

# Connecticut Emergency Support Function 12

## All Hazards Energy and Utilities Annex

### August 2013

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## **CT ESF 12 Members**

### **CT ESF #12 Coordinator/Primary Agencies:**

- Department of Energy and Environmental Protection (DEEP)/ Public Utility Regulatory Authority (PURA)
- Department of Public Health (DPH)/Drinking Water Section (DWS)
- Office of Consumer Counsel (OCC)
- Department of Emergency Services and Public Protection (DESPP)/Division of Emergency Management and Homeland Security (DEMHS)

### **CT Support Agencies:**

- Connecticut Military Department/National Guard (CTNG)
- Department of Administrative Services (DAS)/Bureau of Enterprise Systems and Technology (BEST) (Included exclusively for communications issues related to ESF #12)
- Department of Motor Vehicles (DMV)
- Department of Transportation (DOT)
- Department of Consumer Protection (DCP)
- Connecticut Siting Council (CSC)

### **Federal ESF Coordinator/Primary Agency:**

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- Department of Energy (DOE)

### **Federal ESF Support Agencies:**

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- Department of Homeland Security, including Federal Emergency Management Agency (FEMA)
- United States Army Corps of Engineers (USACE)

### **Local Partners/Municipalities:**

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- Lead: Municipal and Regional ESF #12
- Support: Municipal and Regional ESF #2, 3, 5, 13
- Connecticut Conference of Municipalities
- Connecticut Council of Small Towns

### **Private and Public Sector Energy Partners:**

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#### **Electric Distribution Company**

- The Connecticut Light and Power Company
- The United Illuminating Company

#### **Gas Company**

- Connecticut Natural Gas Corporation
- Southern Connecticut Gas Company
- Yankee Gas Services Company

#### **Interstate Gas Company**

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- Algonquin Gas Transmission Company
- Iroquois Pipeline Operating Company
- Tennessee Gas Pipeline Company

### **Municipal**

- Bozrah Light & Power (Groton)
- East Norwalk
- Jewett City
- Norwich
- South Norwalk
- Wallingford

### **Generators (Includes the following)**

- Bridgeport Energy
- Dominion/Millstone
- NRG Energy
- Public Service Electric and Gas Company (PSE&G)

### **Private and Public Sector Non-Energy Partners:**

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#### **Telephone Company**

- AT&T
- Verizon

#### **Community Antenna Television Company/Certified Communications Provider/Certified Competitive Video Service Provider**

- ATT (U-Verse)
- Cablevision
- Charter Communications
- Comcast
- Cox Cable
- Fibertech
- Metrocast
- Thames Valley

#### **Water Companies/Public Water Systems**

Water Companies and Public Water Systems are regulated by DEEP PURA and the DPH Drinking Water Section (DWS). DEEP PURA regulates the privately owned water companies of the State, which fall into three categories, A, B, and C. Generally, these companies serve 50 or more consumers, covering service to 1000 or more individuals. DPH/DWS regulates publicly and privately owned Water Companies and Public Water Systems—Community, Non-Transient Non-Community, and Transient Non-Community. There are more than 2600 Public Water Systems in the State. The focus of this Annex is the approximately 560 Community Public Water Systems, which range from small apartment buildings to the Aquarian Water Company that services more than 600,000 people statewide. DPH/DWS maintains an inventory and emergency communications capabilities and Water Companies/Public Water Systems on a 24/7 basis.

#### **Wireless**

- AT&T Connecticut/AT&T Mobility

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- Sprint/Nextel
- T-Mobile
- Verizon New York Inc./Verizon Wireless
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### **Other**

- CT Water Works Association
- Milford LNG Plant (Total Peaking Services LLC)

## **BACKGROUND OF CT ESF 12—All Hazards Energy and Utilities Annex**

In the aftermath of two severe weather storms that occurred within two months of each other in 2011, causing widespread and prolonged power outages, and resulting in Presidential major disaster declarations, Governor Dannel P. Malloy directed State Emergency Management Director William J. Hackett of the Department of Emergency Services and Public Protection/Division of Emergency Management and Homeland Security (DESPP/DEMHS) to establish an Emergency Planning and Preparedness Initiative to enhance the state's capabilities in advance of the next inevitable event. One of the initiatives was the establishment of an Energy and Utilities Work Group to perform a number of functions, including the creation of an All-Hazards Energy and Utilities Annex to the State Response Framework, in order to memorialize the process to be used to restore or maintain critical public services. The State Response Framework can be found on the DESPP/DEMHS website, [www.ct.gov/demhs](http://www.ct.gov/demhs).

### **Purpose**

This Annex describes in detail the Multi Agency Coordination that will take place under the Connecticut State Response Framework, specific to utility-related aspects of disasters and emergencies, in order to facilitate restoration and maintenance of the state's energy, utility, electric, gas, water, waste water, and tele/communications public services during and following a major disaster, such as a hurricane, winter storm, flooding, earthquake or other significant event requiring state assistance. This Annex is an operational and planning document and does not take the place of the statutes, regulations, final decisions and/or orders of the Connecticut Public Utilities Regulatory Authority (PURA).

### **Principles and Assumptions**

The Annex takes into account the following principles and assumptions in order to develop and improve the process necessary to restore and maintain critical public services:

- CT ESF 12 and the Annex will be supported by the establishment of emergency response and service restoration performance standards in accordance with Public Act 12-148, and other identified needs;
- CT ESF 12 and the Annex will be supported by additional actions to mitigate power and communications outages in accordance with Public Act 12-148, and other identified needs;
- CT ESF 12 will interact closely with CT ESF 2 (Communications) in order to coordinate tele/communications restoration and maintenance before, during, and after emergencies that create widespread power outages;
- Companies that provide public services will share with the State Emergency Operations Center and other appropriate partners all information necessary for the prompt restoration of service, recognizing that proprietary information will be protected to the extent possible under state law and under the circumstances of the emergency. Also, information that is provided may be

subject to protection under Connecticut General Statutes Freedom of Information Act Section 1-210(b)(19), if public release of the information may result in a safety risk, and is provided as part of a preparedness, response, recovery, or mitigation planning;

- In accordance with Public Act 12-148, companies that provide public services will participate in planning, exercise, and training activities at the state and local level;
- In accordance with Public Act 12-148, companies that provide public services will provide their emergency service restoration plans to PURA, DESPP, and municipalities every two years, and the plans will include communication and coordination measures with state, local, and other providers' officials, as well as a scalable and flexible plan capable of addressing the quantity and types of damages for outages affecting more than 10%, 30%, 50%, and 70% of customers. Information provided in these plans will be confidential;
- For the purposes of this Annex, and to assist in the establishment of protocols for emergency preparedness, response and recovery work on tribal lands, the terms town, municipal, or local include the State's recognized tribal nations, unless separate tribal/utility plans exist;
- In the event that the Governor declares a state of emergency, pursuant to Connecticut General Statutes Section 28-9, he may personally take direct operational control of any or all parts of the civil preparedness forces and functions in the State. The Governor may also take such actions as are reasonably necessary to protect the health, safety, and welfare of the people of the state, to prevent or minimize loss or destruction of property, and to minimize the effects of hostile action. The Governor convenes his Unified Command at the State Emergency Operations Center.

### **Scope**

**CT ESF 12 Group** addresses significant disruptions in communications, cable and video services, water and energy supplies for any reason, whether caused by physical disruption of energy transmission and distribution systems, or unexpected operational failure of such systems. CT ESF 12 is applicable to the producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining of energy systems and system components. In this capacity, CT ESF 12 serves to collect, evaluate, and share information on the impact of service system outages, as well as on the progress of the restoration process, to include projected schedules for restoration, percent completions of restoration, and geographic information on the restoration. CT ESF 12 energy companies must work closely with their non-energy partners that also provide public services in order to restore all critical functions as soon as possible. Therefore, CT ESF 12 includes a coordination framework designed to facilitate communications to and from municipalities, state agencies, and energy and non-energy public service companies.

The CT ESF 12 Group will serve as a permanent committee or working group of the DEMHS Advisory Council. In 2013, DEMHS also established a Credentialing Subcommittee of the ESF 7 Resource Support Working Group, which, among other tasks, will work with PURA and the utilities to assist the utilities with a standard or mechanism for credentialing to allow smoother road access during emergencies.

**CT ESF 2 Communications:** In general, CT ESF 2 will be implemented under the Statewide Interoperability Committee of the DEMHS Advisory Council. It is contemplated that an ESF 2 Annex to the State Response Framework will be developed. Because of the interrelationship between ESF 12 and communications in many situations involving power outages, this Annex includes a description of the CT ESF 2 Communications Task Force, which shall be convened for a number of reasons, including during prolonged or widespread power outages.

**CT ESF 2 Communications Task Force:** All Communications/cable providers in the State shall be members of the Interoperability Committee's CT ESF 2 Communications Task Force, which is led by DAS/BEST and DEEP/PURA and includes Communications companies. The mission of the Task Force is to plan and prepare for emergency Communications issues, and to support the maintenance and restoration of Communications services such as cable, internet, land line telephone and cell phone services. This Task Force is the primary interface between these public service providers and the State during situations contemplated by the State Response Framework, including this Annex.

The membership of the Communications Task Force includes, in addition to DAS/BEST and DEEP/PURA, subject matter experts from: DESPP( for example, from the Office of Statewide Communications and/or DEMHS); the CT National Guard, and; DOT. Federal members include FEMA and the Department of Homeland Security Office of Emergency Communications. Participants from the private sector include ATT, Sprint, T-Mobile, Verizon, Comcast, Charter Communications, Cox Communications, Cablevision, Metrocast, FiberTech, and any other companies providing communications services. All members must share requested data with the Task Force leadership in order to promote a prompt restoration process. Proprietary data and/or data that could present a safety risk if released will be protected to the full extent allowed by law.

The Task Force shall meet regularly during non-emergency time periods, in order to plan and prepare for emergency events. For example, the Task Force will meet to review its After Action Report(s) and address action items contained within the report. Whenever possible, the Task Force shall convene pre-landfall, in order to ensure a smooth movement into recovery mode. During emergency events, the Task Force shall establish a regular communications and information collection and dissemination cadence. The usual cadence is as follows:

- 8 am report at the State EOC Unified Command meeting;
- 9 am email reports from communications providers to the Task Force leadership to describe activities since last reporting period;
- 10 am conference call with all providers to discuss status and coordinate requests for assistance, with update provided to State EOC Operations Desk;
- 12 pm conference call between State and Municipalities to discuss restoration activities, including communications;
- 3 pm updated email reports provided to Task Force leaders and conference call, with update to State EOC Operations Desk;

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- 5 pm report at the State EOC Unified Command meeting. In addition, an email list will be set up and managed by the Task Force so that immediate escalation of issues could occur if necessary, outside of the established meeting/conference call time periods.

Task Force issues may include unique information requests or actions required by communication service providers, including SAT/Cells on Light Truck (COLT) deployments in large outage areas, for specific governmental or municipal needs.

Status updates for each provider must include:

- Number of outages (cell towers, T1 lines, head-ends, etc—Wireless providers are working with PURA on these data points);
- Reasons for outages and large affected areas;
- Restoration needs for the providers including: coordination with debris removal, generator deployment, escalation between providers on priority T1 lines, escalation to utilities on power restorations;
- Projected restoration timelines

**Water Task Force** – This task force is led by the DPH Drinking Water Section. Members include Public Water Systems/water companies, wastewater utilities, CT DEEP Municipal Facilities Section, and associations such as Ct WARN, CT Section AWWA, Connecticut Conference of Municipalities (CCM), etc. Its mission is to plan and prepare the water sector for all-hazards emergency incidents and to support the sector in the maintenance and restoration of drinking water and wastewater service for the general public and ESF partners. The water sector and the services they provide affects many different public service sectors and also sustains the operations of other ESFs such as health care, fire suppression, emergency shelters, PODs, etc. DPH will coordinate any water advisories and emergency public notification disseminated to water consumers as a result of water quality issues caused by the emergency. Communication flow between DPH and public water systems will be conducted through WebEOC (if/when available), DPH Everbridge system, and direct contact. DPH will also provide coordination and support relative to Ct WARN and report the status of water sector mutual aid to the SEOC. Any issues raised through the Water Task Force will be forwarded by DPH Drinking Water Section to the SEOC and disseminated to the Regional Coordinators and municipal leaders for appropriate action.

All Public Water Systems/Water Companies are required to report operational issues to DPH, DPH evaluates conditions and makes determinations on sufficiency and adequacy of supply. CtWARN status is also routed through DPH. Depending on the situation and the status of communications in the state, public notice to customers will advise on the availability and suggested use of drinking water from various PWS/water companies. All municipal and privately owned domestic wastewater treatment facilities are required to report operational issues to CT DEEP, Municipal Facilities Section. CT DEEP will evaluate the severity of the reported issues and prepare advisories on known and potential impacts of any conveyance or treatment deficiencies.



**Fuel Task Force:** This task force is made up of DMV, DEMHS, DOT, DAS, CTNG, DCP, and other fuel partners including the Independent Connecticut Petroleum Association, the Connecticut Chapter of the National Propane Gas Association, the Motor Transport Association of Connecticut and the Connecticut Petroleum Council. Its mission is the restoration and provision of emergency fuel, and generators for power needs, including:

1. Priority restoration of generator power to all of the DOT Service Plazas along I-95, I-395 and Rte. 15;
2. The monitoring of the supply of the state's eight (8) fuel terminals;
3. Establishing communications with municipalities to determine fuel and generator needs for emergency responders and critical infrastructures;
4. Establishing communications with utilities, including communications providers, to determine status of their back-up power sources and fueling needs to aid in restoration efforts;
5. Coordinating with FEMA to obtain generators when demand exceeds supply (size and/or number) and the US Army Corps of Engineers to assess installation requirements;
6. Providing information to the public concerning open retail fuel outlets;
7. Communicating with utilities, including communications providers, and emergency responders regarding fuel needs and availability;
8. Coordinating fuel access at state DOT locations for municipal vehicles involved in the emergency effort.

## **General Roles and Responsibilities of ESF #12**

### **Preparedness**

- Ensure that Standard Operating Procedures (SOPs) are in place to perform appropriate levels of mitigation, preparedness, response, and recovery that a given disaster or emergency may require;
- Assist locals and state agencies with mitigation and preparedness measures prior to an actual emergency or disaster;
- Assign and train personnel to support emergency operations at the State Emergency Operations Center (SEOC), or other areas of operation;
- Actively participate in planning, training and exercise activities at the state, local, federal, and private sector levels.
- Work with all state and local emergency organizations to establish pre-determined critical facilities that necessitate priority restoration when repairing energy systems.

### **Response**

- Provide an ESF #12 liaison to the SEOC;
- Assist in providing sufficient power and fuel supplies to state agencies, response organizations, and areas along evacuation routes;
- Provide, to the extent possible, materials, supplies, and personnel for the support of emergency activities being conducted by local EOCs or state ESFs as requested through the SEOC;
- Establish and maintain communication with utility representatives and/or fuel suppliers to determine response and recovery needs;
- Assist the DPH, the American Red Cross, United Way 2-1-1, and local EOCs to identify emergency power needs for shelters or other facilities;
- Work in coordination with Federal ESF #12 personnel if a Joint Field Office (JFO) and/or other support facilities is/are established;
- Hold regular meetings prior to State EOC Governor's Unified Command meetings, and provide status briefings at the Unified Command meetings;
- Assist in gathering and providing information to the Planning Section and Operations Section for establishing operational priorities, developing situation reports and Incident Action Plans (IAP)s, and to DEMHS/State EOC Public Information Officer (ESF 15) for press releases;
- Establish, run, participate in, and/or coordinate such Task Forces as are deemed necessary.
- Keep accurate logs and other records of emergency responses.

### **Recovery**

- Coordinate efforts to provide for resources requested by local, state, and federal agencies for emergency power and fuel needs;
- Review recovery actions and develop strategies for meeting local and state energy needs;
- Monitor local, state, and utility actions;
- Receive and assess requests for aid from local, state, and federal agencies, and from energy offices, energy suppliers, and distributors;
- Work with all state and local emergency organizations to monitor the status of pre-determined critical facilities during power outages
- Coordinate with all state and local emergency organizations to prioritize and/or modify the list of critical facilities during power outages as necessary;

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- Establish, run, participate in, and/or coordinate such Task Forces as are deemed necessary;
- Update state and local news organizations through DEMHS/State EOC with assessments of energy supply, demand, and requirements to repair or restore energy systems; and
- Keep accurate logs and other records of emergency responses.

### **After-Action**

- Draft recommendations and other reports as appropriate.
- Participate in post-hazard mitigation studies to reduce the effects of any future disasters.
- Prepare an after-action report, identifying key problems, how they will be or were solved, and making recommendations for improving ESF response operations;
- Meet and amend any plans or procedures to address the issues identified in any After Action report or meeting.

## **CT ESF 12 Member Agencies' Roles/Responsibilities**

### **Public Utilities and Regulatory Authority/Department of Energy and Environmental**

**Protection (PURA/DEEP):** Overall DEEP agency responsibilities are listed in the main document of the State Response Framework. In addition, DEEP/PURA shall:

- With DPH, maintain the following lists of information and have it available to the State EOC 24/7 and 365:
  - Private and Public Sector Energy Partners:  
List of all energy distributors and generators, including gas companies, pipelines, and municipally owned companies.
  - Private and Public Sector Non-Energy Partners:  
List of all other companies that provide public services, including water delivery and sewer, waste treatment, Communications, cable, video.
- Serve as a member/lead of the CT ESF 12, CT ESF 2, and the State Interagency Debris Management Task Force (IDMTF) groups and actively participate in, and help to coordinate, planning, preparedness, response, recovery, and mitigation activities;
- Perform the duties as enumerated in Public Act 12-148.

#### **Preparedness:**

- Act as the point of contact and liaison providing direct coordination with all other State, regional and Federal departmental response elements as requested by the Governor's Office, DEMHS, EOC, and utilities.
- Designate primary and secondary liaison officer(s), who will report to the State EOC when called upon and are available on an around-the-clock basis if needed.
- Ensure that liaisons are trained in Incident Command and the National Incident Management System.
- Provide input to periodic readiness assessments and participate in training and exercises aimed at continuous improvement of preparedness, prevention, mitigation, response, and recovery capabilities.
- Participate in planning and exercises for short-term and long-term emergency management, restoration and protection operations, and the development of supporting operational plans, SOPs, checklists, or other job aids in concert with existing first-responder standards.
- Analyze data available at the EOC to assist in assessing the impact and damage to transmission, distribution, and service lines; telephone facilities; pipelines, and; other regulated utility systems. Proprietary information or data and/or information that could present a safety risk if released will be protected to the full extent allowed by law.
- Communicate with all ESF 12 members, including utilities, in advance of storms or other significant emergencies.
- Provide technical support for the EOC, as requested.
- Coordinate with DOE, NERC, NARUC and other utility sector agencies and develop procedures for responding to regional outages.
- Develop contact list and calling tree of State agency personnel for use to facilitate restoration and protection efforts during emergencies.

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- Continuously identify capabilities required to prevent or respond to new emergency threats and hazards, or to improve the ability to address existing threats.
- Serve as the State liaison to Connecticut’s regulated and unregulated utility companies and State agencies to facilitate critical utility infrastructure protection and restoration.

### Response:

- Furnish available personnel as requested by Governor’s Office/DEMHS/EOC.
- Provide technical assistance/guidance to federal and other state agencies.
- Coordinate with the EOC, Governor’s Office and the utility companies to prepare and release public information regarding the emergency.
- If proprietary information is received from affected public or privately owned facilities, consult legal counsel prior to disseminating such information.
- Keep the Governor’s Office/DEMHS/EOC team informed of any utility-related problems that may cause or contribute to extended outage(s).
- Accompany utility or nonutility damage assessment teams when requested to do so.
- Receive and respond to information requests from municipalities and utility providers.
- Work with utilities on priority restoration of critical infrastructure, such as hospitals, prisons, water/wastewater plants, and nursing homes.
- Process waiver requests for the utilities.
- Facilitate public utilities communication with local state, and federal agencies and organizations.
- Coordinate requests from the utilities for assistance from state agencies and help facilitate critical infrastructure protection and restoration.
- Monitor, evaluate and provide input to the utility companies and other support agencies and organizations that are responding to and recovering from emergencies.
- Be kept apprised of and monitor any unmet needs and priorities.
- Coordinate status reporting from all utility systems.
- Maintain notes, draft recommendations and reports as directed or appropriate.
- Provide technical support for the EOC, as requested.
- Serve as lead, co-lead, or member of any ESF Task Force as needed.

### Recovery:

- Serve as the point of contact for post-event damage reports to supply, distribution, and collection systems and conduct planning section meetings.
- Establish Docket(s), if necessary.
- Conduct an internal “lessons learned” and “best practices” review, and participate in any state reviews.
- Determine whether “performance standards” have been met, if applicable, per Public Act 12-148.

### **CT DEEP Municipal Facilities Section:**

CT DEEP Municipal Facilities Section is responsible for ensuring the adequacy of wastewater conveyance and treatment on a 24/7 basis to approximately 2.1 million CT residents. As part of that responsibility, the DEEP Municipal Facilities Section shall:

- Maintain a comprehensive inventory of all public wastewater systems (approximately 84 municipal and 12 private treatment facilities serving customers in 127 towns) complete with

facility information, treatment capacities and service areas, and emergency response plans as defined in approved Operation and Maintenance Manuals. All municipally owned wastewater systems have Operation and Maintenance Manuals filed with and approved by CT DEEP. Operation and Maintenance Manuals identify procedures to maintain functional integrity and efficiency of equipment and structures, including process control, safety, and emergency operations procedures. All information maintained within the Municipal Facilities Section office will be available to the SEOC upon request at any time.

- Be responsible for sending out communications and technical assistance to municipal wastewater systems in advance of any potential known events that may impact normal operations of the systems, and to update and clarify communications protocols in the event of actual or potential disruption of conveyance systems or treatment processes.
- Be responsible for ascertaining and ensuring the operational status of all municipal wastewater systems during emergency operations. CT DEEP Municipal Facilities Section will Issue incident reports to all stakeholders and inter-sector partners relative to any wastewater emergency or security incident. The incident reports are also provided to the SEOC when they are activated.
- Provide operational status and coordination support for CtWARN, the mutual aid network for drinking water and wastewater utilities, to the SEOC.
- Serve as a member of the CT ESF 12 group and participate in planning, preparedness, response, and recovery activities.
- Serve as member of any Task Force as needed.
- Participate in any state After Action reviews.

### **Office of Consumer Counsel (OCC):**

- OCC's role includes advocating for reliable service and adequate utility infrastructure. (See Public Act 12-148, An Act Enhancing Emergency Preparedness and Response.)
- Provide expert assistance regarding the consumer perspective (residential and business) on electric, natural gas, water, and Communications issues, such as cell tower restoration
- Assist with collection of real-time data and experiences for analysis in after-action reviews. Communicate with State EOC and appropriate Task Forces regarding OCC activities and findings.
- Act as informal go-between and advocates between the utilities and municipalities as needed. Communicate with State EOC and appropriate Task Forces regarding OCC activities and findings.
- Cooperate with the Connecticut Conference of Municipalities (CCM) to solicit the input of town managers on their public service company issues related to emergencies, and communicate results to ESF 12 membership to help to inform planning and preparedness activities.
- Assist DEMHS and other ESF 12 members with the establishment and maintenance of lines of communications with key municipal decision-makers.
- OCC Broadband Policy & Programs Coordinator will work on an ongoing basis with CT ESF 12 and CT ESF 2 groups. The Coordinator is a federally-funded position designed to manage the state's GIS data collection/mapping broadband project as well as to develop a strategic plan for improving access to and adoption of broadband services to all communities and citizens of Connecticut.

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- Serve as a member of the CT ESF 12 and CT ESF 2 groups and actively participate in planning, preparedness, mitigation, response, and recovery activities.
- Participate in any state After Action reviews.

### **Division of Emergency Management and Homeland Security (DESPP/DEMHS)**

- Review and amend State Emergency Operations Center Standard Operating Procedures to include: (1) the provision of daily Incident Action Plans, or comprehensive daily schedules, from utilities and other public service providers as requested by the State EOC Unified Command before, during, or after emergencies; (2) memorialize state-local-public service companies—private sector conference calls, including agendas.
- During emergencies, establish and maintain a regular communications cadence or rhythm that includes participation by energy companies, other public service companies, municipalities, state agencies, and other partners, including facilitating such communications calls by creating agendas with the assistance of appropriate Task Forces, and ensuring consistent scheduling of such calls.
- Assist locals and state agencies with mitigation and preparedness measures prior to an actual emergency or disaster.
- Assign and train personnel to support emergency operations at the State Emergency Operations Center (SEOC), or other areas of operation.
- Stand up Task Forces as necessary to support energy and public service maintenance and restoration in emergencies.
- Serve as a member of the CT ESF 12 and CT ESF 2 groups, and coordinate planning, preparedness, mitigation, response, and recovery activities.
- During non emergency time periods, continue to provide venue and process for collaborative planning and preparedness activities, including training and exercise.
- Coordinate and/or participate in any state After Action reviews.

### **Department of Administrative Services (DAS)/Bureau of Enterprise Systems and Technology (BEST)**

- Serve as a member of the CT ESF 2 group, and CT ESF 12 group as needed, and actively participate in planning, preparedness, mitigation, response, and recovery activities.
- Serve as Lead the CT ESF 2 Communications Task Force (See description of Task Force in Scope, above), or lead or member of any other Task Force as needed.
- Participate in any state After Action reviews.

### **Department of Public Health (DPH)**

#### **Drinking Water Section (DWS):**

- DPH DWS is responsible for ensuring the purity and adequacy of drinking water supply and service on a 24/7 basis to approximately 2.7 million CT residents.
- Maintain a comprehensive inventory of all public water systems (approximately 2,600 community and non-community systems) complete with facility information, water supply

capacity status, water quality history, water supply plans, and emergency contingency plans. All information maintained within the DPH DWS office will be available to the SEOC upon request at any time.

- All community public water systems serving greater than 1,000 people have water supply plans approved by DWS, with input from DEEP and PURA, on file including emergency contingency plans and sabotage plans. Emergency contingency and sabotage plans identify system vulnerabilities, response actions and capabilities, drought and water supply emergency triggers, priority users, mutual aid information and public notification procedures.
- Maintain the Water Emergency Assessment and Response (WEAR) team with staff trained to respond to any type of emergency or security incident at any public water system. WEAR Team response assesses the condition and operation of a public water system, provides direct technical assistance, advises on risk communication to the public, collects water quality samples and will continually assess the public health impact of a drinking water emergency or security incident.
- Responsible for sending out communications and technical assistance to public water systems in advance of any potential known events that may impact normal operations of the water system to provide them with ways to contact DPH in the event of an emergency in order to provide an operational status report of their water system. WebEOC and DPH Everbridge will be utilized to facilitate communication flow.
- Responsible for maintaining the operational status of all public water systems during emergency operations. Status updates are planned to be facilitated using WebEOC.
- DPH DWS will Issue incident reports to all stakeholders and inter-sector partners relative to any drinking water emergency or security incident. The incident reports are also provided to the SEOC through the DPH Command Center when they are activated.
- Will create, maintain and update lists of public water systems that are on a water advisory during emergency operations and provide technical assistance to the SEOC, municipalities and consumers regarding the proper use of water service.
- Collection of water quality samples at impacted Public Water Systems/Water Companies as necessary and requested. Water sample analysis would be completed at the DPH Laboratory.
- DPH DWS will convene and chair the Drinking Water Emergency and Security Advisory Committee (DWESAC), an inter-sectional group charged with maintaining and forwarding the emergency and security preparedness of the drinking water industry and fostering strong partnerships with other interdependent sectors and federal, state and local government agencies.
- Provide operational status and coordination support for CtWARN, the mutual aid network for drinking water and wastewater utilities, to the SEOC.
- Serve as a member of the CT ESF 12 group and participate in planning, preparedness, response, and recovery activities.
- Serve as the lead of the Water Task Force, and/or lead or member of any Task Force as needed.
- Participate in any state After Action reviews.



### **Military Department**

- Serve as a member of the CT ESF 12 group and participate in planning, preparedness, response, and recovery activities.
- Serve as member or co-lead of Task Forces as needed.
- Deploy personnel and other resources as needed.
- Participate in any state After Action reviews.

### **Department of Motor Vehicles (DMV)**

- Interpret, and when authorized, modify or suspend state laws and federal regulations that facilitate the transportation of goods and delivery of services incident to the immediate restoration of essential services or essential supplies for emergency relief.
- Serve as a member of the CT ESF 12 group and participate in planning, preparedness, response, and recovery activities.
- Serve as lead or co-lead of the Fuel Task Force, or other Task Force as needed.
- Participate in any state After Action reviews.

### **Department of Transportation (DOT)**

- Coordinate with local public works departments and companies that provide public services;
- Secure all construction sites prior to storm to protect electrical and other utility resources;
- Serve on appropriate Task Forces;
- Embed a liaison in each DEMHS regional office, as needed and requested;
- Serve as a member of the CT ESF 12 and CT ESF 2 groups and actively participate in planning, preparedness, response, and recovery activities, including training and exercise; serve as lead or co-lead of other ESF group or task force as needed.
- Collaborate with utilities, other state agencies, and towns to develop a standard Make Safe procedure to be used during emergencies when utility conductors and/or trees block roadways such that emergency vehicles may not safely pass.
- Conduct preliminary damage assessments;
- Provide crews to perform road clearing;
- Coordinate road crews with utility crews to optimize efficiency of opening roads **with utility hazards**;
- Work jointly with regional coordinators, municipal officials and utilities to prioritize work;
- Provide annually updated phone contact list;
- Prioritize permitting for oversize/overweight loads to facilitate recovery efforts;
- Post storm: remove wood debris from Rights of Way.
- Participate in any state After Action reviews.

### **Department of Consumer Protection (DCP)**

- Maintain responsibility for weighing and measuring devices and for quality of petroleum products both for wholesale and retail meters, (as well as for wood and other fuels);
- Directly license retail fuel dealers (gasoline stations and heating fuel, oil and propane, dealers) and register fuel products for quality;
- Conduct consumer complaint investigations related to fuel quantity and quality;

## **Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex**

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- Share responsibility for investigating petroleum price gouging with DEEP and the Office of the Attorney General;
- Maintain extensive and on-going contact with the petroleum products industry in Connecticut;
- Determine the status and operability of the distribution system for petroleum products, and provide and update this information as needed or requested to the State Emergency Operations Center;
- Serve as a member of the CT ESF 12 group and actively participate in planning, preparedness, response, and recovery activities.
- Serve as a co-lead or member of the Fuel Task Force, or any other Task Force as needed.
- Participate in any state After Action reviews.

### **Connecticut Siting Council (CSC)**

- May waive fee for Cells on Wheels (COW) during and after emergency operations.
- Provide database of Communications towers and carriers served by those towers in the state upon request to DEMHS and/or ESF 2 or 12 leaders.
- Serve as a member of the CT ESF 12 and CT ESF 2 groups, or any Task Force as needed, and actively participate in planning, preparedness, response, and recovery activities, including training and exercise.
- Participate in any state After Action reviews as needed.

**Energy and Non-Energy Companies That Provide Public Services (“Companies”)**

**Preparedness**

- Throughout each year, serve as members of the state and DEMHS Region ESF 12, CT ESF 2 and other ESF groups as appropriate, and actively collaborate, coordinate, and participate in planning, preparedness, response, and recovery activities, including training and exercises held at the local, state, or utility-to-utility level. Include state and local partners in company exercises and training.
- Submit current Emergency Preparedness and Response Plan and Procedures to DEMHS to be maintained for use at the State EOC. See Connecticut General Statutes Section 16-32e, and Public Act 12-148. They shall be submitted jointly when they are submitted to DEEP/PURA: under Public Act 12-148, these plans will not be subject to a Freedom of Information request.
- Assign and train personnel, including liaisons, to support emergency operations at the State and, as appropriate and necessary, local EOCs, including Incident Command Systems and training/education on state and local emergency operations such as the State Response Framework and local emergency operations plans.
- At least annually, in collaboration with municipal Chief Executive Officer or his/her designee, the local EMD, and other municipal leaders, the energy/electric companies review and update municipal restoration priorities that have been pre-identified as critical public safety facilities.
- Establish a standard means to collect damage assessments from municipalities that wish to provide such information. See the Town/Municipal Utility Damage Assessment Form, which is attached to this Annex. The completed damage assessment form shall be submitted to the Town/Municipal Liaison, who shall provide the information to the utility’s work center.
- Establish a standard operating procedure for assessing blocked roads. See the Make Safe Protocol, and Utility Blocked Road form, which are attached to this Annex. The completed Utility Blocked Road form shall be submitted to the Town/Municipal Liaison, who shall provide the information to the utility’s work center.
- Provide clear guidance on the roles of various company representatives interacting with municipalities. Establish a clear point of contact and communication flow from municipal EOC, to DEMHS Regional Office, to State EOC.
- At least annually, provide each municipal CEO and local EMD with relevant contact information for that provider’s emergency point of contact for that municipality. Municipal CEOs and EMDs shall be responsible for distributing this information as appropriate within their governmental organization. Municipal questions and inquiries should flow through this emergency point of contact.
- At least annually, each provider shall provide a summary of the municipal points of contact information for each DEMHS region to the DEMHS Regional Coordinator.
- Throughout the year, and in times of emergency, provide municipalities with any tree trimming schedule, so that residents are aware of when work is scheduled to be done.

### Response

- Energy/electric companies, and as appropriate and necessary, other public service companies, review response plans and emergent priorities in concert with the municipal Incident Commander, who will recognize the technical expertise of the public service company. Energy and Non-Energy Companies that provide public services acknowledge and shall perform the following duties, including responding in accordance with the following priorities as appropriate to the nature of their services:
  - First Priority: Immediate Life Threatening Situations, Public Health and Safety
    - Public Safety requires the de-energizing or cutting down of downed primary voltage distribution lines;
    - Police and fire life safety calls (which may include situations where lack of power creates an immediate or imminent threat to life, as reported by municipal officials) ;
    - Removal of electrical hazards from blocked roads. After the storm has passed to allow for safe operation of aerial devices (winds of less than or equal to 30 mph), establish city/town cut down crews (line and tree crews paired up) and have them muster with the municipal public works department or police/fire department representatives to cut and clear all trees in order to clear blocked roadways of electrical hazards.
  - Second Priority: Substations, Transmission Lines, Critical Facilities
    - Service restoration to a maximum number of customers in a minimum amount of time using appropriate number of work forces. Crews may be paired with tree trimmers to facilitate more rapid restoration;
    - Restoration of Transmission system;
    - Substation supplies and infrastructure;
    - Repair and restoration of Critical Facilities such as fire stations, police stations, sewage treatment plants, and
    - . In most cases, these critical facilities will have been pre-identified.
  - Third Priority: Single and Three-Phase Laterals
    - Repair and restoration of equipment and lines serving the largest number of customers per resource;
    - Repair and restoration of longest duration outages.
  - Fourth Priority: Distribution Transformers and Services
    - Restoration of service lines to individual homes and businesses

NOTE: A utility may repair or restore a “lesser” priority facility before a higher priority facility in order to meet higher priority needs. In addition, evaluation of priorities must be flexible as circumstances change, which may require time specific resource allocation.

- Provide the necessary basic information to enable municipal employees to safely and effectively gather information to populate the utility blocked roads form.

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- During a major disaster or emergency, companies shall communicate and collaborate with government officials to address life safety issues resulting from disruptions in energy supply that jeopardize the health, safety and welfare of the general population and emergency workers.
- As requested by the State EOC, embed a liaison with access to decision makers at each DEMHS Regional Office affected by the emergency.
- Embed energy company liaisons at municipal EOCs as requested. Embed other pole owners and company liaisons at municipal EOCs as reasonable and **necessary in response to situation**. Provide these liaisons with current information on restoration activities in the municipality, and update this information regularly throughout the day. See attached Communications Flow Chart.
- Embed liaisons from communications companies, including cable/video providers, within the appropriate electric distribution companies' Emergency Operations Centers (EOC) to exchange real-time restoration information during major outage events. Upon opening of the electric utility EOC, the electric utility shall make contact with Communications Providers to inform them of the impending event, and as available, the level of expected damage, and duration of event. The Communications Providers shall station a person (Communications Liaison) at the electric utility EOC, and/or one or more district work centers, if requested, for the purpose of coordinating restoration efforts. The Electric Utility EOC staff and the Communication Liaison(s) shall share information related to the location and priority of critical communications facilities, and damage required to be repaired by the communications provider in order to facilitate restoration efforts.
- Communications providers will have management and coordination structures that shall be activated during major disasters or service interruption, when local damage assessment or network recovery exceeds business as usual capabilities.
- Communications providers shall provide timely, detailed, and accurate information regarding the number and geographic impact of known outages.
- Provide timely, detailed and accurate information via utility liaisons to the State EOC and to affected municipalities, including electronic and hard copy of location of affected circuits, where applicable, per this Annex and the utilities' Emergency Preparedness Plans. Information shall include the following:
  - Status of any pre-designated critical facilities for each of the municipalities within the provider's franchise area; projected work locations for the restoration crews within the cities and towns (crew locations); status of affected circuits, where applicable; status of expected arrivals of outside crews; estimate of the number of customers affected.
  - Municipal Energy/Electric Company Liaisons shall be equipped with production level outage reporting tools such as an Outage Management System and a Global Positioning System as well as a web page view that shall depict the location of affected areas by town.
  - This information shall be passed from the provider to the state and municipalities on a regular basis.

## Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex

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- Liaisons shall be equipped by their employers with the appropriate technological devices so that they can access data remotely.
- Should conditions hinder travel to a local EOC upon opening, the liaison shall be available remotely until safe travel is possible.
- Should emergencies arise while a designated liaison is not in the local EOC, during the overnight hours, an alternate representative shall be provided.
- Allow local Emergency Management Director (EMD) to have the ability to directly view energy/electric company web-based map information regarding electric outages through the liaison. In the absence of the liaison, this information shall be pushed to the municipality directly, through a screen shot or other method.
- Electric companies designate a Make Safe Crew or representative to each municipality (after the municipality has opened its EOC) that has requested a Make Safe Task Force or Strike Team and has declared a state of emergency, and inform the municipal EMD and EOC of the assignment, in accordance with attached Make Safe/Blocked Roads protocol. Other pole owners shall provide resources, including a representative if appropriate and necessary, to support the Make Safe/Blocked Roads work under the Protocol.
- During times of emergency, through their Town/Municipal Liaisons, electric companies shall participate in daily review of existing critical facility priorities with municipal EMDs, who shall consult with municipal Unified Command/Incident Commander. Municipal Unified Command should include local Emergency Management Director, Chief Executive Officer, Public Works, energy company representatives, and private sector with critical facilities in the town. Town/Municipal Liaison, or someone in the Liaison reporting structure, shall communicate priorities to a representative in the Utility Command Post/Work Center, who provides daily work plan back to municipality and to DEMHS Regional Office with explanation of priorities set. As work is accomplished and priorities shift, updates will be provided to municipalities throughout the day.
- During times of emergency, work with Communications Task Force, or other State EOC Task Forces as designated. An Incident Action Plan, detailing the strategy to be employed by the utility that day, the extent and location of resources, and planned assignments, shall be provided at the beginning of each day to the State EOC. Regular updates shall be provided throughout the day, so that the Governor and the State EOC have accurate statewide situational awareness. Companies' liaisons at the State EOC shall be prepared to brief on the priorities established at company and municipal level, and to address priorities identified at the State EOC.
- Duties of Town/Municipal Liaisons<sup>1</sup> shall include the following:
  - Checklist of what municipalities can expect from the liaison (resources and information that the liaison can provide)

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<sup>1</sup> The duties of the Town/Municipal Liaison are primarily for Energy/Electric company liaisons, although they will also apply to any other utility liaison that is deemed appropriate and necessary.

## Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex

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- Work with the Municipal EOC to prioritize their emergency locations and complete the Utility Blocked Road form, including reviewing pre-determined critical facilities and making adjustments as circumstances warrant
  - Daily schedule, including regular tour of town, attendance at meetings; (3) exchange contact information including cell, office, home numbers, and email addresses.
- Duties of the Town/Municipal Liaisons shall also include:
  - Provide Municipal Critical Facility Location Maps
  - Attend annual meeting with municipal EOC representatives
  - Report to the Municipal EOC as requested, upon EOC being opened and request for Liaison being made
  - Upon arrival, verify phone numbers of Municipal EOC
  - Provide communication link between the utility work center/EOC and the Municipal EOCs
  - Maintain communication link between Municipal EOCs and Regional utility representative at the DEMHS Regional Office, if applicable
  - Communicate this information to the utility work center/EOC, either directly or through Municipal Liaison Team Coordinator or Town Liaison Unit Leader
  - Communicate special situations and requests for specific information
  - Communicate utility progress of emergency locations to the Municipal EOC ,and keep the municipality informed of utility restoration progress
  - Report the status of the pre-designated critical facilities on a regular basis throughout the day to the DEMHS Regional Office and to Municipal EOCs. The timing of these status reports shall be set at the beginning of the incident, and may be adjusted by the municipality, the DEMHS Regional Office and the utility as needed.
- Duties of the Liaison embedded at the DEMHS Regional Office shall include:
  - Communicate pre-designated critical facilities work progress reports from the utility work center/EOC to the DEMHS Regional Office at regular pre-established intervals during the day
  - Coordinate troubleshooting of local issues with DEMHS Regional Coordinator
  - Assist the Municipality in laying out work of mutual benefit such as tree and road clearing and coordinate the effort through the Municipal Incident Commander;
  - Keep the municipality informed of utility restoration progress;
  - Keep utility work center/EOC informed of Municipality, DEMHS Regional facility needs as identified at the DEMHS Regional Office;
  - Provide work plans and status updates to the Utility representative at the State EOC on a regular pre-established basis throughout the day, so that the Governor’s Unified Command can be kept up to date on conditions and status of restoration throughout the State.

## **Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex**

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- Each provider shall communicate with its company’s management team, as well as the DEMHS Regional Office and State EOC (as needed) to address and provide status reports on any municipal questions or inquiries.
- Communications companies shall maintain adequate back-up power for their respective cell towers.
- Attend and support briefings and other coordination meetings, at the State EOC or elsewhere.
- Assist State EOC to maintain situational awareness of energy levels and resources within the state.
- Maintain operational logs, messages, requests, and other appropriate documentation.

### **After Action**

- Participate in and prepare After Action reviews and report, including identification of key problems and how they were solved.
- Participate in any state After Action reviews.

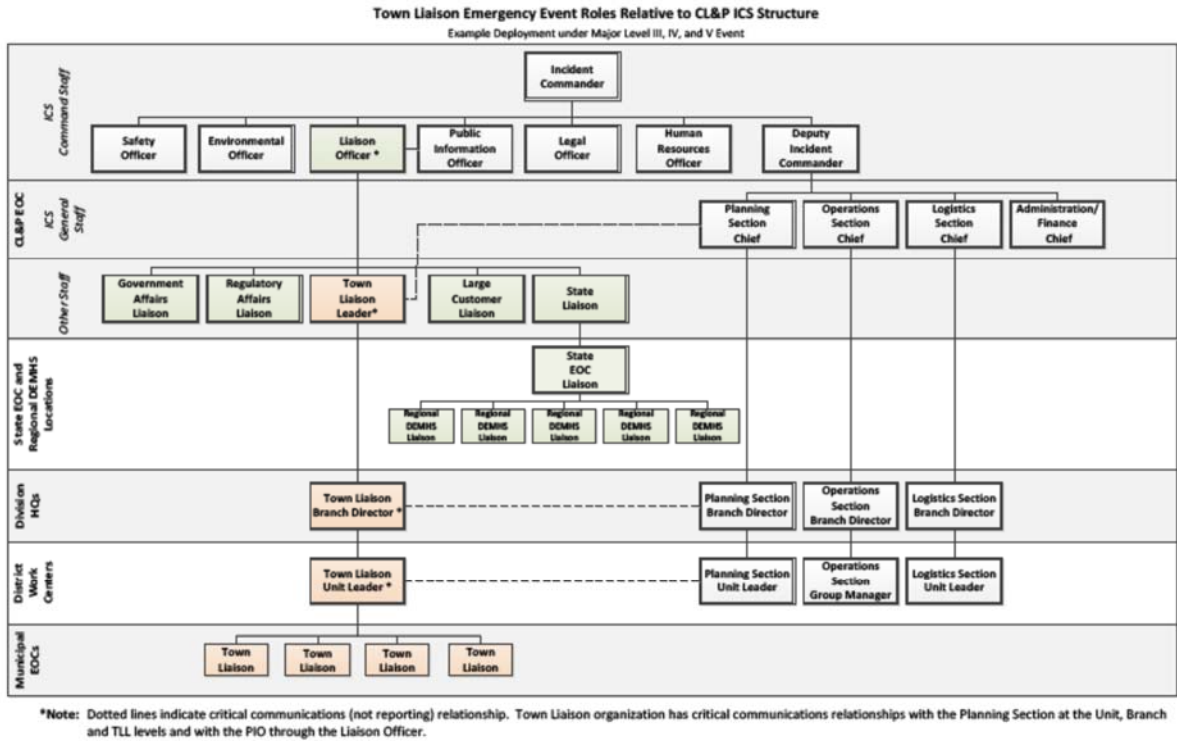
### **The Connecticut Light and Power Company:**

In response to an emergency situation, upon request by the local EMD, CL&P shall provide a dedicated resource to each town to assist in Make Safe road clearing activities.



## Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex

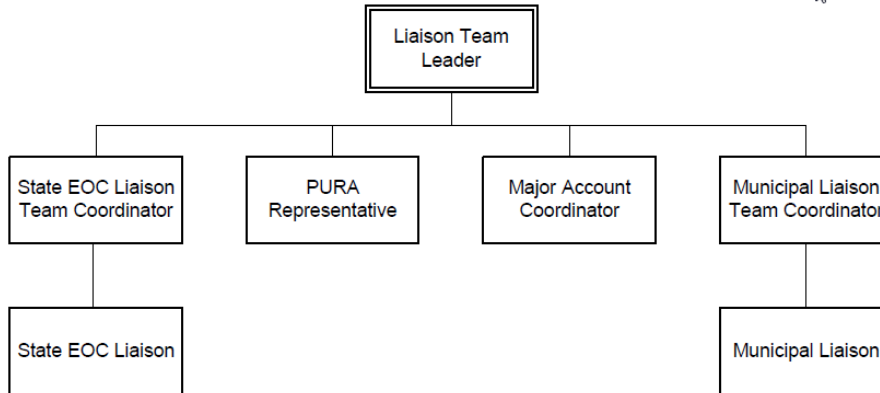
After a municipality has opened its EOC and has requested a Town Liaison, CL&P shall deploy a Town Liaison to that municipality's EOC. CL&P's Liaison Reporting Structure:



### **United Illuminating:**

In response to an emergency situation, upon request by the local Emergency Management Director, UI shall provide a dedicated line construction and line clearance crew to each town for road clearing. After a municipality has opened its EOC and has requested a Town/Municipal Liaison, UI shall deployed a Town/Municipal Liaison to that municipality's EOC.

- UI's response structure:



- The UI- supplied make safe crews will work through the town liaisons.

**AT&T:**

- AT&T shall have a representative embedded in the SEOC, the NU EOC, and the UI EOC upon request. Such representative shall provide a link to AT&T’s emergency response center for the purpose of escalation and restoration updates. These representatives shall work closely with the AT&T Local Response Center and team.
- AT&T shall activate its Local Response Center in response to a disaster or emergency event that cannot be readily resolved under normal circumstances. The LRC Response Team is empowered to develop strategies and make decisions for the organizations they represent.
- All municipalities will be notified of an AT&T contact and contact information.
- Serve as a member of the CT ESF 2 and CT ESF 12 groups and actively participate in planning, preparedness, response, and recovery activities.

**Dominion-Millstone Power Station:**

- Staff or pre-staff and activate Millstone Emergency Response Facilities (ERF) and emergency response personnel for a Millstone-declared emergency of Alert, Site Area Emergency or General Emergency. This would include a contingent of response personnel dispatched to the CT State EOC. (A severe weather/storm-related event could result in a Millstone emergency declaration.)
- Communicate with Independent System Operator (ISO) New England for electrical power production and transmission coordination.
- Communicate with State EOC and DEMHS Region 2 Coordinator as requested or indicated during emergency.
- Serve as a member of the CT ESF 12 group and actively participate in planning, preparedness, response, and recovery activities.

**Water Companies/Public Water Systems:**

- There are approximately 560 Public Water Systems serving 2.7 million state residents. All Public Water Systems are required to comply and report purity and adequacy to the DPH DWS, the

primacy agency for drinking water in the State of Connecticut. This would also include emergency preparedness and response activities.

- Public Water Systems shall implement all appropriate sections of their Emergency Contingency Plans, Continuity of Operations Plan, etc.
- Establish communications and coordination with the local EOC/EMD for each municipality in which a Public Water System provides service.
- Provide operational status updates, as necessary, to DPH DWS, SEOC, and local EOCs. Status updates shall include the priority items that the Public Water System is working on to maintain or restore water quality and quantity to customers. WebEOC may be used to facilitate these updates in the future.
- Establish emergency public notification mechanisms to communicate with customers during emergencies. This would include developing message templates, distribution lists, identifying priority users and maintaining efficient means to distribute messages.

### **Wastewater Utilities:**

- There are approximately 127 municipal water pollution control authorities operating wastewater utilities serving 2.1 million state residents. All wastewater utilities are required to report system bypasses and interruptions of wastewater treatment to CT DEEP Municipal Facilities Section. This includes emergency preparedness and response activities.
- Wastewater utilities shall implement all appropriate sections of their Emergency Contingency Plans, Continuity of Operations Plan, etc.
- Establish communications and coordination with the local EOC/EMD for each municipality in which a Municipal Wastewater System provides service.
- Provide operational status updates, as necessary, to CT DEEP Municipal Facilities Section, State Emergency Operations Center, and local EOCs. Status updates shall include the priority items that the wastewater utility is working on to maintain or restore wastewater conveyance and treatment to customers.
- Establish emergency public notification mechanisms to communicate with customers during emergencies. This includes developing message templates, distribution lists, identifying priority users and maintaining efficient means to distribute messages.

### **Local Partners /Municipalities:**

- A Representative from each of the five Regional Emergency Planning Teams (REPTs), and particularly any Regional Emergency Support Function (RESF) 12 Chairs, shall serve as a member of the CT ESF 12 group and actively participate in planning, preparedness, response, and recovery activities.
- A Representative from the CT Conference of Municipalities (CCM) shall serve as a member of the CT ESF 12 group, and CCM shall actively participate in planning, preparedness, response, and recovery activities, including providing key support to communications flow before, during and after an emergency event.

- A Representative from the CT Council of Small Towns (COST) shall serve as a member of the CT ESF 12 group, and CCM shall actively participate in planning, preparedness, response, and recovery activities, including providing key support to communications flow before, during and after an emergency event.
- Provide the local EMD as the point of contact at the municipal EOC.
- Activate the local EOC when the situation warrants the presence of a Town/Municipal Liaison.
- Support and participate in Make Safe crews and other utility response activities as needed.
- Maintain communications flow to and from State EOC through the DEMHS Regional Office.
- In times of emergency, municipalities may use the **Make Safe Protocol and Utility Blocked Roads** form to accurately deploy resources to perform the assessment and provide the information in a format that can be used by the public service company. Each year, municipalities shall identify individuals to the utilities to be involved this process so that the utilities can provide the necessary basic training to enable them to safely and effectively gather information to populate the form. If a non-electrical utility individual comes across damage, it should be recorded from a safe distance, and no attempt should be made to move closer to the damage to obtain information.
  - Under no circumstances should damage assessors handle, move, test, touch, manipulate, or other make contact with (including through the use of hot sticks or any other device) any wires, conductors, attachments, or other utility equipment. All wires, conductors, attachments, and utility equipment are potentially dangerous, as they may become energized at any time. All wires must be treated as energized and dangerous.
  - Persons engaging in damage assessments in and around utility conducts assume the risk of their actions, and must take every precaution and effort to maintain at least a 10 foot clearance from all utility conductors. The utility makes no assurance of safety with regard to those engaging in damage assessment activities.
- Participate in After Action reviews.

## **Policies and Procedures during Emergency Conditions**

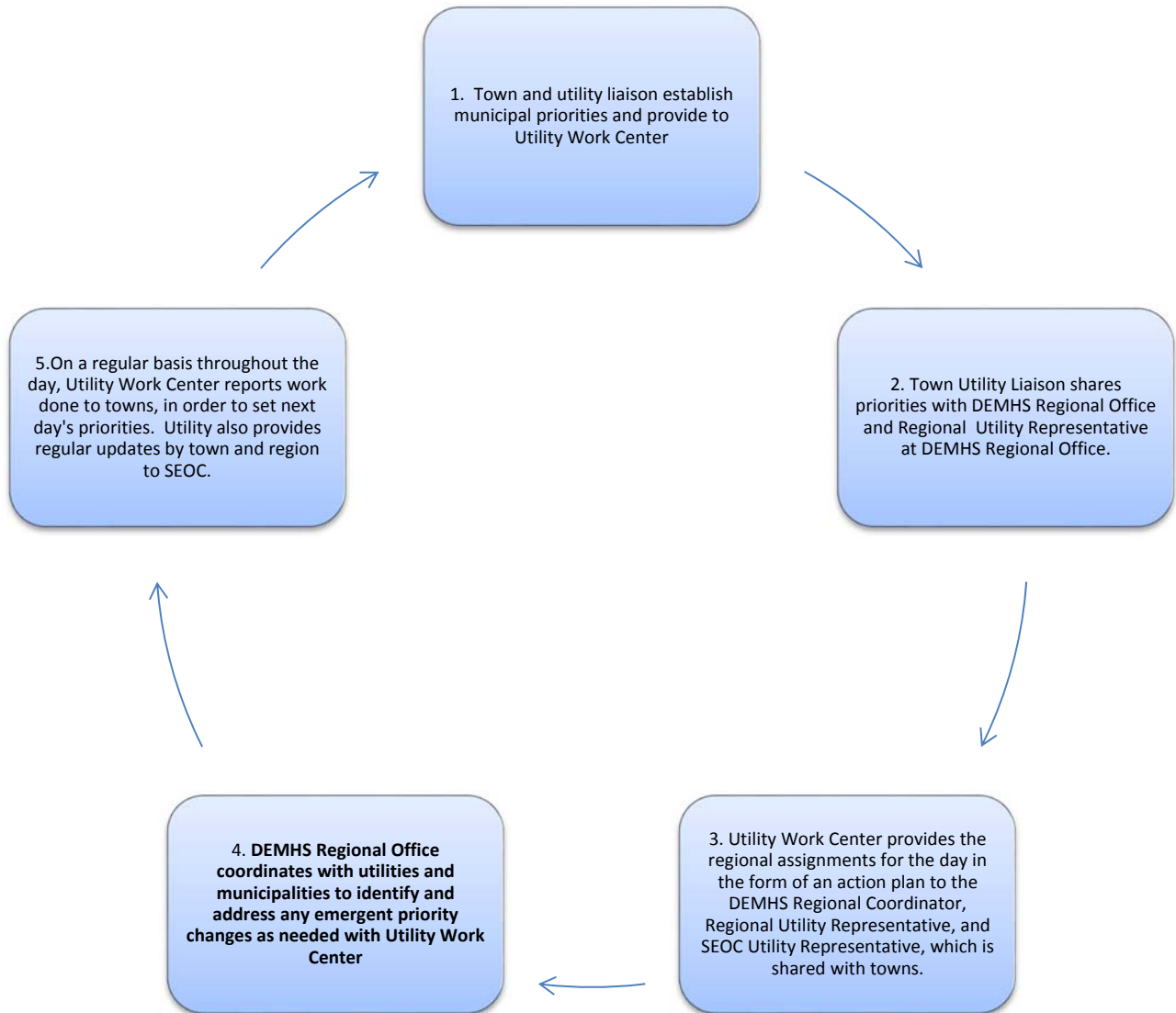
Pole Owners Standard Operating Procedure—During times of emergency, any public service company with the capability of repairing or replacing a damaged utility pole shall have the authority and obligation to make restorations as necessary, subject to appropriate safety considerations, regardless of ownership/protocols of joint pole ownership, communications flow.

- Communications utilities are responsible to ensure that the work zone is safe for their employees to perform the work, and shall work with electric companies to determine that poles are de-energized.
- Communications utilities shall coordinate and/or cooperate with pole restoration with electric utilities as necessary.
- Communications utilities that are pole owners shall communicate pole restoration plans to municipalities.
- If permitted, UI/CL&P may shift or re-locate cable or other wires.

### Communications Flow During Emergency (See attached Chart)

- IAPs on critical facilities and blocked roads are prepared cooperatively at municipal level with the utility liaison(s), with a reviews status and priorities, and then a report back to municipalities/State EOC on daily work schedule, explaining reason for priorities.
  - Municipalities shall identify public safety critical facilities, which shall be given preference by the public service companies.
  - Municipalities and public service companies shall work together to provide realistic make safe, cut and clear, and restoration expectations daily.
  - Public service companies shall communicate back to municipal EOCs when work is completed, and provide regular updates throughout the day.

**Municipalities/Utilities/DEMHS Regional Office/State EOC**  
**Response and Restoration Communications Flow**



It is anticipated that Towns will provide priorities to the utilities the day before for work to be performed the next day. The information flow back to the Towns must occur in a timely manner, for situational awareness and so that adjustments to priorities can be made.

## **DISCUSSION OF COMMON TERMS**

### **Understanding “Make Safe Crew” and “Line Crew” Operations:**

Natural disasters such as wind, snow, and ice storms often leave roads impassible due to numerous downed trees, branches, utility poles and wires in the roadway. Providing access to all areas of a municipality is an overarching life safety issue for fire, EMS, and police services.

To make the roadway safe for clearing, the electric company crew must determine the power is off and physically disconnect the downed wires from the grid. The electric company workers assigned to this life safety priority task are called a ‘Make Safe Crew.’ The local utility UICS on scene will direct the Make Safe crews to local priority locations based on communications received from the Town/Municipal Liaison who is located at the municipal EOC. The municipal incident commander supports the crew with public works crews and other municipal resources as needed in order to optimize the road opening response.

The assignment and management of the make safe crews is different from that of the typical electric company “Line Crew” who is tasked with power restoration. **Make Safe crews typically transition to Line Crew restoration assignments upon completion of the removal of all electrical hazards from blocked roads and upon notification to the municipal incident commander.** Line Construction Crews perform the electric utility physical construction work. **Vegetation** crews perform the tree trimming and removal work.

The **Make Safe Protocol for Clearing Blocked Roads**, which begins on page 34, provides details on the Make Safe process.

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### **Defining the Many Types of Companies That Provide Public Services Related to Energy:**

Companies that provide public services such as electricity, gas, telephone, cable, video, water, and sewage, as well as the companies that support these services, such as energy generators, pipelines, and antenna systems, are all known by various names that are defined by statute and often have specific technical meanings. In order to avoid the confusion that can be caused by the use of various terms within this document, the ESF 12 Annex specifically lists key companies that provide public services in Connecticut. The provisions of the Annex therefore apply to all companies that provide public services directly connected to, or affected, by energy.

Specific statutory definitions may be found in various places in the state statutes, including Connecticut General Statutes Titles 16 and 19.

Common National Incident Management System (NIMS) and Incident Command System (ICS) Terms

Commonly Used Terms and Acronyms

**Critical Facility**—A building or structure where loss of utility services may interrupt functions considered essential for the delivery of vital services and that life safety of the community. They usually include emergency response facilities (fire, police, rescue, emergency operations centers), hospitals, licensed convalescent homes, facilities designated as emergency shelters, water supply, and waste water treatment as provided by DPH and DEEP, communications facilities (E911 and Public Safety Answering Points), and any other assets pre-identified, or identified at the time of the emergency as needed, jointly by the municipality or DEMHS, and the utilities to be of critical importance for the protection of the health and safety of the population.

**EOC** – Emergency Operations Center – The physical location at which the coordination of information and resources to support local incident management activities normally takes place.

**ESF - Emergency Support Function** – Part of the National Response Framework, ESFs provide the structure for coordinating Federal interagency support for a Federal response to an incident. They are mechanisms for grouping functions most frequently used to provide Federal support to States and Federal-to-Federal support. Connecticut is beginning to use the ESF concept at the state level to coordinate support to our local partners. For example, during major storms in 2011, an ESF #2 or (Communications Task Force) was established with representatives from several different agencies to support communications restoration in the state.

**IAP – Incident Action Plan** – The plan of goals, tactics and work assignments established to accomplish the goals during a particular time period, known as the Operational Period. Under the Incident Command System (ICS), the IAP is a series of forms that describe the overall goals, tactics and work assignments to accomplish those goals, a communications plan, and a safety and weather message.

**ICS - Incident Command System**-a management system designed to enable effective and efficient incident management. It is structured to facilitate activities in five major functional areas: command, operations, planning, logistics, finance and administration.

**MACS** – Multi-Agency Coordination System – Under NIMS, Command and Management. MAC systems provide support and coordination to Incident Command by making policy decisions, establishing priorities, resolving critical resource issues, facilitating logistics support and resource tracking, and collecting, analyzing and disseminating information. Local municipality EOCs and the State EOC are examples of facilities where MAC systems operate in Connecticut.

**NIMS – National Incident Management System** –The components of NIMS include Preparedness, Communications and Information Management, Resource Management, Command and Management, and Ongoing Management and Maintenance. The Incident Command System, Multi Agency Coordination Systems, and Public Information are subcomponents, under the Command and Management component.



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**State Response Framework** – Document that outlines how the State of Connecticut’s agencies prepare for and respond to major incidents within the State of Connecticut. It details the interrelationships between local, state and federal government and the procedures for resource requests between these entities. It also describes Standard Operation Procedures in the State Emergency Operations Center and what Multi Agency Coordination looks like at that level.

**Unified Command** – the concept that more than one agency has jurisdiction over an incident, and that they all work together at the command level. For example: At the incident level, Police, and Fire may work together at an incident involving a crime and a fire at the same time. At the Local EOC level, the Chief Elected Official/Chief Executive Officer, heads of police, fire, board of education, etc., all work together as unified command. Depending on the incident, the unified command meeting may be supplemented by Public Works, private sector such as a head of a local business group, utilities. At the state level, the Governor and his agency commissioners work together in Unified Command.

**Whole community** – a planning concept that is integrated and involves the whole community and should be built on a foundation of existing programs and relationships.

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# MAKE SAFE PROTOCOL FOR CLEARING BLOCKED ROADS

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## INTRODUCTION

### Objective

This procedure provides instructions to all State of Connecticut agencies and organizations, municipal governments, and utility companies involved in safely and efficiently clearing blocked roads hindering emergency vehicle access following a storm event. It provides the initial framework for developing a common and shared approach, processes, and priorities whereby utilities and the public sector coordinate clearing blocked roads. The electric utilities reserve the right to amend or alter this procedure if public health and safety are at risk, on scene if there is an imminent emergency, or otherwise after consultation with the State ESF 12 Working Group.

The objective of the Make Safe process is to clear roads of electrical hazards; it is generally not a restoration process. The municipal/town liaison does not have the authority to manage or supervise utility crews, but can help to identify and address emergent issues. It is anticipated that the crews assigned to a municipality for Make Safe will remain in the municipality unless there is a public safety issue that must be resolved immediately in the best interest of the whole community. If a crew must be pulled from a municipality, the utility shall inform the municipal Unified Command/ Incident Commander of the action, with an estimated time of return. An example of a critical public safety issue could be the need to pull crews from municipalities near a hospital to clear access roads or restore services to protect lives.

### Applicability

This procedure applies to all State of Connecticut agencies and organizations, Town governments, and utility companies (electric, phone, cable TV, etc.) required to support clearing State and Local roads following a storm event.

### Discussion

Clearing blocked roads is a very high priority for all Connecticut communities following a storm event. The number one priority is to provide emergency vehicle access for search and rescue and other lifesaving actions. Other priority considerations are public access to emergency shelters, hospitals and other medical facilities, and other critical community support facilities. To accomplish this clearing, multiple organizations [e.g., CL&P, UI, AT&T, local Departments of Public Works (DPW), and the state Department of Transportation (DOT)] are required to work in sequence to ensure a safe and efficient process. Timely communication among these organizations is essential to accomplish **efficient** [timely] clearing of blocked roads.

Blocked roads are identified by emergency personnel, local DPW, State DOT, and utility damage assessment teams. In all cases, each blocked road location must be communicated to the local Town EOC. Once received, the Town must prioritize the blocked road location using criteria in this procedure and record the location and priority on the standard Utility Blocked Road form. State of Connecticut agencies and organizations and Town governments will use the standard Utility Blocked Road forms to communicate needed utility support through the utility Town Liaison process. Crews needed to open blocked roads will be allocated to the highest priority block roads in sequence to the lowest priority blocked roads until all roads are cleared. However, the utilities may shift the priority of road clearing to restoration in the event that municipal priorities or emergencies require restoration of service, such as emergency operations centers or hospitals, in order to coordinate storm efforts or protect public health and/or safety. Any shifting of priorities shall be communicated to the towns and the DEMHS Regional Office. Municipal officials shall use existing processes described in this Annex to escalate priority or emergency issues (e.g., through the 911 system or the municipal/town liaison communications channels), to help ensure that each emergency is responded to in the most appropriate and expeditious manner.

The emergency response to blocked roads may be performed using Task Force resources or Strike Team resources. If coordination is practicable, then a Task Force comprised of personnel from the Town DPW Director, or his/her designee, and/or State DOT, electric utility, phone company, and cable TV work together and perform all necessary tasks to clear or partially clear a blocked road. This process requires more time from the utility companies and may delay restoration of service to their customers. A Strike Team from each support group could work independently and in the proper sequence to clear or partially clear a blocked road. The Strike Team process requires timely communications from the field to the appropriate **utility** Incident Command Structure (UICS) and to the appropriate Town EOC.

If wires or other facilities (poles, transformers, etc.) are involved with the blocked road, the electric utility must respond first to assess the scene. If electric company facilities are involved, then line crews will mitigate the electric hazard caused by their potential source of voltage at the blocked road location. This may be performed by restoring, isolating and grounding, or cutting and removing the conductors. The process selected by the supervisor or line crew foremen will be based on a safe and expeditious method to mitigate the electrical hazard. Electric utilities will move debris (e.g., trees) only as necessary to mitigate the electrical hazard. As the electric company is performing its work at the scene, as requested by the electric company, the local Town EOC will contact other utilities (phone, cable TV, etc.) to report to the blocked road location.

When the electric company's electrical hazard has been mitigated, or if electric company facilities are not involved, on-scene personnel will notify the local Town EOC through the electric company's UICS. Phone, cable TV and other utilities required to remove or restore their equipment will complete their work. Once **the Make Safe Strike Team, Task Force, or utilities, as appropriate to the situation**, have completed the work, the Town DPW or State DOT will remove trees and other non-utility items blocking the road.

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Town DPW's and the State DOT's first priority is to open blocked roads for emergency vehicle access. This typically means a minimum 9' wide by 14' high opening for vehicles. Once this is finished, Town DPWs or State DOT may choose to completely clear the road or move to another blocked road location. The utility companies' strategy, however, is to complete all their make safe work at a scene before moving to the next priority blocked road location. This will make the entire area accessible to the Town DPW or State DOT allowing them to complete the road clearing without further utility support.

Timely, clear communications are essential to the overall goals of having Town and State roads opened quickly after the storm is over. Live time status updates from field personnel to their Storm UICS to the local Town EOC will help expedite the support needed to clear roads.

The initial blocked road clearing is performed based on the following priorities and field assessments as defined by the State of CT Interagency Debris Management Task Force:

Priority	No.	Definition
<b>High</b>	1	Support to Search and Rescue and other lifesaving resources
	2	Critical life sustaining facilities (i.e., hospitals, nursing homes, other).
	3	Additional life sustaining facilities (i.e., emergency feeding and sheltering sites, local distribution points, other).
	4	Critical community support facilities (i.e. police, fire, EMS, and emergency management sites, other).
	5	Longer term sustaining facilities (i.e., water treatment and sewage facilities, electrical facilities critical for power restoration, other).
	6	Remaining critical facilities (i.e., critical communication nodes).
<b>Medium</b>	7	Major traffic routes including interstate highways and ramps
	8	Major waterways essential to commerce and major flood drainage ways
<b>Low</b>	9	Other roads

Considerations for prioritizing blocked roads **may** include restoring electric, phone, and cable TV service to large blocks of customers, business centers, large employers, and schools.

Town DPWs and the State DOT are responsible for removing trees, limbs, and other non-utility debris blocking the road. Utility companies will move trees, limbs, and other debris only as needed to remove their equipment.

Utility companies are not responsible for protecting the public, town employees, or state employees from any electrical hazard caused by back feeds from improperly connected generators, distributed generation, or other sources of non-utility voltage. Each employer shall take steps necessary to protect its employees from improperly connected generators, distributed generation, or other sources of non-utility voltage.

All cases of improperly installed generators will be immediately reported to the Town EOC via the appropriate UICS. The Town EOC will ensure each reported case is corrected by the Town's Building Inspector or Electrical Inspector.

INSTRUCTIONS

**Identify, Record, Prioritize, and Track Blocked Road Locations**

*All*

COMMUNICATE the location and condition of a blocked road to the Town EOC including the following:

The street name and address or nearest cross street.

The reasons for the blockage including Make Safe criteria:

- Down or low wires
  - Utility pole(s) and pole number if possible

**And** as many of the following that apply:

- Tree(s)
- Snow
- Land slide
- Road washed out
- Other

*Town EOC*

REVIEW the blocked road information received from the field and DETERMINE the clearing priority classification using the criteria on the Utility Blocked Road Form.

USE the standard Utility Blocked Road Form and RECORD each blocked road location, condition, and priority classification in the Town EOC.

NOTIFY the applicable utility companies through the Town/Municipal Liaison of the specific blocked road locations that need their support for clearing.

TRACK progress for each block road location and utility support needed until all roadways are safe for Emergency Vehicle Access[completely open for normal access.]

The town designates a single point of contact associated with providing the blocked road priorities and locations to the utility liaison or designated representative.

**Mitigate the Electrical Hazards from the Block Road Location**

*Electric Utility /*

*Phone / Cable TV*

*UICS*

RECEIVE blocked road locations and priorities needing utility company support from the Town EOC as recorded on the standard Utility Blocked Road Form

MOBILIZE necessary resources.

ASSIGN resources to blocked roads working from the highest priority to the lowest priority until all blocked road locations are addressed.

*Electric Utility  
Field Personnel*

At each location and prior to commencing work, PERFORM the following:

PERFORM a site-specific assessment.

CONFIRM that the electric company wires or equipment are involved in the blocked road.

INFORM the Town EOC via the electric company's UICS if other utilities (phone, cable TV, etc.) wires or equipment are involved in the blocked road.

LISTEN for running portable generators at the scene.

If there are running generators, VERIFY that each identified generator is not creating a back feed.

If a portable generator is creating a backfeed, PERFORM the following:

EITHER

REMOVE the meter, INSTALL a cover, and SEAL the meter socket

OR

DISCONNECT the service or LIFT the transformer tap

NOTIFY the electric company's UICS that the service is disconnected and cannot be restored until the backfeed situation is properly corrected.

*Utility UICS*

NOTIFY the Town Building Inspector via the Town EOC of the improperly installed generator.

*Electric Utility  
Field Personnel*

ESTABLISH a strategy to be used to perform the work.

DETERMINE if the work can be completed safely with the current crew complement or if other resources are needed to complete the work.

IF the available crew cannot complete the work safely and timely, INFORM the electric company's UICS.

**Communicate the estimated time to resolve the electrical hazard to the municipal representative on site. The municipal representative shall communicate this information to the Municipal EOC.**

PERFORM the required actions to restore, isolate and ground, or cut and clear to mitigate the electrical hazard from the electric company's sources of potential in a safe and timely manner.

PROVIDE routine progress updates to the Town EOC via the electric company's UICS.

WHEN the electrical hazard from the electric company's sources of voltage has been mitigated, NOTIFY the Town EOC via the electric company's UICS.

*Phone / Cable TV  
Field Personnel*

VERIFY the electric company field personnel have mitigated the electric hazard from their sources of voltage.

At each location and prior to commencing work, PERFORM the following:

PERFORM a site-specific assessment.

CONFIRM that phone company or cable TV company wires or equipment are involved in the blocked road.

LISTEN for running portable generators at the scene.

If there are running generators, VERIFY that each identified generator is not creating a back feed.

IF a portable generator is creating a backfeed, to the extent possible based upon the providers' technical expertise, PERFORM the following:

- REQUEST the generator be shut down and the output be disconnected.
- NOTIFY the Town Building Inspector via the Town EOC of the improperly installed generator.

ESTABLISH a strategy to be used to perform the work.

DETERMINE if the work can be completed safely with the current crew complement or if other resources are needed to complete the work.

IF the available crew cannot complete the work safely and timely, then INFORM the phone or cable TV UICS.

Communicate the estimated time to complete the work to the municipal representative on the scene. The municipal representative shall communicate this information to the Municipal EOC.

PERFORM the required actions to resolve phone and cable TV wires and equipment from the blocked road area.

PROVIDE routine progress updates to the Town EOC via the phone or cable TV UICS.

When the assets from the phone or cable TV companies are ready to be removed from the municipality because the company's make safe work has been completed, notify the Town EOC.

### *Town EOC*

RECORD status updates reported from field personnel in the Town EOC and the State Web EOC.

TRACK completion of support activities needed to clear blocked roads.

### **Clear Blocked Roads**

#### *Town EOC*

WHEN all utility support for a specific location is complete, then DIRECT the Town DPW or State DOT to clear the road for access.

MOBILIZE necessary resources.

ASSIGN resources to blocked roads working from the highest priority to the lowest priority until all blocked road locations are addressed.

#### *Town DPW / State DOT*

RECEIVE blocked road locations and priorities from the Town EOC.



At each location and prior to commencing work, PERFORM the following:

PERFORM a site-specific assessment.

CONFIRM that utility wires and equipment are resolved and will not interfere with road clearing activities.

LISTEN for running portable generators at the scene.

If there are running generators, VERIFY that each identified generator is not creating a back feed.

IF a portable generator is creating a backfeed, PERFORM the following:

- REQUEST the generator be shut down and the output be disconnected.
- NOTIFY the Town Building Inspector via the Town EOC of the improperly installed generator.

ESTABLISH a strategy to be used to perform the work.

DETERMINE if the work can be completed safely with the current crew complement or if other resources are needed to complete the work.

IF the available crew cannot complete the work safely and timely, INFORM the Town EOC.

### *Town EOC*

As needed, REQUEST additional road clearing support from the Regional DEMHS Office or the State EOC.

### *Town DPW / State DOT*

COMMUNICATE the estimated time to complete work at the location to the Town EOC.

PERFORM the required actions to clear or partially clear the blocked road.

PROVIDE routine progress updates to the Town EOC.

WHEN the road is cleared of partially clear, NOTIFY the Town EOC.

### *Town EOC*

UPDATE the Town EOC Block Road List and the State Web EOC as roads are opened for access.

**NOTE:** It is incumbent upon each telephone company, cable company, and municipality to establish and maintain procedures to ensure the safety of its employees and residents. The electric utilities shall not responsible for any personal injury, including death, or property damage that results from handling down wires.

## Definitions

**Blocked Road** A road that is impassible to emergency vehicles. This could be caused by trees, snow, damaged utility equipment, other third party attachment equipment, or any combination of previous items preventing access. Electric utilities are responsible to mitigate electrical hazard caused by their sources of voltage. A road is considered blocked if there is no other reasonable means of access to an area.

“Make Safe” Blocked Road:

A blocked road with utility equipment hindering Emergency Vehicle Access

**DOT** Department of Transportation

**DPW** Department of Public Works

**EOC** Emergency Operations Center

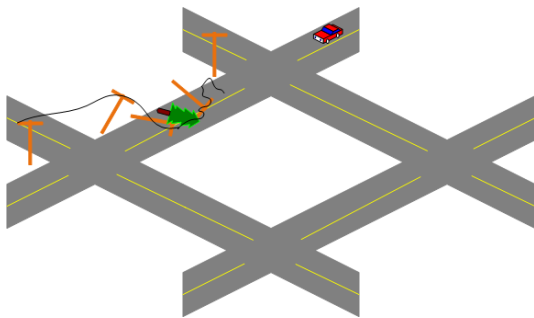
**UICS** **Unified Incident Command System**

**Safe Roadway (two phases):**

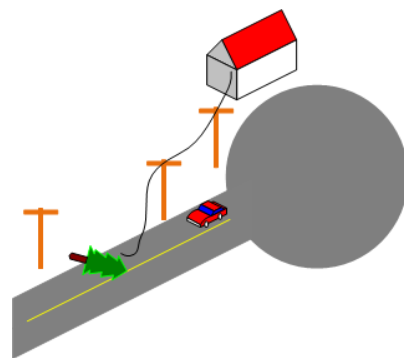
**Emergency Vehicle Access** – passable roadway that allows the safe movement of emergency vehicles (9 foot wide by 14 foot high)

**Fully Restored Access** – passable roadway that has been brought back to a final state that allows for the safe transport of ALL vehicles under ALL circumstances (sometimes referred to as curb to curb or white line to white line)

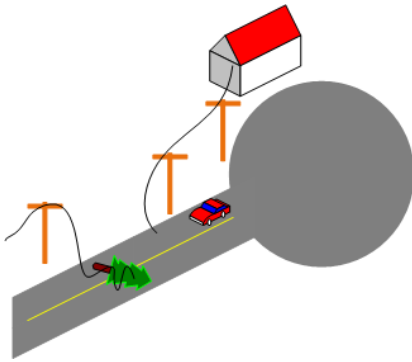
**Make Safe Blocked Road Examples:**



NOT BLOCKED – alternate access route



NOT BLOCKED – one lane passable



BLOCKED – not accessible

# Attachments

# **Make Safe Protocol Attachment 1**

**Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex**

**Make Safe Protocol  
Utility Blocked Roads Form**

Town: _____ Town Contact Name: _____ Phone Number: _____ Date / Time: _____	Utility Liaison: _____ Utility Liaison Phone Number: _____ Send via email to (name): _____ FAX Number: _____
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#	Address Street / Route	Nearest Cross Street	Wires Down Y / N	Broken Pole(s) Y / N	Additional Observations	Priority Ranking No. (Below)
1						
2						
3						
4						
5						
6						
7						
8						

**WARNING: ALL CONDUCTORS SHALL BE TREATED AS ENERGIZED BY DAMAGE ASSESSORS!!**

All wires, conductors, attachments, and utility equipment are potentially dangerous, as they may be or may become energized at any time. Persons engaging in damage assessment in and around utility conducts assume the risk of engaging in that activity, and should take every precaution and effort to maintain at least 10 feet of clearance from all utility conductors, and Utility makes no assurances, promises or warranties with regard to the safety of those engaging in damage assessment activities.

**NOTE:** All wires down and public safety issues shall be called in using the applicable emergency process. This Form does not replace the emergency process, but supplements it.

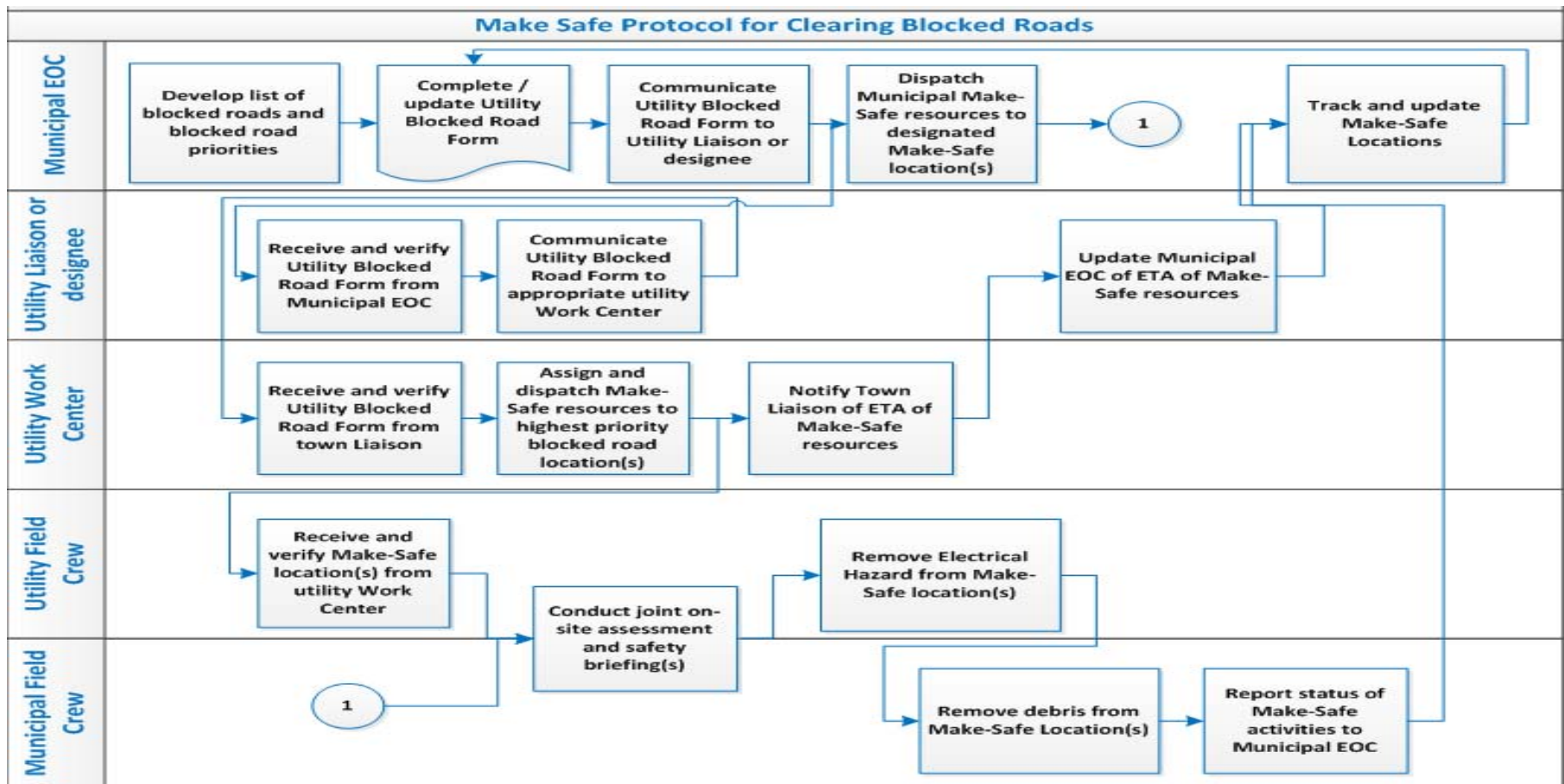
**NOTE:** This form is not to be used to report blocked roads that do not include any utility devices, conductors, or poles.

**Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex**

**Make Safe Protocol  
Priority Categories and Flow Chart**

Damage Priority Categorization Table

Priority	No.	Definition
High	1	Support to Search and Rescue and other lifesaving resources
	2	Critical life sustaining facilities (i.e., hospitals, nursing homes, other).
	3	Additional life sustaining facilities (i.e., emergency feeding and sheltering sites, local distribution points, other).
	4	Critical community support facilities (i.e. police, fire, EMS, and emergency management sites, other).
	5	Longer term sustaining facilities (i.e., water treatment and sewage facilities, electrical facilities critical for power restoration, other).
	6	Remaining critical facilities (i.e., critical communication nodes).
Medium	7	Major traffic routes including interstate highways and ramps
	8	Major waterways essential to commerce and major flood drainage ways
Low	9	Other roads



# **ESF 12 Annex Attachment 2**



**Connecticut Emergency Support Function #12—All Hazards Energy and Utilities Annex**

**State Utility Damage Assessment Form**

Town: _____ Town Contact: _____ Phone Number: _____ Date / Time: _____	Utility Liaison: _____ Utility Liaison Phone Number: _____ Send via email to (name): _____ FAX Number: _____
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DAMAGE TYPE							Address Street/Route	Nearest Cross Street	Additional Observations
#	Number of Poles	Number of Crossarms	Number of Wires (pole to pole)	Number of Wires (pole to house)	Number of Transformers	With Oil Spill? Y/N			
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
<b>Total</b>									

**WARNING: ALL CONDUCTORS SHALL BE TREATED AS ENERGIZED BY DAMAGE ASSESSORS!!**

All wires, conductors, attachments, and utility equipment are potentially dangerous, as they may be or may become energized at any time. Persons engaging in damage assessment in and around utility conducts assume the risk of engaging in that activity, and should take every precaution and effort to maintain at least 10 feet of clearance from all utility conductors, and Utility makes no assurances, promises or warranties with regard to the safety of those engaging in damage assessment activities.

**NOTE:** All wires down and public safety issues shall be called in using the applicable emergency process. This Form does not replace the emergency process, but supplements it.

**NOTE:** This form is not to be used to report damage that does not include any utility devices, conductors, or poles.

INSTRUCTIONS:

*Utility Liaison*

1. If a Town has performed a damage assessment, WORK with the Town personnel to complete this form.
2. If there are multiple pages to the Town's damage assessment, NUMBER all pages.
3. SEND (by email or Fax) the form to the utility representative at the appropriate work center.
4. If the completed Form cannot be sent electronically, DELIVER a paper copy at the next scheduled briefing.