responders
6	Determine location, extent, and restoration of infrastructure damage and outages.	Energy companies
7	Provide situation updates to/from Thurston County ECC.	All

3.4 Supporting Activities

3.4.1 Prevention, Protection, & Mitigation

- Incorporate future growth when planning for reliable energy service delivery.
- Install and maintain backup power systems.
- Participate in the development of organizational mitigation plans.
- Perform regular infrastructure and maintenance.
- Update and implement hazard mitigation plans.

3.4.2 Recovery

- Reconstruct, repair, and maintain the energy system (replacing any temporary infrastructure with permanent infrastructure).
- Public and private sector contributors to the energy network are responsible for their own costs associated with long-term recovery to normal operations. The public and private sectors may collaborate on recovery strategies for extremely damaging emergencies to develop priorities for those efforts.

- The structures and bodies laid out in this annex should integrate horizontally into structures and bodies established by the Thurston County Disaster Recovery Plan to address the Recovery mission area, specifically the Infrastructure Systems Recovery Support Function (RSF) – *to be developed in 2025*.

3.4.3 Preparedness Activities

- Provide personal preparedness education to the public, including information on disasters that affect energy systems and how to plan for them.
- Build and maintain relationships between emergency management agencies, energy providers, and other relevant parties.

4. Responsibilities

In addition to the critical tasks listed in Section 3.3, ESF-12 partners have the following responsibilities.

4.1 Thurston County Emergency Management (Primary Agency)

- Identify the need for coordination with energy response and restoration organizations.
- Activate ESF-12 within the ECC as needed and identify an ESF-12 coordinator.
- Provide situation reports from the ECC to members of the energy network.
- Provide a liaison and/or contact to the PSE ECC when requested.

4.2 Puget Sound Energy

- Activate the Energy System Restoration Plan as needed and follow the procedures for damage assessment, response, and recovery.
- Provide situation updates to the Thurston County ECC.
- Provide a liaison and/or contact to Thurston County's ECC as necessary.
- Understand restoration priority requests from the Thurston County ECC and provide information on capabilities and realistic estimated timeframes to support those priorities.

4.3 Washington Department of Commerce – Energy Resilience and Emergency Management Office

- Activate WA State ESF-12 as needed.
- Maintain general data and information on energy systems, including infrastructure location, criticality, capabilities, operations, vulnerabilities and ownership.
- Collect and share information about energy infrastructure damage, impacts, and restoration status.
- Participate in WA EMD coordination calls and provide situation updates as necessary.
- Provide a liaison and/or contact to the Thurston County ECC as necessary.
- Coordinate with WA EMD and energy providers to track energy outages and restoration.
- Respond to resource requests.

- Recommend waivers and other policy action to the Governor’s Office to reduce demand or improve restoration times.
- Consult with local emergency management agencies and service providers to identify areas of prolonged energy outage or shortage that are impacting health and safety.
- Identify downstream impacts of energy shortages which impact response operations.
- Facilitate coordination calls with energy providers as needed.
- Prioritize and allocate scarce petroleum products in the event of a catastrophic incident.

5. Resources

5.1 Resource Requirements and Inventory

The following resources have been identified as existing resources and resource considerations when activating ESF-12:

- [Washington Fuel Request Form](#)
 - Jurisdictions use this form to request state assistance in acquiring additional fuel during a major or catastrophic fuel shortage or disruption. County fuel requests are sent to the state Emergency Operations Center for Washington State Department of Commerce processing.
- [PSE Outage Map](#)
- [Washington State Utility Outage Map](#)
- Access to WebEOC will be necessary for ESF-12 personnel.
- Energy companies manage their respective energy system restoration personnel, equipment, and vehicles. They also maintain mutual assistance agreements with both public and private utilities. Should additional resources be necessary to perform ESF-12 functions, TCEM can coordinate with the state and with local companies to obtain them.

5.2 Resource/Capability Gaps

Based on estimated hazard impacts and the current ESF-12 capabilities of local agencies, local planners have identified the following additional resources that may be needed during an incident to fully support ESF-12’s critical response tasks.

Resource Typing Definition	Critical Task(s) Supported	Justification
Local Emergency Fuel Plan	1-6	<p>The development of an Emergency Fuel Plan for Thurston County would help the jurisdiction estimate its projected fuel consumption in an emergency, and would detail a fuel contingency plan.</p> <p>EREMO has developed a guide to assist local jurisdictions in creating such a plan.</p>

Strengthening an inventory of the entities involved in energy systems within Thurston County	1,2,3,6	Strengthening and updating the existing inventory of the entities involved in energy systems in Thurston County would enable a smoother, more efficient response. It would also strengthen relationships between TCEM and energy entities within the county.
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5.3 Mutual Aid

Energy entities maintain mutual aid agreements for utility restoration. For example, PSE has both voluntary mutual assistance agreements with neighboring utility entities, and is also a signatory to several larger agreements.

5.4 State & Federal Aid

The Thurston County ECC can submit resource requests through WebEOC. Depending on capabilities at the time, the ECC may be directed to complete the Washington Fuel Request Form, described in Section 5.1.

6. Supporting Plans

Thurston County's ESF-12 can integrate with the below PSE and state:

Puget Sound Energy System Restoration Plan

- The guidance document for emergency preparedness and response to emergencies that impact PSE's electric or natural gas systems.

Washington State Energy Assurance & Emergency Preparedness Plan

- A guide for public agencies, energy suppliers, and key service providers who have essential capabilities for responding to energy emergencies.

Washington State ESF-12

- Addresses significant disruptions in electrical, natural gas, and petroleum supplies caused for any reason on a state level.

Washington State Fuel Action Plan

- Describes the fuel supply chain, hazards to fuel infrastructure, and tactics available to the state for responding to a fuel shortage or disruption.

Washington State Recovery Support Function: Infrastructure Systems

- Facilitates the transition from critical infrastructure response to recovery, to support a sustainable community and improve resilience to future hazards.