

DOE 5500.8A
7-8-92

THIS PAGE MUST BE KEPT WITH DOE 5500.8A, ENERGY EMERGENCY PLANNING AND MANAGEMENT.

DOE 5500.8A, ENERGY EMERGENCY PLANNING AND MANAGEMENT, HAS REVISED DOE 5500.8 TO REFLECT ORGANIZATIONAL TITLE, ROUTING SYMBOL, AND OTHER EDITORIAL REVISIONS REQUIRED BY SEN-6. NO SUBSTANTIVE CHANGES HAVE BEEN MADE. WE TO THE NUMBER OF PAGES AFFECTED BY THE REVISIONS, THE ORDER HAS BEEN ISSUED AS A REVISION.

U.S. Department of Energy

Washington, D.C.

ORDER

DOE 5500.8A

7-8-92

SUBJECT: ENERGY EMERGENCY PLANNING AND MANAGEMENT

1. PURPOSE. To establish the administrative and operational framework of the Energy Emergency Management System (EEMS), and to establish the general criteria for the development and coordination of the Department's energy emergency planning activities. The Order encompasses the implementation of specific Departmental planning, preparedness, and response activities relating to energy emergencies (except for internal power marketing locations).
2. CANCELLATION. 5500.8, ENERGY EMERGENCY PLANNING AND MANAGEMENT, of 7-5-89.
3. EXCLUSION. This Order does not address emergency planning and management for response to operational and continuity of Government emergencies, except where they occur concurrently or as a result of an energy emergency and there is a need for coordinated Departmental response.
4. REFERENCES.
 - a. All Departmental Orders in the DOE 5500 series which cover emergency preparedness.
 - b. Executive Order 12656, "Assigning Emergency Preparedness Functions to Federal Departments and Agencies," of 11-18-88 (53 FR 47491, 11-23-88) which assigns national security emergency preparedness responsibilities to Federal departments and agencies.
 - c. Executive Order 10480, "The Administration of the Defense Mobilization Program," of 8-14-53, as amended, 3 CFR (1949-1953 comp.) p. 962, which delegates to the Secretary of Energy the President's national defense priorities and allocations authorities under the Defense Production Act of 1950, as amended (subject to the direction and control of the Administrator of the Federal Emergency Management Agency).
 - d. Executive Order 11790, "Providing for the Effectuation of the Federal Energy Administration Act of 1974," of 6-25-74, as amended, 3 CFR (1971-1975 comp.) p. 882, which among other things delegates to the Secretary of Energy the President's authorities under the Defense Production Act (except for section 708) as it relates to energy, such authority may be used without approval, ratification or control of any other Executive Branch official.

DISTRIBUTION:

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Office of Emergency Planning
and Operations

- e. Defense Production Act (DPA) of 1950, 50 U.S.C. Appendix 2061 et. seq., which provides for the mobilization of the nation's resources in order to promote the national defense or maximize domestic energy supplies.
 - f. Disaster Relief Act of 1974, 12 U.S.C. 1706 et. seq., which provides for assistance by the Federal Government following natural disasters.
 - g. Federal Power Act section 202(c), 16 U.S.C. 824a, which authorizes DOE to order temporary interconnection of facilities, such as generation, delivery, interchanges, transmission, or power wheeling of electric energy as in its judgment would best meet the emergency.
 - h. The Energy Policy and Conservation Act (EPCA), 42 U.S.C. 6201 et. seq., which established the Strategic Petroleum Reserve and set forth the method and circumstances for its drawdown and distribution in the event of a severe energy supply disruption or to fulfill the obligations of the U.S. under the Agreement on an International Energy Program (IEP). EPCA also provides authority for the President and cooperating U.S. oil companies to take action to implement obligations of the United States under the allocation and information provisions contained in the IEP.
 - i. Natural Gas Policy Act of 1978, 15 U.S.C. 3301 et. seq., which provides authority to authorize or order emergency purchases of natural gas, to require pipelines to transport natural gas, and to allocate natural gas, for high-priority uses during a Presidentially-declared emergency.
 - j. Federal Preparedness Circulars: No. 1, "Federal Preparedness Guidance Document System," of 10-27-83; No. 2, "Conceptual Framework for Emergency Mobilization Preparedness," of 10-27-83; No. 7, "Federal Preparedness Exercises," of 10-21-84; No. 10, "Military Mobilization," of 1-24-84; and No. 24, "National Defense Executive Reserves Policy and Procedures Manual," of 9-24-82, which cover emergency preparedness
 - k. Federal Plan for Response to a Catastrophic Earthquake (or Other Natural Disaster), of 4-15-87, which provides for Federal response actions to support State governors in saving life and protecting property.
 - l. National Security Decision Directives: NSDD 47, "Emergency Mobilization Preparedness," of 7-83, which establishes the emergency mobilization preparedness program; NSDD 188, "Government Coordination for National Security Emergency Preparedness," of 9-85 (classified); and NSDD 259, "Civil Defense," of 2-87, which provides for implementation of the Civil Defense Program mandated by the Federal Civil Defense Act of 1950, as amended.
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- m. The Agreement on an International Energy Program (signed by 16 nations by November 1974 and amended to 5-19-80) established the International Energy Agency to implement the provisions of this Agreement, which included (among other things) a determination to "take common effective measures to meet oil supply emergencies by developing an emergency self-sufficiency in oil supplies, restraining demand and allocating available oil among their countries on an equitable basis."
- n. North Atlantic Treaty, "63 Stat. 2241, provides that the U.S. may, in some circumstances, be obligated to participate in distribution of available oil supplies to the North Atlantic Treaty Organization (NATO) to satisfy the defense needs of NATO during a petroleum shortage.

5. **POLICY.** It is the policy of the Department to:

- a. Develop and maintain a capability to respond effectively to emergencies affecting the supply of energy or energy facilities critical to the national security or the public health and safety.
- b. Develop policies, plans, and capabilities to prevent or respond to energy emergencies.
- c. Establish a forum for intra-agency and inter-agency consideration of energy emergency policies and issues and rapid coordination of emergency analyses and responses.
- d. Provide for readiness assurance through a systematic program of training, exercises, and evaluations.
- e. Provide a system for effective management analysis, coordination, and information dissemination during energy emergencies and crisis situations. The Emergency Management System will be developed and administered by the Director of Emergency Planning and Operations (OE-1) and will include an Emergency Operations Center (EOC) which will provide centralized capabilities for command, control, communications, and intelligence during all crises and emergencies affecting the Department.

6. **DEFINITIONS.** The definitions used in this Order are consistent with those referenced in DOE 5500.1B, EMERGENCY MANAGEMENT SYSTEMS.

- a. Director of Emergency Planning and Operations (OE-1). The DOE official with responsibility to coordinate the planning, development, and implementation of the overall DOE Emergency Management System.

- b. Emergency Management Coordination Committee (EMCC). A group of senior level representatives from appropriate organizations who collectively provide executive oversight and coordination of the Emergency Management System. The EMCC is chaired by the Under Secretary.
- c. Emergency Management System (EMS). A Departmental program for the development, coordination, and direction of emergency planning, preparedness, response, and readiness assurance.
- d. Emergency Operations Center (EOC). A facility from which management and support personnel carry out emergency response activities.
- e. Energy Emergency. Any significant deviation from planned or expected behavior or course of events that could endanger or adversely affect people, property, or the environment (but excluding the internal operations of the Power Marketing Administrations (PMA's)). Energy emergencies encompass, but are not limited to, the following:
 - (1) Supply crises due to international political causes (e.g., embargo);
 - (2) Supply crises due to defense mobilization;
 - (3) Supply crises due to natural disasters;
 - (4) Supply crises due to energy system sabotage;
 - (5) Supply crises due to major accidents involving energy systems and
 - (6) Supply crises due to labor strikes or lock outs.
- f. Energy Emergency Management System. The Energy Emergency Management System (EEMS) is the component of DOE's Emergency Management System (EMS), which defines the functional requirements of energy emergency management responsibilities assigned to the Office of Emergency Planning and Operations (OE).
- g. Energy Emergency Management Team. The Energy Emergency Management Team (EEMT) was established in accordance with DOE 5500.16 to manage and coordinate energy emergency responses. The EEMT is composed of pre-designated DOE individuals and chaired by the Director of Emergency Planning and Operations (OE-1). The EEMT is activated at the outset of an energy emergency and serves as the focal point for the development and coordination of energy emergency management activities.

- h. EEMT Member. The EEMT is composed of individuals appointed by their respective DOE offices who are knowledgeable in their policy areas, and who are empowered to speak for and commit resources of their respective organizations.
- i. Interagency Group on Energy Vulnerability. The Interagency Group on Energy Vulnerability (IG-EV) is a forum chartered under the Senior Interagency Group for National Security Emergency Preparedness pursuant to National Security Decision Directive (NSDD) 188, "Government Coordination for National Security Emergency Preparedness." It consists of senior representatives with national security emergency preparedness responsibilities from departments and agencies. The IG-EV facilitates Governmentwide coordination of national policy issues relating to the vulnerability of U.S. energy systems in advance of crises, and coordinates crisis assessments and response recommendations in an emergency.
- j. Departmental Senior Officials Senior DOE Officials whose organizations are represented on the EEMT (e.g., Assistant Secretaries, Administrators, and General Counsel).
- k. Response Options Paper. The Response Options Paper (ROP) is a formal recommendation(s) to the Secretary of Energy containing courses of action to respond to energy emergency conditions. The ROP includes specific recommendations for implementing response measures together with assessments of likely impacts and constraints.
- l. Situation Analysis Report. The Situation Analysis Report (SAR) is an assessment of the dimensions (i.e., magnitude, duration; impact) of an actual or impending energy emergency condition prepared by the EEMT.

7. CONCEPT OF OPERATIONS.

- a. The EEMS is "a generalized energy emergency response process implemented at the Headquarters level which provides a systematic methodology for decisionmaking. It is designed to be sufficiently flexible to address all types of potential energy emergencies and response options. The process is shown in simplified functional flow diagram format at Attachment 1. The specific components of this process are as follows:
 - (1) Monitoring the Energy Situation. This component addresses the continuous monitoring of domestic and international energy markets in coordination with the Energy Information Administration to detect any conditions which may herald a potential or impending energy emergency situation.

- (2) Initiation of the EEMS. Upon detection and assessment of potential emergency conditions, a decision is made either to continue/expand the monitoring process or to initiate the energy emergency response process.
 - (3) Analyzing the Emergency Situation. The analysis of the ongoing emergency situation is a continuous function resulting in briefings, informal reports, and formal Situation Analysis Reports as frequently as the dynamics of the emergency warrant.
 - (4) Analyzing Response Options. The analysis of response options involves the development of recommended remedial actions including assessments of likely implementation impacts and constraints. Depending upon the nature of the emergency, this component can involve both the rapid assessment of pre-planned options as well as a more deliberate tailoring of response options to specific emergency conditions.
 - (5) Implementing, Coordinating, and Monitoring Responses. Once selected, implementation is continuously coordinated and monitored to permit modifying actions as emergency conditions change or evolve.
- b. The key organizational element of the EEMS is the EEMT, a cadre of Departmental experts chaired by the Director of Emergency Planning and Operations (OE-1). The EEMT, which is the focal point for the coordination of energy emergency management activities, is convened by OE-1 to assess the nature and extent of the energy emergency and to develop response options.
 - c. The EEMT is staffed by individuals appointed by their respective DOE offices who are empowered to speak for and commit resources of their respective organization. Members are designated as core group members, i.e., representatives of those organizations required to provide support and guidance to the EEMT regardless of the type of energy emergency, or augment group members, whose participation is dependent upon the nature of the emergency. EEMT member organizations are shown at Attachment 2.
 - d. Operational plans and procedures specifically relating to EEMS activities shall be developed and maintained by OE-1 in coordination with EEMT member organizations and field elements, as appropriate. OE-1 is responsible for arranging periodic meetings of the EEMS participants to review and update operating procedures. Criteria for energy emergency plans and procedures are shown at Attachment 3.

- e. The EEMT will operate from the Forrestal EOC, or from other appropriate facilities/locations, at the discretion of the Chairman of the EEMT.
8. RESPONSIBILITIES AND AUTHORITIES Responsibilities and authorities in this Order are consistent with those referenced in DOE 5500.1B. The following additional responsibilities relate specifically to the EEMS.
- a. The Under Secretary (S-3) shall:
 - (1) Provide top-level policy direction for the energy emergency response process.
 - (2) Review and approve crisis assessments and response recommendations prepared by the EEMT.
 - (3) Exercise Departmental decisionmaking authority for energy emergencies.
 - b. Departmental Senior Official shall:
 - (1) Appoint appropriate representatives with authority to commit required resources to the EEMT to support the EEMS decisionmaking process.
 - (2) Ensure readiness of energy emergency analysis and response implementation capabilities.
 - (3) Provide representation on energy emergency exercises or simulations and ensure corrective action for deficiencies noted in program area.
 - (4) Provide representation at periodic meetings of EEMS participants to assist in developing, reviewing, and updating EEMT procedures and energy emergency policy and planning guidance, as appropriate.
 - c. Administrator, Energy Information Administration (EI-1) shall, in addition to the responsibilities referenced in paragraph 8b, above, monitor the energy market and the effects of the emergency and provide analyses and summaries for the SAR.
 - d. Assistant Secretary for Fossil Energy (FE-1) shall, in addition to the responsibilities referenced in paragraph 8b, above:
 - (1) Plan and analyze deployment and alternative goals for the Nation's strategic and naval reserves (both oil and gas) in terms of their readiness and ability to promptly contribute in mobilization for energy emergencies.

- (2) Plan and provide a planning guide to identify flexibilities and considerations for the use of the Nation's petroleum reserves which can serve and assist the IG-EV as a reference document in its deliberations.

e. Director of Emergency Planning and Operations (OE-1) shall:

- (1) Serve as executive manager for energy emergencies, providing policy guidance and ensuring coordination among Departmental Senior Officials.
- (2) Serve as Chairman of the Interagency Group on Energy Vulnerability with responsibility for ensuring rapid inter-agency coordination of emergency analyses and responses.
- (3) Serve as Chairman of the EEMT, with responsibility for planning, organizing, and directing the energy emergency response process.
- (4) Provide for and maintain a qualified and trained cadre of Departmental experts capable of rapidly mobilizing to assess the dimensions of actual or potential energy emergencies, and developing and implementing remedial measures.
- (5) Serve as principal point of contact for Departmental energy emergency preparedness and response communications and coordination with appropriate Federal agencies, including the Federal Emergency Management Agency, the Department of State, and National Security and Domestic Policy Council staffs.
- (6) Develop the Energy Emergency Management Plan and subordinate plans and procedures.
- (7) Develop EEMT procedures, policy, and planning guidance in consultation with EEMT member organizations.
- (8) Direct the development of a framework for the routine testing and evaluation of the EEMS as it supports the EMS and the Joint Master Exercise Planning process and the training of EEMS participants.
- (9) Provide for periodic meetings of participants to ensure operational readiness of EEMS procedures.
- (10) Provide adequate support for all emergency actions.
- (11) Advise the Chairman of the EMCC regarding emergency activities and support from all organizational elements of the Department.

f. Heads of Field Elements shall:

- (1) Provide technical, analytical, facilities and/or resource support to the EEMT as required in coordination, if appropriate, with their respective program offices.
- (2) Participate in energy emergency readiness exercises or tests as coordinated, if appropriate, with their respective program offices.

BY ORDER OF THE SECRETARY OF ENERGY:



DOLORES L. ROZZI
Director of Administration
and Human Resource Management

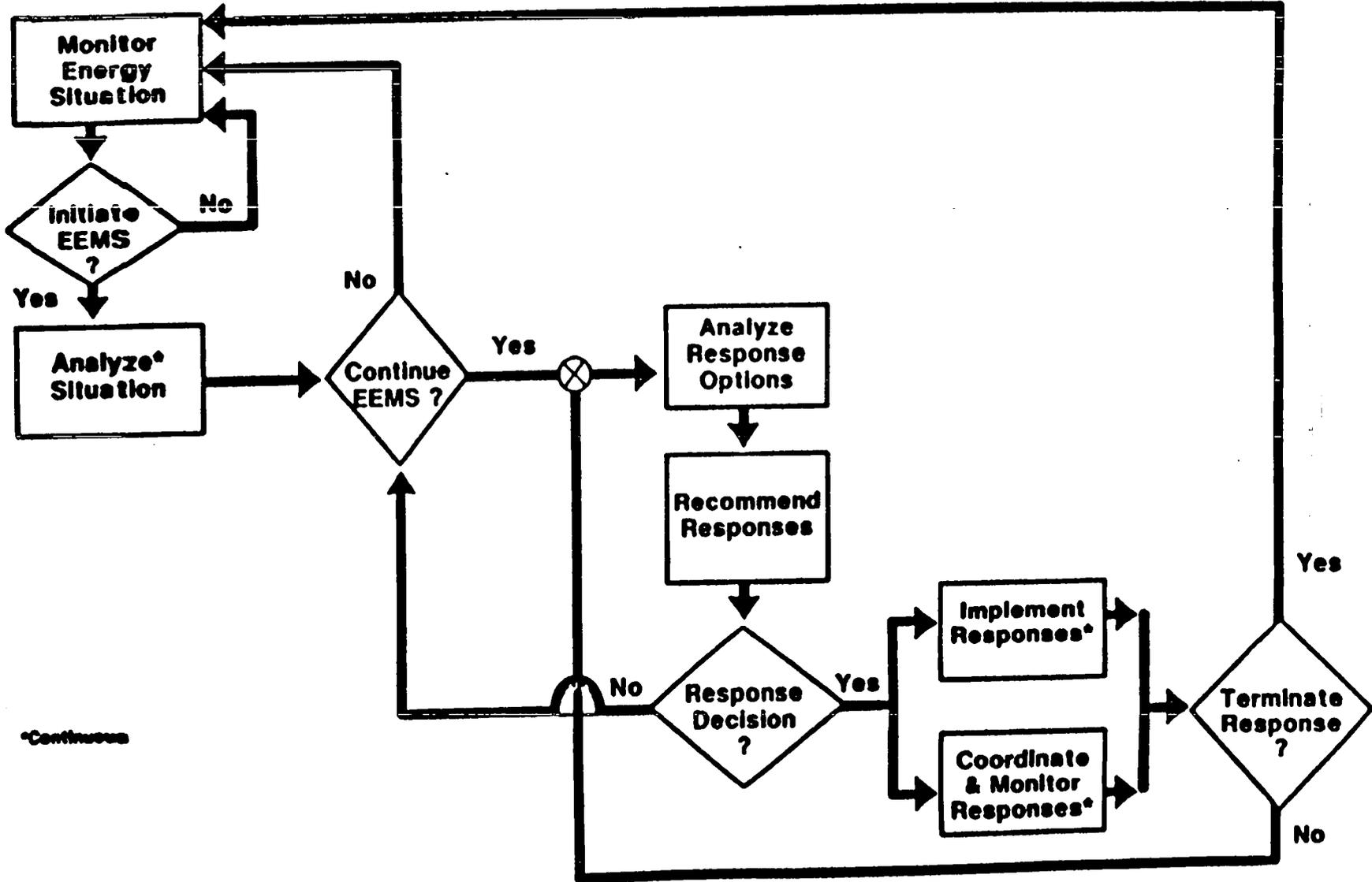


EEMS DECISIONMAKING AND RESPONSE
(Simplified Diagram)

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EEMS DECISIONMAKING AND RESPONSE
(Simplified Diagram)

Attachment 1
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EEMT MEMBERSHIP

CORE GROUP

Emergency Planning and Operations
Congressional and Intergovernmental
Affairs
General Counsel
Defense Programs
Public Affairs
Energy Information Administration
Administration and Human Resource Management
Domestic and International Energy Policy
Office of the Under Secretary

AUGMENT GROUP

Petroleum Reserves (PR)
Fossil Energy (other than PR)
Nuclear Energy
Conservation and Renewable
Energy
Environment, Safety and
Health

CRITERIA FOR DEVELOPMENT OF ENERGY EMERGENCY PLANS AND PROCEDURES

1. GENERAL. The Director of Emergency Planning and Operations (OE-1) shall direct the development of EEMS plans and procedures and ensure their operational readiness through periodic testing and evaluation. The EEMT Plan shall describe EEMT mission, member roles and responsibilities, broad task descriptions, and planned actions for implementation of policies contained in DOE 5500.1B. Detailed procedures shall be developed and maintained at the working level to address operational roles and responsibilities for a range of potential energy emergency scenarios and programmatic requirements.
2. CONTENTS OF PLANS/PROCEDURES.
 - a. Definition of potential emergencies for which the program is responsible and for which procedures will be developed (i.e., embargoes, mobilization, natural disasters, sabotage, accidents, labor strikes).
 - b. Definition of the Energy Emergency Response Process.
 - (1) EEMS organization, EEMT mission, membership, authorities and responsibilities of key participating organizational elements.
 - (2) Business as usual monitoring, emergency organization activation and notification procedures, recovery/return to business as usual process.
 - c. Identification of Emergency Resources.
 - (1) Emergency facilities requirements, communication system, and equipment.
 - (2) Organizational responsibilities for assuring access to required resources.
 - d. Means of Maintaining Emergency Preparedness.
 - (1) Training requirements.
 - (2) Requirements for tests/exercises, evaluation of exercise findings, and implementation of corrective actions.
 - (3) Periodic reviews/updates.

- e. Operational Roles and Responsibilities.
- (1) Inputs to Situation Analysis Reports and Response Options Reports, analytical criteria.
 - (2) Requirements for inter-agency and intra-agency coordination.
 - (3) Public information considerations.
 - (4) Classification requirements.