

ESF 12 - Energy Annex, 2015

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Coordinating Agency : PA Department of Environmental Protection

Primary Agency(ies) : PA Department of Environmental Protection

Support Agency(ies) : PA Turnpike Commission
PA Department of Revenue
PA State Police
PA Department of Agriculture
PA Department of Transportation
PA Department of General Services
PA Public Utility Commission

I. Introduction

A. Purpose

1. The Department of Environmental Protection (DEP) Emergency Support Function #12 (ESF-12) details the response to significant disruptions in the supply and delivery of electricity and fuels throughout the state. DEP and Commonwealth supporting agencies will work with federal agencies, energy industry stakeholders, businesses, and the public to help preserve the supply of electricity and fuels and to restore damaged infrastructure.

B. Scope of Operations

1. This ESF identifies the responsibilities of DEP and support agencies in maintaining continuous and reliable electrical energy and fuel supplies in Pennsylvania through preventative measures as well as restorative actions to protect the Commonwealth's energy infrastructures, this function incorporates:
 - a. Increased public preparedness through energy education and conservation programs, emergency planning, and the implementation of more resilient and efficient energy use technologies.
 - b. The maintenance of energy industry contacts - including emergency and back-up contacts for critical infrastructure; energy industry critical infrastructure including the location and service area; and secondary energy industry facilities and infrastructure.
 - c. Assimilating input from state, federal, and energy industry professionals while evaluating electrical energy and/or fuel supply disruption causes. This may include gathering and sharing current information regarding the status of energy industry assets and evaluating the economic, social and duration impacts of a supply disruption.
 - d. Providing technical support when requested to assist the energy industry in detecting, characterizing, and circumventing fuel shortages and electrical supply disruptions.

- e. Developing early response actions that enhance the resiliency of critical energy infrastructure most susceptible to disruptions from natural disasters or other unplanned events.

II. Situation and Assumptions

A. Situation

1. A variety of hazards could lead to a serious disruption in the availability of electricity or liquid fuel supplies within Pennsylvania. Shortages of fuels or lack of sufficient water necessary for power generation as well as the outage of major electricity generation/transmission facilities could result in a serious threat to the health and safety of Pennsylvania residents. Geographic areas of the state most likely to be affected would depend on the nature of the hazard and an ability to take quick and effective response actions.
2. Federal agencies; Commonwealth agencies, county and local government; the private sector and the public will play key roles in the prioritized management of energy resources, effective implementation of protective measures, and the rapid restoration energy services.
3. The Governor has authority to issue a disaster declaration when the emergent situation may or will impact the health, safety and welfare of the citizens of the Commonwealth or cause significant economic consequences. Upon declaration of a disaster, the Governor will authorize and provide for coordination of activities related to the disaster and could implement any or all of the following provisions:
 - a. Suspend the provisions of regulatory statutes prescribing procedures for conduct of Commonwealth business, or the orders, rules or regulations of any Commonwealth agency, if strict compliance with those would prevent, hinder, or delay necessary actions required to handle the emergency.
 - b. Utilize all available resources of the Commonwealth and its political subdivisions as necessary to respond to the disaster emergency.
 - c. Transfer the direction, personnel, or functions of Commonwealth agencies, or units thereof, for the purpose of performing or facilitating emergency services.
 - d. Commandeer and utilize private, public or quasi-public property as necessary to respond to the disaster emergency, subject to any applicable requirements for compensation under 35 Pa.C.S.A. §7313 (relating to powers and duties).
 - e. Direct and compel the evacuation of entire populations or portions thereof from affected or threatened areas within the Commonwealth as necessary for the

- preservation of life or to facilitate mitigation, response, or recovery in the selected area.
- f. Prescribe evacuation routes, modes of transportation and/or receiving destinations in connection with the emergency
 - g. Control ingress and egress at the boundaries of the disaster area, the movement of persons within the area, and the occupancy of premises therein.
 - h. Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, and combustibles.

B. Assumptions

1. The health, safety, and economic well-being of citizens and businesses in Pennsylvania require adequate and reliable supplies of electrical energy and fuel, as well as a stable infrastructure for delivery of such.
2. Individuals with special needs, particularly those who rely on electricity for life-sustaining functions, will require more support during an emergency than will the general population.
3. A severe energy crisis will cause public concern requiring clear and consistent communications from the state's senior leadership throughout the incident.
4. Energy systems, supplies, and end-use sectors may be highly interdependent. Disruption in one system can produce cascading effects resulting in emergencies/disasters which may be costly, not easily remedied and having long-term consequences. (i.e. disruptions in fuel or electricity supplies could affect transportation, communications, and other primary services needed to maintain public health and safety.)
5. Pennsylvania has an elaborate energy infrastructure through which we import, produce and distribute fuels and electrical energy, most of which is owned and operated by the private sector. Coordination and collaboration with the private sector will be essential for a successful response to many energy incidents.
6. The Governor may request federal assistance by asking the President of the United States for a Presidential disaster declaration if the situation exceeds the ability of the Commonwealth to respond and mitigate the emergency or the damage totals exceed the current thresholds under the Stafford Act.

III. Concept of Operations

A. General

1. DEP is the lead agency for ESF-12 in the Commonwealth Emergency Operations Plan and will work closely with those support agencies identified in ESF-12.
2. DEP is responsible for tracking liquid fuel shortages and the operation of critical infrastructure during an energy emergency.
3. Restoration of normal operations at an energy-related facility is the primary responsibility of the owners and operators of the facility.
4. DEP, in cooperation with the PUC and PEMA, will monitor reports regarding fossil fuel shortages, estimate the duration and extent of the shortage, and work to provide for the delivery of emergency energy supplies.
5. In the event that the Governor issues a disaster proclamation, DEP in cooperation with PEMA and the PUC will conduct emergency allocation measures as follows:
 - a. Administer emergency allocation powers delegated to the state by federal agencies
 - b. Recommend or require measures to reduce the demand for electric energy and fuels
 - c. Implement other measures as directed by the Governor

B. Organization

1. PEMA, DEP, the PUC, and volunteer organizations and commissions will rely on the services and facilities of existing state agencies and departments to support energy emergency response operations, whenever possible
2. When an energy crisis exists or is imminent, all Commonwealth agencies will support PEMA, PUC and DEP as required under the Commonwealth Emergency Operations Plan (CEOP). Supporting agencies will assess energy systems under their regulatory purview and provide reports throughout the incident when requested
3. Agencies with expertise in specific energy sectors will provide industry background information for each sector and submit emergency related reports as information becomes available. Agencies will also report the date and time emergency response actions have been initiated under separate authorities or regulatory requirements as well as details concerning the nature of the response

IV. Responsibilities

A. Coordinating Agency

1. PA Department of Environmental Protection
 - a. In concert with PEMA and the PUC, manage the overall energy emergency planning process
 - b. Track energy supply disruptions and the status of critical infrastructure and populations with support from the PEMA, PUC, and other state agencies
 - c. Provide technical assistance concerning energy conservation and utility and non-utility energy service disruptions relative to public, industrial, commercial, and institutional needs
 - d. Provide input into the creation of an emergency energy policy in coordination with PEMA, PUC, and other supporting agencies
 - e. Provide guidance on the relaxation of pollution control standards when requested
 - f. Coordinate submission of regulatory waivers to the Environmental Protection Agency (EPA). Work with PDA to release the biodiesel requirement for diesel fuel sold in PA
 - g. Provide advice on the priority of fuels distribution for essential services
 - h. Recommend emergency response strategies to alleviate the consequences of the energy shortage
 - i. Ensure DEP Emergency Preparedness Liaison Officers (EPLOs) are available for 24/7 staffing in the State Emergency Operations Center (SEOC)
 - j. Attend the Governor's Emergency Management Council meeting when evaluating the declaration of a Disaster emergency
 - k. Ensure DEP staffing and emergency response actions are in accordance with guidelines established under DEP's Emergency Operations Plan (EOP) and Energy Assurance Plan (ENAP)
 - l. DEP will operate under four phases of operational response as follows:
 - 1) Readiness Phase: DEP EPLOs and Subject Matter Experts (SMEs) on standby
 - 2) Situation Awareness Phase: DEP EPLOs and SMEs alerted to a potential energy emergency

- 3) Pre-Emergency Phase: DEP OPPEA staff determines the disruption is creating a growing energy supply shortage. Staff monitoring activity increases as the energy problem worsens
- 4) Emergency Operations Phase: The SEOC should be at level 1 staffing and include DEP EPLOs. The energy disruption is negatively affecting state residents and/or businesses

2. Assigned Energy Systems

- a. DEP and PUC in concert with PEMA will continuously monitor assigned energy sectors for actual disruptions and supply storages. Verification should be made that local supplies are within normal ranges and that national supplies remain stable. Specific areas of responsibility by fuel sources are shown in the table 4; below:

Table 4 Energy Sources monitored by Commonwealth Agencies	
<u>Energy Source</u>	<u>Resource Agency</u>
Petroleum	DEP
National Gas (Distribution)	PUC
National Gas (Transmission)	PUC
Fossil Fuel (Coal)	DEP
Electric Power (Distribution)	PUC
Electric Power (Transmission)	PUC
Alternative Fuels	DEP/PDA

- b. DEP and PUC staff will investigate the assigned energy sectors and establish general roles relative to the reporting of critical system information for State, Federal, and local authorities as well as the potential types of assistance that may requested if a disruption is ongoing

B. Support Agencies

1. Pennsylvania Emergency Management Agency (PEMA)

- a. During a developing energy emergency PEMA will support DEP’s efforts to abate potential energy supply disruptions. The Governor’s Office will be kept aware of the circumstances leading to an energy emergency
- b. During an energy disruption requiring emergency response actions, PEMA will activate the State Emergency Operations Center (SEOC) and ESF-12. Through the activated SEOC, PEMA will also:

- 1) Coordinate other state agencies and resource providers to assist with mitigation and restoration efforts
- 2) Provide DEP and other agencies with immediate notification and initial assessment of unanticipated energy service disruptions and enhance situational surveillance by the SEOC
- 3) Alert County government about potential and actual energy disruptions requesting that energy emergency plans be reviewed
- 4) Provide administrative and operational support in the planning and action phases of an energy service disruption
- 5) Provide communication support for DEP, PUC, and other state agencies
- 6) Release public service announcements over the Emergency Alert System (EAS) to keep the public informed of energy service disruptions
- 7) Implement emergency allocation measures for fuels during a disaster declaration as needed to allow emergency response activities and/or to protect the citizens of the Commonwealth
- 8) Present the Governor's disaster declaration to the Emergency Management Council for ratification
- 9) Coordinate the activation of applicable state, county and local emergency response plans
- 10) Identify unmet emergency response needs
- 11) Prepare a recommendation requesting a federal disaster declaration under the Stafford Act for supporting federal assistance

2. Public Utility Commission (PUC)

- a. Provide EPLOs to the SEOC as needed.
- b. Attend Emergency Management Council meetings called for a disaster declaration.
- c. Maintain coordination and communication with DEP and PEMA to provide information on natural gas and electrical system information related to outages and service restoration.
- d. Maintain utility information concerning the infrastructure status, supply, and consumption of electricity and natural gas including natural gas pipelines.

- e. Electric distribution companies are required to communicate and coordinate their plans with PUC when emergency load relief and/or emergency energy conservation measures are required.
- f. The PUC will communicate to PEMA and DEP the areas affected and the curtailment schedules as submitted. When communicating priority restoration concerns to electric and natural gas distribution companies, the PUC will also submit those to DEP and PEMA.
- g. Take appropriate measures to ensure the equitable distribution of natural gas and electric power throughout the Commonwealth.
- h. PUC's Bureau of Transportation & Safety will also contact jurisdictional utilities to determine the availability of assets that could be utilized to help commercial energy carriers during energy emergencies.
- i. Provide guidance on the implementation of Commonwealth and federal conservation and emergency management programs for electric power and natural gas.
- j. Implement communication protocols and procedures between the state, PJM, and electric and natural gas distribution companies.

C. Supporting Agencies

- 1. All Supporting Agencies:
 - a. Prepare internal emergency energy resource plans or standard operating procedures (SOP) that support this Plan.
 - b. Transmit and coordinate information about energy shortages to PEMA, DEP, and PUC.
 - c. Notify appropriate officials concerning potential or actual problems.
 - d. Develop support procedures to counter terrorist activities in coordination with the Pennsylvania State Police.
 - e. Perform the assurance task of policy integration for cyber, critical infrastructure protection (CIP), and renewable energy systems under each agency's regulatory purview.
 - f. Identify and assist in the procurement of equipment, materials and supplies required by Commonwealth departments/agencies to be used for emergency operational purposes.

- g. Coordinate the emergency actions essential to the restoration of basic agency/department services.
- h. Provide information and other support as needed to the State agency appointed by the Governor to conduct emergency allocation measures if one is designated.
- i. Provide information and assistance on the availability and feasibility of alternate sources of energy.
- j. Coordinate public releases of information through the JIC following a Governor's declaration of Disaster Emergency.
- k. Institute and enforce energy conservation measures throughout the respective agencies and their specific areas of responsibility.
- l. Provide support, within respective capabilities, to other Commonwealth departments/agencies during the energy emergency.
- m. Primary and Support agency EPLO's will assess available information, convene and come to a consensus for recommending that the Governor declare a Disaster Emergency for an energy emergency.
- n. Document all agency costs directly related to the energy emergency for possible reimbursement should a federal Declaration of Disaster Emergency be declared by the President.
- o. Identify potential program areas and other areas for improvement following the emergency.
- p. DEP and primary supporting agencies will employ, train, and exercise their designated energy EPLO's that will be assigned to the State EOC. If requested by the DEP Chief EPLO, they will:
- q. Provide active and timely assistance during small-scale emergencies not requiring SEOC or ESF 12 activation but with the potential to escalate to full emergencies.
- r. Be trained in the National Incident Management System (NIMS) and maintain a working knowledge of content and execution of energy assurance plans and other state emergency procedures.
- s. Stay abreast of the energy and emergency response related functions of their agency and the activities of other agencies and industries.

2. Pennsylvania Department of Aging

- a. Advise Area Agencies on Aging (AAA) to coordinate with and assist county Emergency Management Coordinators (EMCs) in supporting the energy needs (supply or financial) of senior citizens and special needs population.
- b. Maintain a list of resources from AAA that are available to support disaster operations.
- c. Disseminate information to AAA on the availability of emergency financial assistance and coordinate the provision of such assistance.
- d. Collect and report to PEMA any information on problems involving special care for the elderly in a disaster.
- e. Determine if any non-emergency programs and/or funds administered by the department can assist in the recovery effort.
- f. Ensure appointed EPLOs are available for 24/7 staffing in the SEOC.
- g. Implement procedures in incident and support plans.

3. Pennsylvania Department of Agriculture (PDA)

- a. Maintain energy supply information and communications through the department's agricultural regions.
- b. Recommend priorities for fuel distribution to agriculturally based industries including, but not limited to, farms, dairies and agri-businesses.
- c. Prepare and disseminate information for federal farm assistance during an energy crisis and during recovery operations.
- d. Assist in the alleviation of immediate agriculture problems.
- e. Assist in the prioritization of commercial and agricultural energy users including agronomic product allocations (fertilizer and pesticides).
- f. Provide information from the Bureau of Weights and Measures regarding the location and usability of liquid fuel retail facilities.
- g. Ensure appointed EPLOs are available for 24/7 staffing in the SEOC.
- h. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council meeting to ratify/accept the Governor's declaration.

4. Department of Community and Economic Development
 - a. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
 - b. When the Governor requests a Federal Major Disaster Declaration (under the Stafford Act), prepare to support a PEMA request for temporary housing and community economic assistance.
5. Department of Education (PDE)
 - a. Provide information and guidance on the impacts of energy shortages on educational facilities.
 - b. Advise department personnel of the need for pre-planning and implementation of procedures required during an energy emergency.
 - c. Send the Governor's recommended energy conservation measures to the school districts through the department's communications systems.
 - d. Ensure appointed EPLOs are available for 24/7 staffing in the SEOC.
6. Department of General Services (DGS)
 - a. In consultation with DEP, PEMA, and PUC, provide and enforce rules to minimize energy consumption among all state departments and agencies, and monitor and report on the availability of adequate energy supplies at Commonwealth facilities.
 - b. Ensure appointed EPLOs are available for 24/7 staffing in the SEOC.
 - c. Expedite all contracts required to help support energy emergency response needs and mitigation efforts.
 - d. Provide information to the JIC that may/can be used for public service announcements.
 - e. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council meeting to ratify/accept the Governor's declaration.
 - f. Identify and assist in the acquisition of energy supplies to support Commonwealth operations.
 - g. Identify contractors that may be available to haul fuel supplies to state facilities.
 - h. Assist with the identification of commercially available supplies of motor fuels and transportation services.

7. Department of Health (DOH)

- a. Coordinate with the appropriate private sectors, such as hospitals, nursing associations and other congregate settings throughout the Commonwealth, to ascertain necessary impacts and levels of support required for the maintenance of the health posture of the Commonwealth.
- b. Recommend, upon request, the priority of energy supply and/or fuel distribution to primary health care facilities and EMS providers.
- c. Provide guidance and information to those ancillary operations of health care facilities and EMS providers that require priority assistance in fuel acquisition.
- d. Advise the SEOC of any anticipated hospital evacuations or closures due to the shortage of energy supplies, reduction, or elimination of EMS services, or risk reduction due to shortage of energy supplies.
- e. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
- f. Activate the DOH Department Operation Center to help coordinate appropriate DOH response actions and communications.
- g. Test DOH emergency communications systems.
- h. Distribute through the DOH communications systems recommended energy conservation measures to hospitals, nursing homes, EMS providers, and County/Municipal Health Departments, as appropriate.
- i. Review the fuel shortage impacts on their ability to implement DOH Emergency Response Plans.

8. Department of Labor and Industry (L&I)

- a. Provide information and statistics on unemployment impacts on industry due to energy shortages.
- b. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council meeting to ratify/accept the Governor's declaration.
- c. Identify temporary labor assets (Youth Conservation Corps) that may be needed to assist counties with energy related issues.
- d. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.

9. Department of Military and Veterans Affairs (DMVA)

- a. As directed by the Governor and at the request of PEMA, assist in civil agency support operations on a mission basis during temporary emergency response activities.
- b. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
- c. Activate the DMVA operations center at Fort Indiantown Gap (FIG).
- d. Implement energy conservation measures at all DMVA facilities.
- e. Provide the State's senior leadership with special intelligence obtained through National Guard channels.

10. Department of Human Services (DHS)

- a. Organize and coordinate the activities and resources by county for Energy and Weatherization Assistance relief programs available during energy emergencies.
- b. Coordinate with other Commonwealth and federal agencies in providing services to local communities through other social welfare programs.
- c. Monitor supply levels and energy needs of institutions within the department's jurisdiction.
- d. Review emergency evacuation plans and/or transfer plans for patients from Commonwealth welfare/health institutions, as required.
- e. Issue cash grants to meet energy related needs of citizens in accordance with existing program eligibility guidance or other specific emergency/disaster benefits where authorized.
- f. Evaluate space availability for displaced patients from local hospitals at state facilities that are not experiencing energy issues.
- g. An ESF 6 coordinator will be responsible for establishing emergency mass care centers. The American Red Cross (ARC) is prepared to cooperate and coordinate its activities to provide assistance.
- h. Administer Low Income Heating Energy Assistance Program (LIHEAP) where applicable in accordance to existing program eligibility guidance or other specific emergency/disaster benefit guidance where authorized.
- i. Assist in the development of public information messages to alleviate public concern about the energy crisis.

- j. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
- k. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council Meeting to ratify/accept the Governor's declaration.

11. Department of Revenue

- a. Use Motor Tax Registration Information or other aggregate tax records to provide historical data on liquid fuel supplies, throughput, and utilization. Provide information from a registration database of distributors, so those distributors could be contracted regarding fuel availability in aggregate.
- b. Coordinate with DEP, PUC, and PEMA requests to waive the motor carrier's road International Fuel Tax Agreement (IFTA) and issue Temporary Trip Permits to allow carriers and fuel transport within the Commonwealth.

12. Department of Transportation (PennDot)

- a. Maintain information on the Commonwealth's highway and road conditions.
- b. Coordinate the movement and distribution of permits for overweight, oversized and/or convoy fuel hauling vehicles entering or exiting Pennsylvania for emergency needs.
- c. Provide assistance and coordination in the acquisition of drivers and vehicles qualified to move energy supplies.
- d. Report to the State EOC any information regarding disruption of vital air and road transportation systems.
- e. Help obtain a list of drivers with commercial driver's licenses with HAZMAT endorsements and tank trucks for DGS to support emergency contracts when needed.
- f. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
- g. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council meeting to ratify/accept the Governor's declaration.
- h. Review Emergency Road Closure Plans.

13. Office of Administration (OA)

- a. The Office of Administration directs the Commonwealth's deployment of technology including standards, prioritization, infrastructure, security, applications, IT project management, and agency staffing. As coordinating agency for ESF 2, OA shall:
- b. Provide the Energy Office with information on OA cyber security initiatives implemented to protect Commonwealth IT resources. This includes the Commonwealth Cyber Security Incident Response Plan general initiatives to protect Commonwealth resources.
- c. Coordinate cyber threats with PA Department of Homeland Security through briefings between the Commonwealth Chief Information Officer (CIO), the OA Chief Information Security Officer, and Homeland Security (Considered classified information).
- d. Provide the Energy Office with cyber security information reported to federal authorities required under the American Recovery and Reinvestment Act (ARRA).
- e. Ensure appointed EPLOs are available for 24/7 staffing in the SEOC.
- f. Report on the operational communications systems under the operational control of the OA.

14. Office of Attorney General

- a. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council meeting to ratify/accept the Governor's declaration.
- b. Provide the State's senior leadership with special intelligence obtained through the Office's intelligence sources.

15. Office of the State Fire Commissioner

- a. Provide public safety information regarding the use of alternate fuel sources not designated for home use.

16. Pennsylvania State Police (PSP)

- a. Assist in the enforcement of state-mandated conservation measures within areas of primary PSP jurisdiction and support enforcement in local jurisdictions, subject to operational and resource limitations.
- b. Aid in the identification of threats related to energy infrastructures that are obtained through intelligence sources.

- c. Coordinate special intelligence and infrastructure threats with PA Department of Homeland Security.
- d. Evaluate current manpower statewide and prepare for special security assignments, such as escorting fuel convoys, crowd and riot control, and supporting county requests for assistance.
- e. Ensure appointed EPLOs are available for 24/7 staffing in the EOC.
- f. When the Governor declares a Disaster Emergency for an energy emergency, prepare to attend the Emergency Management Council Meeting to ratify/accept the Governor's declaration.

17. Pennsylvania Turnpike Commission

- a. Assist with the coordination of emergency fuel transportation to points on or in the immediate vicinity of the turnpike.
- b. In the event of a declared emergency from the Governor, the Turnpike Commission may arrange for toll-free travel of emergency vehicles on the turnpike to expedite emergency response vehicles. Request should be coordinated through DEP, PEMA, and PUC.
- c. During post-emergency/disaster operations, support consolidated billing requests to allow utilization of the turnpike without the requirement to provide immediate remittance.

18. American Red Cross (ARC)

- a. The American Red Cross, although not a state agency, supports disaster response in Pennsylvania. For an energy emergency, they will:
- b. Support county emergency response efforts through the county Disaster Shelter Programs (DSP).
- c. Designate local ARC staff to perform EPLO like duties and responsibilities in the SEOC.
- d. Provide information on shelter activity in coordination with the Department of Welfare across the Commonwealth to PEMA.
- e. Coordinate with ARC national to determine availability of national assistance.