



Transportation Emergency Preparedness Program Strategic Plan

I. INTRODUCTION

Issues related to the transportation of hazardous materials of all types have become more heightened in recent years. This is particularly true for radioactive materials. As a high-visibility shipper of radioactive materials, the Department of Energy and its transportation activities have come under intense scrutiny from Congress, states, tribes, local governments and the public. An issue of universal concern, however, is whether adequate emergency preparedness exists at all levels of government.

The aggressive environmental goals described in the Department's September 1997 *Strategic Plan* and the June 1998 *Accelerated Cleanup: Paths to Closure* call for innovation, creativity, and streamlining in an era of declining budgets. Streamlining and accelerated cleanup of Department sites will reduce health and environmental risks, make sites available for community reuse, and maintain compliance with federal and state laws and agreements. As a result, shipments of radioactive and other hazardous materials will greatly increase. The increase in shipping activities will similarly create a heightened awareness and need for verifiable emergency preparedness nationwide.

The Department is developing and implementing a coordinated Transportation Emergency Preparedness Program to address nationwide preparedness needs. The Program to accomplish this includes activities involving federal agencies, states, tribes, local governments, and professional organizations to develop consensus on needs and strategies. It will establish consistent policies and implementing procedures, build public and institutional confidence, and demonstrate the system's ability to respond effectively. This program only addresses unclassified/non-weapons radioactive materials shipments.

This Transportation Emergency Preparedness Program Strategic Plan is designed to assure the Program's long-term goals and objectives are well-defined and easily understood. It does not provide a detailed road map to accomplish programmatic goals and objectives. Rather, it offers strategies and basic directions for courses of action. A Multi-year Program Plan will be developed consistent with Program strategies.

II. BACKGROUND

The Department of Energy Emergency Management System provides the framework for development, coordination, control, and direction of all emergency planning, preparedness, response, and recovery functions. This framework is established in Department of Energy Order 151.1, *Comprehensive Emergency Management System*. The Emergency Management System consists of emergency management for fixed facilities and emergency management for transportation. Field Offices and Headquarters elements are required to develop and participate in this integrated and comprehensive activity. Activities associated with transportation emergency management require high levels of integration and coordination among Departmental, sites, State, local and tribal governments. Any shipment can traverse several regions and many states before reaching its destination.

Department of Energy Order 151.1 states the "Assistant Secretary for Environmental Management provides programmatic direction for the Transportation Emergency Preparedness Program. Programmatic direction . . . shall be provided in coordination with the Director of Emergency Management." Thus, the Transportation Emergency Preparedness Program is a critical element of the overall Department-wide Emergency Management System.

III. MISSION STATEMENT

The Transportation Emergency Preparedness Program will assist Department of Energy and other federal, state, tribal, and local authorities to prepare for response to a transportation incident involving Department of Energy shipments of radioactive material.

IV. CURRENT SITUATION

This section provides a summary environmental or situation analysis as an essential foundation for strategic planning. It will help define what is known, trends, and where the program stands in relation to its stated mission. It describes the internal and external issues and pressures likely to affect program outcomes. The aspects of situation analysis also highlight the implicit assumptions for Program planning, formulation, and execution:

- The Office of Environmental Management, in coordination with the Office of Emergency Management, manages a current Department-wide Transportation Emergency Preparedness Program. This program consists of:
 - Policy and guidance for implementation of an integrated Department of Energy transportation emergency preparedness program across federal, state, tribal, and local jurisdictions.
 - Planning assistance to promote a coordinated federal, state, tribal nations, and local response to transportation incidents involving Department of Energy shipments of radioactive materials.
 - Training assistance to make flexible, low-cost, high-quality training materials available to the jurisdictions and support activities (i.e., hospitals) affected by Department of Energy shipments.
- Implementing the Office of Environmental Management's *Accelerated Cleanup: Paths to Closure* will result in a significant increase in shipments of radioactive materials and waste.
- As a shipper, the Department of Energy considers to stakeholder concerns for assurance of verifiable emergency preparedness for transportation incidents involving radioactive materials, at all levels of government.
- A functioning regulatory framework exists within the Department for transportation emergency preparedness and response. Department of Energy Order 151.1 establishes the Department's base program for emergency management.
- A functioning regulatory framework exists (44 CFR 351.1 and 44 CFR 351.24) for emergency preparedness and response at the federal level with corollary implementing requirements at the state and local level.
- A functioning capability exists for emergency preparedness planning at Department of Energy sites through the emergency response regional structure.
- A wide disparity exists in capability for emergency preparedness planning at the state, tribal, and local government level for transportation incidents involving radioactive materials.
- Widespread stakeholder support, including state, tribal, and local governments, exists for Department of Energy leadership in transportation emergency preparedness planning assistance.
- Initial offsite emergency response to incidents involving shipments of DOE radioactive materials is the responsibility of local authorities. The Department responds to radioactive materials incidents when specifically requested by State, Tribal, or local authorities, except where pre-arrangements for automatic response have been negotiated or as established in the Federal Radiological Emergency Response Plan (FRERP).

The existing Transportation Emergency Preparedness Program in the Office of Transportation and Emergency Management has the

assignment, capability, and resources to successfully plan and execute its Department of Energy Order 151.1 mission for Departmental transportation emergency preparedness.

V. PLANNING ASSUMPTIONS

Essential planning assumptions are implicit in the elements of the situation analysis. In addition, the following assumptions are critical to confidently establishing a credible Transportation Emergency Preparedness Program:

- The Office of Environmental Management will continue to sustain the Department's Transportation Emergency Preparedness Program.
- Management support and funding will continue at levels to achieve the strategic vision.
- Similarly, external organizations and stakeholders will continue to support the strategic vision.
- The Program will continue to be based on the Department's regional structure.
- TEPP Planning documents will be implemented on a Department-wide basis.
- Training standards will be developed through a national consensus standards development process.
- The Program will provide a centralized source of training materials and maximize the use of self-study and distance learning.
- Exercises and drills will continue to be used to demonstrate readiness planning success.

VI. STRATEGIC VISION AND OBJECTIVES

The strategic vision for the Program is described in terms of the objectives or goals expected to be accomplished during the planning period in pursuit of achieving its mission. These clearly defined objectives represent both achievable expectations and motivational challenges to Program participants and customers. They will also point to the performance indicators for measuring Program mission success.

A. Vision

The primary goal of the Program is to establish a functioning, integrated program to achieve mission success with the increased need for emergency preparedness activities for responders along transportation corridors resulting from a projected increase in the number of shipments of radioactive materials.

- Program development and implementation will be completed by the end of
- FY 2004 or as completed earlier by accelerated shipping campaigns.
- Unique "Shipment Specific" planning and training will be significantly reduced.
- High-visibility radioactive materials shipments will be accepted as routine.
- Program costs for both transportation and preparedness will be reduced.
- A single point of contact for Departmental high-visibility shipping campaigns will be operational.

B. Strategic Objectives

The Transportation Emergency Preparedness Program is designed to accomplish several major program objectives within the planning horizon:

- A single, comprehensive, well-defined Program to assist states, tribes, and local governments, and to serve the needs of the Department for all current and future radioactive materials shipments;
- A centralized program coordination structure ensuring consistent Department-wide policies, plans, and procedures for transportation emergency preparedness for all radioactive materials shipments;
- A Subcommittee for Transportation Emergency Preparedness (STEP) under the Emergency Management Special Interest Group (sponsored by NN-60) will be responsible for addressing cross-cutting issues for TEPP;
- Effective external coordination mechanisms with other federal agencies, states, tribes, local governments, and industry to ensure proper coordination and input for transportation emergency preparedness activities;
- Standardized planning, training, and exercise criteria for transportation emergency response and recovery;
- A verification and evaluation program to assure the effectiveness of the Regional Coordinating Offices implementation of the Program throughout the DOE Regions;
- A coordinated Regional Transportation Emergency Preparedness Program Plan for each Region, incorporating Program objectives, addressing jurisdictional issues during shipping activities;
- Assurance at each site that a Program Coordinator is assigned with clearly defined roles and responsibilities; and
- Designation of a single point of contact for each shipping site within a region.

C. PERFORMANCE INDICATORS

- The Department's Transportation Emergency Preparedness Program shall have an approved Strategic Plan and Multi-year Program Plan by the end of CY1999.
- The Program shall obtain stakeholder and Department of Energy consensus for existing planning and training products by the end of FY2000.
- Based on the criteria for the Program's development, the Program Coordinator in each Region will develop an approved Regional Plan for implementation by mid-FY2000.
- The Program will develop a nationally approved consensus standard for radioactive materials response training requirements by FY2003.
- The Department shall confirm regional implementation of the Program using approved criteria by FY2003.

VII. STRATEGIC ISSUES

Barriers to the development and implementation of the Program exist both internally and externally to the Department even though transportation of radioactive materials is one of its most heavily regulated activities. Emergency response planning and training, communications, coordination, and program administration are controversial issues for the Department. Barriers include:

Training -- Currently, no nationally approved standard exists for first responders actions associated with radioactive materials incidents. As a result, training design, development, and delivery for first responders varies in quality and level of effectiveness. First responders indicate they sometimes receive inconsistent information during training. Furthermore, duplication of training is widespread and costly.

Equipment -- There are no nationally accepted equipment standards for response to a radioactive materials incident/accident.

Communication -- Public perception of the risk associated with radioactive materials incidents is currently negative. No uniform approach exists to deal with this issue across all Department of Energy programs, as well as the radioactive materials shipping industry as a whole.

Coordination -- Currently, Departmental program offices and the Regions lack coordination between all areas of transportation emergency preparedness, including planning, training, exercises, and shipment activities. The absence of Department-wide coordination and an integrated approach to transportation emergency preparedness results in ineffective implementation.

Industry -- As the most highly visible shipper of radioactive materials and waste and spent nuclear fuel, the Department sets precedents impacting how private sector shippers conduct their operations. In particular, the Department's voluntary extra-regulatory protocols tend to make industry practices more difficult and expensive. Similarly, Departmental programs are willing to needlessly exceed requirements and make shipping more difficult for other programs.

Resources -- With declining federal budgets, there is fierce competition for resources — both funding and people. The exemplary safety record and routine nature of radioactive materials transport result in lower priority for funding when compared to overriding environmental, health, and safety threats at the Department's sites and facilities. Resources for recovery and cleanup are often insufficient.

Program Administration -- Currently, the Transportation Emergency Preparedness Program provides no clear direction regarding the roles and responsibilities which must be achieved by DOE Field elements when implementing the Program. DOE Field elements lack commitment to participate in the development of a nationwide transportation emergency preparedness concept.

VIII. STRATEGIES

Key strategies for the Transportation Emergency Preparedness Program are the achievable courses of action needed to accomplish the stated mission and achieve its strategic objectives. These strategies are designed to promote organizational and institutional cohesion, teamwork, information exchange, and capture lessons learned:

1. **Planning** -- The Transportation Emergency Preparedness Program will continue to build on the preparedness planning initiatives for emergency response and activities under development at the Savannah River site. Implementation will continue to focus on and expand the role of the Regional coordinating offices as implementers — particularly along the Department's transportation corridors within the Regions.
2. **Training** -- Developing the training assistance portion of the Transportation Emergency Preparedness Program has been delegated to Richland/HAMMER. The Program will maximize the use of self-study and distance learning. Training assistance will continue to be regionally based, while the production, control and distribution of training materials will be centralized at Richland/HAMMER.
3. **Exercises** -- Exercises will be a key element in demonstrating readiness of Departmental, state, tribal, and local government planning efforts to actually respond to radioactive materials transportation incidents. Exercise success will be an important component of mission success verification.
4. **Communication** -- A vigorous campaign to change attitudes about preparedness for transportation radiological incidents will be initiated. This initiative will build on ongoing risk communication efforts and their application at the Regional level.
5. **Consensus Standards** -- National criteria for radioactive materials transportation emergency preparedness planning and training will be developed through disciplined consensus standards setting. The initial focus will be a national standard developed and promulgated through the National Fire Protection Association.
6. **Interagency Coordination** -- The Program will integrate and optimize use of emergency preparedness planning and training resources of other federal agencies in achieving mission success. Significant under-utilized resources are available through the Department of Transportation and the Federal Emergency Management Agency.

7. **Intra-agency Coordination** -- The Subcommittee on Transportation Emergency Preparedness under the Emergency Management Special Interest Group will address cross-cutting issues for TEPP. The membership of this subcommittee will consist of DOE and DOE contractors from across the complex and from other program offices.
8. **Private Sector Coordination** -- A specific new initiative will be undertaken to engage private sector shippers of radioactive materials in Program planning and implementation. This engagement will pursue common government/industry objectives — safety, efficiency, and economy.
9. **Public Sector Coordination** -- Continue coordination with stakeholders through the TEPP coordinator within each region and through public forums such as TEC/WG, SSAB, etc.
10. **Mission Verification** -- Mission success will be measured. Performance indicators are included in this Strategic Plan. The Multi-year Program Plan will also include measurable milestones at the lowest level of the Program work breakdown structure. Drills and exercises will also provide verification and documentation of the degree of Program success.

IX. PROGRAM PLANNING

A Multi-year Program Plan will be developed to carry out the Program strategies and achieve strategic objectives. This plan will provide the detailed basis for Program and budget formulation, execution, and performance measurement. The Strategic Plan provides the guidance and assumptions in the form of long-term direction (strategic objectives and strategies). The Multi-year Program Plan will provide the short-term operating and budget plans focusing on today's issues and resources.

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