

Carlsbad Field Office Emergency Management Plan



DOE/CBFO 09-3437

Revision 0

August 2009

U.S. Department of Energy
Carlsbad Field Office

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Approved by: Signature on file 8/25/09
David Moody, CBFO Manager Date

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ABBREVIATIONS AND ACRONYMS

| | |
|-------|---|
| AEOC | Alternate Off-Site Emergency Operations Center |
| ALARA | As Low As Reasonably Achievable |
| AMS | Aerial Measurement System |
| BLM | Bureau of Land Management |
| CBFO | Carlsbad Field Office |
| CER | CBFO Emergency Representative |
| CFR | Code of Federal Regulations |
| CH | Contact-handled |
| CM | Crisis Manager |
| CMC | Carlsbad Medical Center |
| CMR | Central Monitoring Room |
| CMRO | Central Monitoring Room Operator |
| CMT | Crisis Management Team |
| CTS | Commitment Tracking System |
| DOE | U.S. Department of Energy |
| DSA | Documented Safety Analysis |
| EAL | Emergency Action Level |
| ED | Emergency Director |
| EFR | Emergency Facility Representative |
| EMS | Emergency Management System |
| EOC | Emergency Operations Center |
| EPHA | Emergency Planning Hazards Assessment |
| EPZ | Emergency Planning Zone |
| ERAP | Emergency Readiness Assurance Plan |
| ERO | Emergency Response Organization |
| ERPG | Emergency Response Planning Guidelines |
| ERT | Emergency Response Team |
| EST | Emergency Services Technician |
| FBI | Federal Bureau of Investigation |
| FLIRT | First Line Initial Response Team |
| FMD | Facility Manager Designee |
| FR | Facility Representative |
| FRERP | Federal Radiological Emergency Response Plan |
| FRMAC | Federal Radiological Monitoring and Response Center |
| FSM | Facility Shift Manager |
| GE | General Emergency |
| HWFP | Hazardous Waste Facility Permit |

| | |
|------------|--|
| IART | Incident/Accident Response Team |
| IC | Incident Commander |
| ICS | Incident Command System |
| JIC | Joint Information Center |
| LEPC | Local Emergency Planning Committee |
| LRMC | Lea Regional Medical Center |
| MOC | Management and Operating Contractor |
| MOU | Memorandum of Understanding |
| MRT | Mine Rescue Team |
| NARAC | National Atmospheric Release Advisory Center |
| NIMS | National Incident Management System |
| NNSA | National Nuclear Security Administration |
| NRF | National Response Framework |
| OAT | Operational Assistance Team |
| OE | Operational Emergency |
| PA | Public Address (system) |
| PAC | Protective action criteria |
| PPE | personal protective equipment |
| RAP | Radiological Assistance Program |
| RCRA | Resource Conservation and Recovery Act |
| RCT | Radiological Control Technician |
| Rem | Roentgen Equivalent Man |
| RH | Remote-handled |
| RWP | radiation work permit |
| SAE | Site Area Emergency |
| SARA | Superfund Amendments and Reauthorization Act of 1986 |
| TLD | thermoluminescent dosimeter |
| TRU | Transuranic |
| TRUPACT-II | Transuranic Packaging Transporter Model II |
| WHB | Waste Handling Building |
| WINDS | Weather Information Display System |
| WIPP | Waste Isolation Pilot Plant |
| WTS | Washington TRU Solutions LLC |

1.0 INTRODUCTION

The U. S. Department of Energy (DOE) Carlsbad Field Office (CBFO) has established this Emergency Management Plan, which provides CBFO Emergency Management personnel with the requirements for developing and maintaining an Emergency Management Program, and provides CBFO emergency responders with the knowledge, procedures, and resources to safely, efficiently, and effectively respond to incidents and emergencies occurring at the Waste Isolation Pilot Plant (WIPP) site.

1.1 Purpose

The purpose of the CBFO Emergency Management Plan is to document Emergency Preparedness and to describe the concepts, activities, responsibilities, and procedures used to prepare responders to protect DOE WIPP employees, the general public, emergency responders, and the environment in an emergency. It is also the CBFO's goal to have the information contained herein be useful in assisting local, state, tribal, and federal emergency management authorities in their emergency planning and preparedness process. To achieve this objective, this plan:

- Describes Emergency Preparedness and the basis for Emergency Management;
- Establishes the responsibilities of key individuals and groups who are responsible for Emergency Management and those who may become involved in and respond to emergencies;
- Describes the Emergency Response relationship between CBFO, Washington TRU Solutions, LLC (WTS), county, city, State of New Mexico, and federal authorities;
- Establishes the duties of emergency responders and the lines of authority for the direction and coordination of activities during emergencies; and,
- Describes the organizations, facilities, equipment, and communications capabilities available to be used at the time of an emergency.

This program implements the requirements of DOE Order 151.1C, *Comprehensive Emergency Management System*, as well as emergency management requirements from the references in Section 15.

1.2 Background

The WIPP is located in Eddy County in southeastern New Mexico, 26 miles southeast of Carlsbad. The site is approximately four miles square and covers approximately 10,240 acres. WIPP is a permanent disposal facility for transuranic (TRU) waste. DOE has designed WIPP as a full-scale facility to demonstrate many technical and operational principles associated with the permanent disposal of TRU and TRU-mixed waste. Operational principles are those associated with receiving, handling, and emplacing these wastes. WIPP is also designed to provide a facility in which studies and experiments related to radioactive waste disposal are conducted.

WTS is the current Management and Operating Contractor (MOC) for WIPP. CBFO is responsible for direction and oversight of WIPP, with offices at the WIPP site and at the Skeen-Whitlock Building in Carlsbad.

The CBFO Emergency Management Program described in this plan is designed to ensure that emergency responders at all levels have access to DOE WIPP-specific planning, training, and other technical assistance and resources, and are able to protect the health and safety of employees, the public, and emergency responders during an emergency.

The CBFO Emergency Management Program addresses the various roles and responsibilities in preparing for and responding to crises at the WIPP. The plan provides a framework for a DOE WIPP emergency management system that integrates with existing contractor, city, county, state, tribal, and federal emergency systems.

The CBFO Emergency Management Program Manager provides programmatic direction for the Emergency Management Program, in coordination with the Director of the Office of Safety and Health.

DOE Order 151.1C, *Comprehensive Emergency Management System*, describes the DOE Emergency Management System (EMS). The Order establishes policy, assigns roles and responsibilities, and provides the framework for development, coordination, and direction of emergency planning, preparedness, response, and recovery actions. All DOE facilities/sites or activities, Field Offices, and DOE Headquarters are to develop emergency management programs as elements of an integrated and comprehensive EMS. Together, these elements ensure that DOE is able to respond promptly, efficiently, and effectively to any emergency involving DOE facilities/sites, activities, or operations, or to protect workers, the public, the environment, and national security. The Director of Emergency Management, Office of Emergency Operations (NA-40) is the single point of contact and control for the DOE EMS.

1.3 Scope

The scope of this Emergency Management Plan is intended to cover emergency events occurring at the DOE WIPP site and/or offsite offices; or events occurring outside WIPP that impact WIPP employees or emergency responders. These events could include events of nature, hazardous material releases, terrorist acts, and fires. Section 5 of this plan describes the types of incidents and their required responses.

This plan provides the CBFO Emergency Management Program as well as some elements of the WTS Emergency Management Program (contained in WIPP document WP 12-9, *WIPP Emergency Management Program*), including how the two programs interact.

For transportation accidents involving the Transuranic Package Transporter Model II (TRUPACT-II), the CBFO determines the appropriate response and initiates any additional responses. Regardless of the location of such an accident, whether on or off-site, the CBFO is responsible for directing the deployment of DOE personnel and materials necessary to respond.

CBFO Emergency Plans/Procedures for continuation of operations are contained in separate documents.

1.4 Concept of Operations

The DOE EMS is based on a three-tiered management structure consisting of DOE facilities/sites, Field Offices, and Headquarters, with each tier having specific roles and responsibilities during an emergency.

The facility/site manages the tactical response to the emergency by directing mitigation actions necessary to restore the facility to a safe condition.

The Field Office oversees the facility response and provides assistance and guidance to the facility management. The Field Office also provides information to Headquarters and coordinates with other federal agencies on a local level.

Headquarters provides strategic direction to emergency response and assistance and guidance to the Field Offices, and evaluates the broad impacts of the emergency on the DOE complex. Headquarters also coordinates with other federal agencies at the national level, providing information to representatives of the executive and legislative branches of the federal government, and responding to inquiries from the national media.

The Headquarters Operations Center serves as the point of contact for receipt of all emergency notifications and reports. Accordingly, the Headquarters Operations Center receives, coordinates, and disseminates emergency information to Headquarters elements and program office emergency points of contact, the White House Situation Room, and other federal agencies.

The Director, Office of Emergency Operations, is the single point of contact and control for all emergency management activities, and issues all policy, requirements, and guidance for the DOE EMS.

The Plan is based on sound, comprehensive emergency management concepts; planning, preparedness, and response.

1.4.1 Planning

Planning consists of the development of a written plan and procedures; the identification of emergency response personnel; and the acquisition of resources necessary to implement an emergency response.

1.4.2 Preparedness

Preparedness includes the training and education of personnel; maintenance of resources/equipment; and drills and exercises to ensure readiness.

1.4.3 Response

The Response consists of the activities necessary to implement the Emergency Management Plan during an emergency. It includes notification, mitigation, assessment, protective actions, and recovery/business continuity.

The following concepts are basic to WIPP emergency preparedness.

Emergency preparedness is best administered through a single, recognizable person or group. CBFO has appointed an Emergency Management Program Manager who is responsible for CBFO Emergency Plan implementation (see section 12, Emergency Preparedness Program Administration).

WTS personnel have primary responsibility for first response and incident command for emergencies or incidents at the WIPP site and office facilities, i.e., the Skeen-Whitlock Building. CBFO has ultimate responsibility, oversight, and authority. Either may request assistance from city, state and/or federal response assets.

DOE WIPP endorses the use of the Incident Command System (ICS), as developed by the National Incident Management System (NIMS) and formally adopted by the federal government through the National Response Framework (NRF) for emergencies requiring multi-agency response. ICS allows flexibility in implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency personnel first responding to an incident.

1.5 Site Description

Figure 1 shows a map of the DOE WIPP site facility surface structures.

1.5.1 Detailed Facility Description

1.5.1.1 WIPP Site Structures

The WIPP facility surface structures accommodate the personnel, equipment, and support services required for the receipt, preparation, and transfer of waste from the surface to the underground. The surface structures are in a 35-acre area enclosed by a perimeter security fence (called the property protection area).

The primary surface operations at the WIPP facility are conducted at the Waste Handling Building (WHB) which is divided into several separate areas: the contact-handled (CH) TRU waste handling area, the remote-handled (RH) TRU waste handling area, and support areas. A detailed description of the support structures, other facilities, and the underground areas of the site can be found in the WTS document WP 12-9, *WIPP Emergency Management Program*.

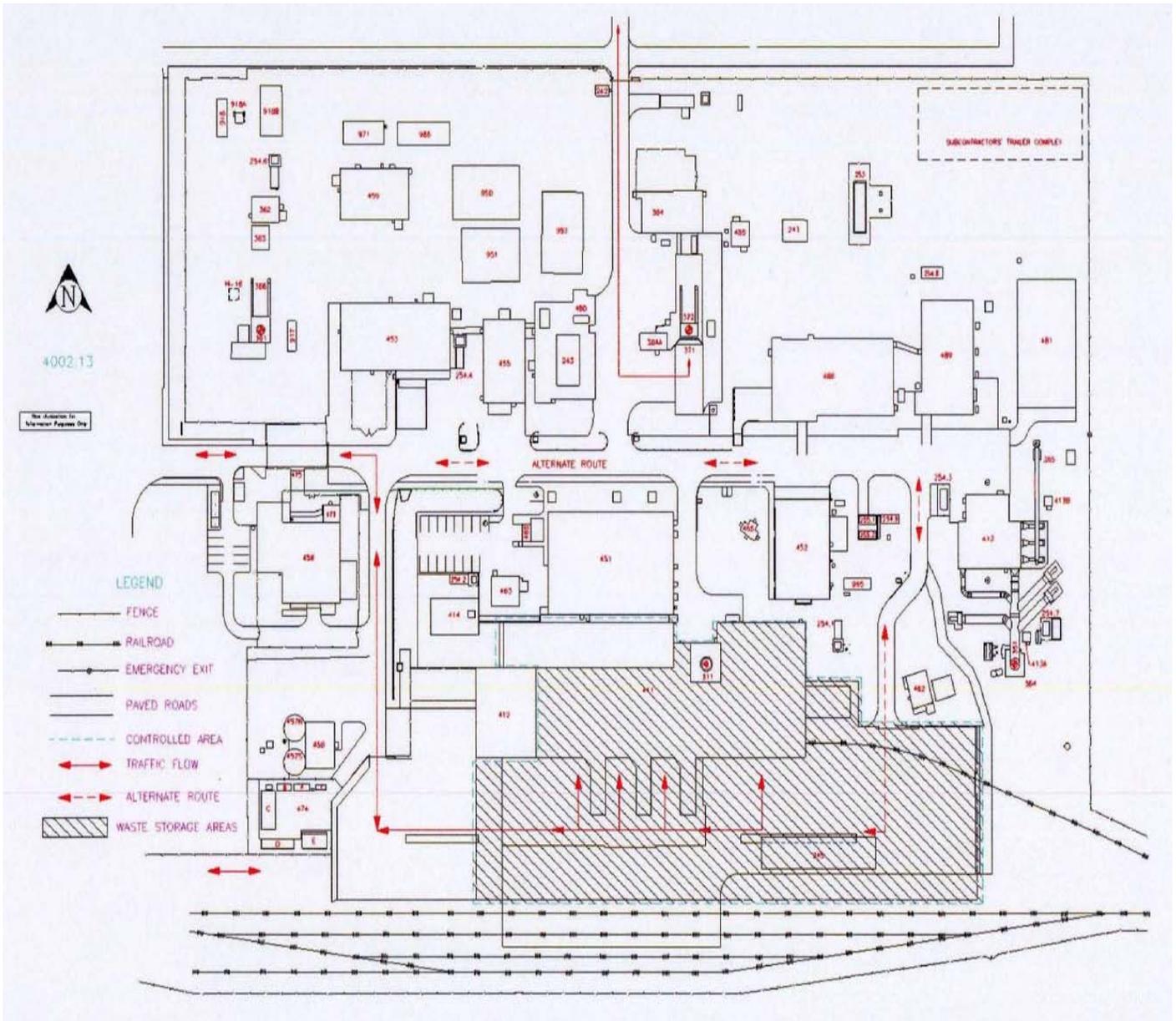


Figure 1. WIPP Site Map with Facility Surface Structures

1.5.2 Physical Attributes of the Site

1.5.2.1 Geography

WIPP is located in Eddy County in southeastern New Mexico, 26 miles southeast of Carlsbad. The site is approximately four miles square and covers approximately 10,240 acres.

1.5.2.2 Topography and Geology

The WIPP facility is in the southwestern portion of the southern Great Plains physiographic region. This province is a broad highland belt that slopes gently eastward from the Rocky

Mountains and basin and range province on the north and west to the central lowlands province on the east side.

1.5.2.3 Population Distribution

The area has a low population density, with approximately sixteen permanent residents living within a 10-mile radius of the site. The nearest residents live at the J. C. Mills Ranch, approximately 3.5 miles from the center of the site. The area surrounding the site is used primarily for grazing, potash mining, and mineral exploration. No industrial areas, military installations, or airports exist within a five-mile radius of the site. The following communities lie within a 50-mile radius: Carlsbad, Loving, Malaga, Otis, White's City, Lakewood, Black River Village, Hobbs, Lovington, Eunice, and Jal.

1.5.2.4 Meteorology

The climate of the region is semiarid, with generally mild temperatures, low precipitation and humidity, and a high evaporation rate. Winds are moderate and most commonly from the southeast. A detailed description of the meteorology can be found in the WTS document WP 12-9, *WIPP Emergency Management Program*.

1.5.2.5 Natural Phenomena

The engineering design of the WIPP facility takes into account risks created by various natural phenomena. Specifically, protection against the following hazards is included in the design: earthquakes, high winds, tornadoes, lightning, flood, excessive snow loads, and loss of water supply. A detailed description of natural phenomena and the inherent risks can be found in the WTS document WP 12-9, *WIPP Emergency Management Program*.

1.5.2.6 Transportation and Utility System

A detailed description of the local Transportation and Utility Systems can be found in the WTS document WP 12-9, *WIPP Emergency Management Program*.

1.6 Categories of Unplanned Events

During the course of normal operations, unforeseen events may occur. These events can range from routine, which can be handled on scene, to site-wide, to off-site, requiring a multi-location response. Several emergency incidents can occur simultaneously (e.g., snowstorm, fire, explosion or release of hazardous materials). As an emergency develops, it may advance through multiple levels of severity.

For purposes of emergency planning, WIPP divides emergency events (Operational Emergencies) into categories (and, if hazardous materials are involved, further classifications) based on the severity of the emergency and the number and qualifications of the personnel required to respond.

Categories are (1) Health and Safety, (2) Environmental, (3) Security and Safeguards, and (4) Off-Site DOE Transportation activities. Hazardous material Emergency Classification Levels are, in increasing levels of severity: Alert, Site Area Emergency, and General Emergency.

Section 5 of this plan, Emergency Event Categorization and Classifications, further describes and defines emergency categorization, the emergency classifications, and the initiating conditions for each.

1.7 Plan Description

The Emergency Management Plan includes the major elements of Emergency Planning including: emergency classification, emergency organization, notification, protective actions, communications, emergency facilities, recovery and re-entry, public information, equipment, drills/exercises, and training.

This plan shall be reviewed annually by the CBFO Emergency Management Program Manager. Section 12, Emergency Management Program Administration, describes review, distribution, and maintenance requirements for this plan.

1.8 Emergency Planning Zones

The Emergency Planning Zone (EPZ) is the area within which the hazards assessment results indicate a need for specific and detailed planning to protect people from the consequences of hazardous material releases. WIPP supports the local, state, and/or tribal authorities in planning and preparedness activities to protect people working in the EPZ. Among these activities are identification of response organizations, establishment of effective communications to notify the public and the responsible authorities, development of public information and education materials, identification of predetermined response actions, and development and testing of response procedures.

The EPZ size was designed to give confidence that planning and preparedness will be sufficiently flexible and detailed to deal with a wide range of types and magnitudes of emergency conditions. The EPZ is large enough to provide a credible basis for extending response activities outside the EPZ if conditions warrant; it conforms to natural and jurisdictional boundaries, and other expectations and needs of off-site agencies are likely to be met by the selected EPZ, thus meeting DOE criteria for EPZ size determination. A detailed description of the EPZ can be found in WP 12-ER3906, Categorization and Classification of Operational Emergencies for WIPP.

2.0 EMERGENCY RESPONSE ORGANIZATION

2.1 General Responsibilities

The CBFO Manager is responsible for the overall executive direction of emergency planning, preparedness, and response for WIPP. The CBFO Emergency Management Program Manager has the responsibility for the CBFO Emergency Management Program. He/she directs program

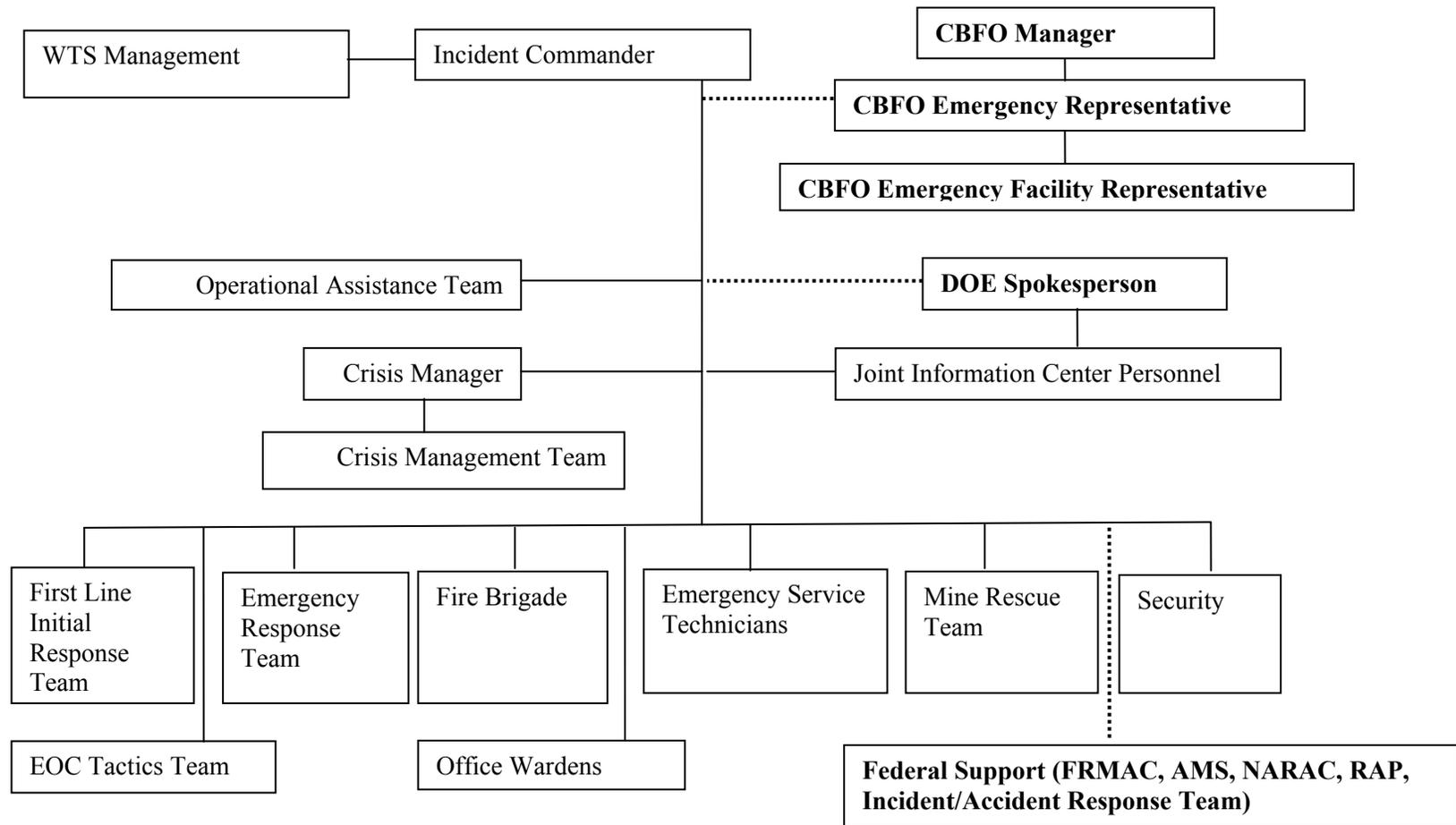
policy, planning, preparedness, training, and technical assistance resources, provides program coordination, and coordinates emergency resources.

The CBFO Emergency Response Program Manager has the responsibility for emergency response and CBFO emergency responders, including appointing CBFO personnel to the emergency roster and ensuring that they are trained, qualified, and ready for emergency response duties. He/she also serves as the team leader for the local Radiological Assistance Program (RAP) team.

The WIPP Site Contractor Emergency Management Program is administered by the WTS Emergency Management Manager. The WTS Emergency Management manager is responsible for the development, implementation, and maintenance of the WIPP Emergency Management Program described in WIPP WP 12-9, *WIPP Emergency Management Program*. The CBFO Emergency Preparedness Program Manager and Emergency Response Program Manager both provide direct oversight for the WTS program.

2.2 Organizational Structure

Figure 2 shows the integrated emergency organization for WIPP incidents.



DOE personnel shown in bold.

Figure 2. DOE WIPP Emergency Organization

2.3 Emergency Direction and Control

The CBFO Emergency Representative (CER) is the lead CBFO responder and representative during a WIPP emergency. He/she provides oversight and monitoring for the DOE CBFO Manager in the WIPP Emergency Operations Center (EOC) when it is activated. The CER also provides WTS with guidance on DOE interpretation of orders, standards, or policy, provides support, and assists with issue resolution.

In an on-site emergency, the WTS Facility Support Manager (FSM) functions as the Incident Commander (IC) or Emergency Director (ED) and the Resource Conservation and Recovery Act (RCRA) Coordinator, who is in charge of mitigation activities and ensuring that proper emergency response activities are conducted. The IC is responsible for activating the emergency response and/or support teams as needed. The IC shall activate the EOC for operational emergencies. All available Emergency Response Team (ERT)/First Line Initial Response Team (FLIRT) members report to the IC and are responsible for following the WIPP Site Emergency Response procedures (WP 12-ER series), as applicable.

2.4 Emergency Response Operations

The WIPP supports and uses the NIMS during emergency incidents. NIMS will be applied to drills, exercises, and other situations that involve hazards similar to those encountered at actual emergency incidents and to simulated incidents that are conducted for training and familiarization purposes.

The ED/IC at WIPP will be the WTS FSM (or trained designee). The FSM (or designee) may appoint or become an on-scene IC to handle and direct response activities at the scene of the event. If he/she appoints an on-scene IC, the FSM becomes the ED and the on-scene IC will report to the ED, as necessary.

The ED/IC is responsible for the overall coordination and direction of all incident activities, unless relieved by state or federal authorities. This includes overall responsibility for the safety and health of all personnel and for other persons operating within the incident management system, such as supplemental fire departments responding according to a memorandum of understanding (MOU). Emergency response activities are directed by the ED/IC with the assistance of the Crisis Management Team (CMT), Operational Assistance Team (OAT), and other technical assistance as necessary to provide support. The CER is a member of the CMT.

2.5 Emergency Response Personnel

The integrated emergency response for an incident at WIPP consists of both WTS and CBFO personnel. See Table 1 for the matrix of emergency response personnel and emergency responsibilities.

Table 1. Emergency Response Personnel and Responsibilities

| Responsibilities Agencies/ Position | Command/ Control | Notification | Communications | Accident Assessment | Emergency Classification | Public Information | Accident Mitigation | Protective Actions | Survey/ Monitoring /Sampling | Exposure Control | Medical Support | Security/ Access Control | Recovery/ Reentry |
|---|---------------------|--------------|----------------|------------------------|-----------------------------|-----------------------|------------------------|-----------------------|------------------------------------|---------------------|--------------------|-----------------------------|----------------------|
| Incident Commander/ Emergency Director | P | P | S | S | P | S | S | P | | S | | | P |
| Crisis Manager | S | S | S | S | S | S | S | S | | | | | S |
| Security | | | S | S | S | | S | S | S | S | S | P | S |
| CBFO Mgr./ CBFO Emerg. Rep. | P | S | | S | S | S | | S | | | | | S |
| DOE Spokesperson/ JIC Manager | | | S | | | P | | | | | | | S |
| Central Monitoring Room Operator | | S | P | S | S | | | | | | | S | S |
| EOC Tactics Team | | | | P | S | | S | S | S | S | | | S |
| Rad. Control Technicians/ RAP Team | | | | S | | | S | | P | P | | | S |
| Emergency Response Team/FLIRT | | | | | | | P | | S | | | | S |
| Recovery Manager | | | | | | | | | | | | | P |
| Mine Rescue Teams | | | | | | | S | | | | S | | S |
| Medical Center | | | | S | | | | | | | P | | S |
| Eddy County Police/Fire/EMS/ Hazmat | | S | S | S | | | | S | | | | S | S |
| CBFO Emerg. Facility Rep. | | S | S | S | S | | | S | | | | | S |
| Eddy County Emergency Management | P | P | S | S | | S | | P | | S | | | S |
| NM State | P | S | S | S | | S | | P | | S | | | S |

(CBFO Personnel are in Bold) P = Primary S = Support

2.5.1 CBFO Emergency Response Personnel

CBFO Manager – The CBFO Manager receives notification of the event and remains in contact with the CBFO Emergency Representative to stay apprised of the emergency response. He/she (or the Deputy CBFO Manager) stands by and remains available to brief DOE Headquarters upper management, State of New Mexico executives, and/or the media at the Joint Information Center (JIC) on the emergency status. He/she provides direction to the CBFO Emergency Representative and may provide further guidance on interpretation of DOE orders, standards, or policy. Attachment 1, CBFO Implementing Checklist CBFO-1, CBFO Manager Checklist, describes the responsibilities and actions of the CBFO Manager.

CBFO Emergency Representative – The CER provides DOE oversight and monitoring of the emergency response, and DOE representation in the emergency response organization. He/she receives notification of the event and reports to the EOC. The CER is part of the WIPP CMT and the EOC cannot be considered opened and operating without a CER present. The primary purpose of the CER in the EOC is to monitor the contractor’s performance in managing the emergency. This entails overseeing crisis management and operations. The CER will review crisis management decision points, such as:

- Event categorization and classification
- Consequence analysis
- Emergency response procedures
- Recovery

The CER reviews media releases for technical content and ensures local government authorities have been notified. The CER also provides WTS with guidance on DOE interpretation of orders, standards, and policy. The CER notifies DOE emergency personnel, including the CBFO Manager, DOE Headquarters, and the DOE spokesperson and keeps them apprised of the emergency status. Attachment 2, CBFO Implementing Checklist CBFO-2, CBFO Emergency Representative Checklist, describes the responsibilities and actions of the CBFO Emergency Representative.

DOE Emergency Facility Representative – Under normal conditions, the DOE Facility Representative (FR) is the CBFO Safety and Health representative to the FSM. During an off-normal condition, the FR joins the FSM onsite and on scene and provides liaison with CBFO. If the FSM declares an Operational Emergency(OE), he/she becomes the IC. The FR subsequently becomes a CBFO emergency responder and is called the Emergency Facility Representative (EFR). The EFR stays with the IC and provides updates and continuous liaison with CBFO through the CER. Attachment 3, CBFO Implementing Checklist CBFO-3, CBFO Emergency Facility Representative Checklist, describes the responsibilities and actions of the CBFO Emergency Facility Representative.

DOE Spokesperson – The DOE Spokesperson receives notification of the event and remains in contact with the CBFO Emergency Representative. He/she reports to the JIC if it is activated and is responsible for advising the JIC Manager on DOE policy; making key DOE Headquarters and stakeholder notifications; and providing briefings to DOE Headquarters and affected operations and field offices. The DOE CBFO Spokesperson will ensure that the initial emergency

notification as well as all subsequent news releases are faxed to DOE Headquarters and all affected DOE organizations not represented in the JIC.

The DOE CBFO Spokesperson conducts all JIC media briefings, and, in addition will coordinate with the EOC Crisis Manager, the DOE CBFO Facility Representative, DOE Headquarters, other affected DOE organizations, and any external agency representatives in the JIC, in the review of information to be released to the news media and the public. The DOE CBFO Spokesperson has final authority to approve the information released. Attachment 4, CBFO Implementing Checklist CBFO-4, DOE Spokesperson Checklist, describes the responsibilities and actions of the DOE Spokesperson.

2.5.2 WTS Emergency Response Personnel

WTS emergency response and support groups consist of site personnel and organizations with appropriate expertise that may be called upon during an emergency. The personnel are trained to respond to emergency situations and/or have the expertise necessary to support emergency mitigation activities. The Emergency Response Organization (ERO) exists to help safeguard people and property at the WIPP site.

The following subsections describe WTS response teams and support groups. More detailed information can be found in WP 12-9.

2.5.2.1 *Response Teams*

Emergency Services Technician (EST) – EST’s are WTS employees whose full-time job is emergency preparedness. They also perform surveillances at the WIPP site, including combustible loading inspections inside and outside of the WHB.

Emergency Response Team (ERT) – The ERT is a volunteer force that responds to emergencies that threaten lives or property at WIPP (e.g., medical, fire, hazardous material).

First Line Initial Response Team (FLIRT) – The FLIRT is a volunteer force that consists of underground personnel as supplemental primary responders in the event of an underground event, and as backup for the ERT.

Fire Brigade – The Fire Brigade includes full-time Emergency Services Technicians, full-time Security Fire Brigade personnel, and an IC.

Mine Rescue Team (MRT) – The MRTs are responsible for underground reentry and rescue.

Security – Upon discovery or notification of a WIPP-related emergency, WIPP Security personnel respond in a manner consistent with the guidelines established in the WIPP Security Plan.

2.5.2.2 *Support Groups*

- **Office Wardens** – WIPP Office Wardens support the IC in events involving sheltering-in-place or area/site evacuations. When an event requires evacuation of a specific area or the site, the IC will announce the evacuation route(s) to use. Office Wardens check their assigned areas to ensure that all personnel have

evacuated. Accountability is established at the site assembly area or staging area, as determined by directions from the IC.

- **Emergency Operations Center Personnel** – The EOC is located on the first floor of the Safety Building, and includes the CMT room and the Technical Support room. The EOC CMT provides support to the ED/IC. In order to declare the EOC activated, the following positions must be filled: Crisis Manager or Deputy Crisis Manager, Safety Representative, and Operations Representative. The EOC will be declared activated by the Crisis Manager/Deputy Crisis Manager when the minimum staffing is present. Although activated, the EOC is not fully staffed until the Crisis Manager, Deputy Crisis Manager, Safety Representative, Operations Representative, EOC Coordinator, and CBFO Emergency Representative are present.
- **Crisis Management Team (CMT)** – The CMT is composed of the following personnel.
 - **Crisis Manager (CM)** – The Crisis Manager (or alternate) will assist the IC in ensuring that necessary emergency actions take place, or assists with further emergency actions according to WP 12-ER3002, *Emergency Operations Center Activation*, and other procedural actions requested by the FSM.
 - **Deputy Crisis Manager** – The Deputy Crisis Manager assists the Crisis Manager as requested. This includes identifying problem areas, external contacts, and recommendations for emergency action levels (EALs).
 - **Safety Representative** – The Safety Representative provides the technical expertise for implementation and mitigation actions, as well as safety oversight.
 - **Operations Representative** – The Operations Representative maintains ongoing communications between the Central Monitoring Room (CMR) and the EOC.
 - **EOC Coordinator** – The EOC Coordinator coordinates WIPP emergency planning and preparedness activities and assists the CM.
 - **CER** – The CER maintains awareness and oversight coverage of emergency events, emergency management activities, and mitigation/recovery actions (see section 2.5.1).
 - **Consequence Assessment Support Personnel** – The Hazardous Materials Representative and the Radiological Representative provide the necessary information to support ongoing consequence assessment activities. Radiological consequence assessment personnel provide ongoing, continuous assessment to the CM using HOTSPOT and the National Atmospheric Release Advisory Center (NARAC), as necessary.

- **EOC Data Recorder** – The Data Recorder enters applicable information into the EOC Log (e.g., time the EOC was activated, accountability, categorization, and classification status).

- **EOC Tactics Team** – The Public Affairs Coordinator, Human Resources Manager, Safety Coordinator, and Security Coordinator may be located in the EOC as part of the EOC Tactics Team.

- **Operational Assistance Team (OAT)** – The OAT was established to provide assistance and advice to the IC/ED and the Central Monitoring Room Operator (CMRO) during an emergency. The OAT is composed of Operations Department managers and other personnel with the technical expertise and experience necessary to carry out the mission of assisting during emergency situations.

- **Radiological Control** – The Radiological Control Manager, with support from the Radiological Control Technicians (RCTs), is responsible for site radiological monitoring and assessment activities. This includes personnel and equipment contamination surveys and radiological control. The Radiological Control Manager provides guidance for the evaluation of radiological incidents and assists with the implementation of corrective actions. RCTs are responsible for monitoring, sampling, and ensuring that the capability to perform these responsibilities (e.g., procedures, equipment) is maintained in a state of readiness.

- **Hazardous Waste Sampling Team** – This team is on call to the FSM in the event of a hazardous waste spill. The FSM determines spill mitigation in accordance with WP 12-ER4902, *Hazardous Material Spill and Release Response*. Hazardous material responses and analyses will be conducted in accordance with 29 CFR §1910.120, Hazardous Waste Operations and Emergency Response.

2.6 Available Expertise

2.6.1 Radiological Assistance Program

The DOE RAP provides flexible, 24-hour, first-response capability to federal, state, tribal, and local governments for incidents involving radiological emergencies. The RAP makes available emergency radiological response teams to any accident location. A number of specialized monitoring instruments are available to aid in the rapid assessment and mitigation of major radiological accident consequences. The RAP can provide:

- Initial Assessment
- Monitoring/sampling
- Contamination Control
- Decontamination

RAP Teams respond to emergencies at the direction of the National Nuclear Security Administration (NNSA). WIPP supports the DOE regional RAP Team with approximately six people and equipment for responding to off-site radiological emergencies. A DOE RAP Team Leader (from CBFO or another DOE facility) will respond to an event with the WIPP RAP

Team. The WIPP RAP Team is one of four teams in the DOE Region 4. The other teams are Los Alamos National Laboratory, Sandia National Laboratories, and the Pantex plant.

RAP teams are deployed in support of other state authorities and are not intended to direct actions at the scene or to assume command and control. The team will not represent the state to public media unless requested to do so.

Additional federal assistance for radiological emergencies is available through the Federal Radiological Emergency Response Plan (FRERP) including the Federal Radiological Monitoring and Response Center (FRMAC); NARAC; and the Aerial Measurement System (AMS). Appendix II contains detailed information regarding these capabilities.

2.6.2 Incident/Accident Response Team

The IART is a CBFO program administered by WTS for the purpose of providing expertise in packaging and transportation to safely expedite the recovery of any Type B TRU waste package involved in an incident/accident. The IART functions as an emergency response asset of the CBFO and receives programmatic and functional direction from CBFO management during emergency responses. The on-call CBFO Transportation Management Team is comprised of three to four individuals on a rotating on-call schedule. The on-call CBFO Transportation Manager is the IART Team Leader. The IART has two to three alternate members who respond in the event of an incident/accident.

The IART consists of voluntary members from CBFO and WTS selected for their expertise in leading the IART, packaging engineering, transportation engineering, and public affairs, as appropriate. WTS External Emergency Management staffs provide administrative support to maintain the readiness of the team. This includes maintaining the IART equipment, conducting training, maintaining records, and other duties necessary to ensure the readiness posture of the team. The primary function of the IART is to ensure the safe and uneventful recovery of any package, with safety and protection of the team members, emergency responders, the public, and the environment taking priority over all other considerations.

2.6.3 Eddy County Emergency Organization

Eddy County maintains an Emergency Response Organization that is trained to respond to a comprehensive list of incidents. The organization consists of a Chief Administrative Official, EOC Manager, Emergency Planning Coordinator, Public Information Officer, Sheriff/Police Chief, Fire and Rescue Coordinator, Public Works Officer, Health and Medical Coordinator, American Red Cross, and additional support personnel as necessary to respond. The Eddy County Emergency Operations Plan provides a detailed description of the organization.

2.6.4 New Mexico State Emergency Organizations

The State of New Mexico maintains an Emergency Response Organization that is trained to respond to a comprehensive list of incidents. The organization consists of an EOC Director, Safety/Security Officer, Warning and Emergency Public Information Group, Operations Section Chief, Planning Section Chief, Logistics Section Chief, Finance/Admin. Section Chief, and additional support personnel such as Communications, Police, Fire, etc., as necessary to respond. The New Mexico State Emergency Operations Plan provides a detailed description of the organization.

3.0 OFF-SITE RESPONSE INTERFACE

3.1 Overview

WIPP supports and participates in local emergency response groups to ensure that a working relationship exists. WIPP personnel meet with off-site emergency response groups on a regular basis. The CBFO has established MOUs with off-site emergency response agencies for fire, medical, and hazardous material response, emergency management and law enforcement assistance. In the event that on-site response resources are unable to provide all the needed response actions for a medical, fire, or security emergency, the appropriate off-site response agency will be notified for assistance.

A listing and descriptions of the MOUs with state and local agencies and other mines, as required by RCRA under 40 CFR Part 264, Standards for Owners and Operators of Hazardous Waste Treatment, Storage, and Disposal Facilities, and Part 265, Interim Status Standards for Owners and Operators of Hazardous Waste Treatment, Storage, and Disposal Facilities, are contained in section 3.5.

3.2 Law Enforcement

The Federal Government and the State of New Mexico have concurrent jurisdiction on the 16 sections of land covered in the Land Withdrawal Act. WIPP has an MOU with the Eddy County Sheriff's Office for law enforcement assistance. The Sheriff's Office will provide the first response for illegal activities involving the WIPP site. The Federal Bureau of Investigation (FBI) will be the lead agency in investigations of activities involving terrorism, organized crime, or crimes against the persons of federal employees during the conduct of business. The FBI and the Eddy County Sheriff's Office will perform liaison and coordination functions in these events.

3.3 Local Organizations

An individual from WIPP Emergency Management participates on the Eddy County Local Emergency Planning Committee (LEPC), which meets monthly. The purpose is to assist Eddy County in carrying out their LEPC responsibilities pursuant to Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986 (SARA), Title III, and related regulations. WIPP participates in the Fifth Judicial Law Enforcement Association to enhance off-site interface with the law enforcement agencies that may respond to incidents at WIPP.

3.4 State of New Mexico

The CBFO will coordinate through the New Mexico Department of Public Safety concerning mutual assistance and emergency management. Mutual aid agreements provide for the coordination of emergency plans, including emergency radiological response plans and participation in periodic exercises, drills, and training.

3.5 Mutual Aid Agreements/Memoranda of Understanding

The agreement between the DOE; Intrepid Potash, Inc., and Mosaic Potash provides for mutual aid and assistance in the form of MRTs in the event of a mine disaster or other circumstance at

any of the six facilities. This provision ensures that WTS will have two MRTs available at all times when miners are underground, as required by DOE Order 5480.4, Environmental Protection, Safety, and Health Protection Standards, which requires compliance with 30 CFR §49.2(a), "Availability of Mine Rescue Teams." The agreement will be binding upon the facilities until such time as any of the parties elect to terminate the agreement. Termination will require a thirty-day notice in writing. Mutual Aid Agreements and Memoranda of Understanding are formally reviewed annually and updated as necessary.

The Joint Powers Agreement between DOE, the City of Carlsbad, Eddy County, and the New Mexico Energy, Minerals, and Natural Resources Department for a joint-use Alternate EOC provides for the coordination of emergency plans, including emergency radiological response plans; participation in periodic exercises, drills, and training; and establishment and maintenance of an alternate EOC at the Living Desert State Park. The agreement also assigns responsibilities to the participants. The agreement will continue unless it is terminated by all parties upon mutual agreement or by any party upon written notice at least 90 days prior to the intended date of termination.

The MOU between DOE and the Carlsbad Medical Center (CMC) for the Emergency Radiological Treatment Center for the WIPP provides for the treatment of radiologically contaminated personnel who have incurred injuries beyond the treatment capabilities at the WIPP site. WIPP provides transport of the injured to the treatment center for decontamination and medical treatment. The MOU will continue until modified upon mutual agreement or terminated by either party giving written notice of termination to the other party.

The MOU between DOE and the Lea Regional Medical Center (LRMC) Emergency Radiological Treatment Center for WIPP provides for the treatment of radiologically contaminated personnel who have incurred injuries beyond the treatment capabilities at WIPP. WIPP provides transport of the injured to the treatment center for decontamination and medical treatment. This MOU will end upon final decommissioning of the WIPP or when either party serves the other party written notice of its intent to terminate at least 270 days prior to its intended date of termination.

The Mutual Aid Agreement between the Eddy County Commission and DOE provides for mutual assistance in furnishing fire/rescue/medical protection; emergency management assistance; and public information coordination for Eddy County and the WIPP site. Upon request to a representative of Eddy County by the WIPP, equipment and personnel from Eddy County will be dispatched to any specified location within the WIPP. This agreement is reciprocal. This agreement will be effective until modified upon mutual agreement or terminated by either party giving written notice of termination.

The Mutual Aid Agreement between the city of Hobbs, New Mexico, and DOE provides for mutual ambulance, medical, fire, rescue, and hazardous material response services; joint exercises; use of WIPP radio frequencies by the city during emergencies; and mutual security and law enforcement services, within the appropriate jurisdiction limits of each party. The agreement will continue until modified by written agreement of the parties or terminated by either party giving 30 days' written notice to the other party.

The Mutual Aid Agreement between the City of Carlsbad and DOE provides for the coordination of emergency services activities to be engaged in by the city and WIPP during times of declared

emergency. The services covered by this agreement include ambulance and medical services and fire, rescue, and hazardous material response. The agreement will continue until modified by written agreement of the parties or terminated by either party giving 30 days' written notice to the other party.

The MOU between DOE, represented by the CBFO, and the U.S. Department of the Interior, represented by the Bureau of Land Management, Roswell District, provides for a fire management program that ensures a timely, well-coordinated, and cost-effective response to suppress wildfires within the withdrawal area. In addition, the MOU provides for responsibilities concerning cultural resources, grazing, wildlife, mining, gas and oil production, realty/lands/rights-of-way, and reclamation.

The MOU between DOE and the New Mexico Department of Public Safety concerning mutual assistance and emergency management applies to any actual or potential emergency or incident that (1) involves a significant threat to employees or the public; (2) involves DOE property; (3) involves a threat to the environment that is reportable to an off-site organization; (4) requires combined resources of DOE and the state; (5) requires DOE resources unavailable from the state or vice versa; or (6) involves any other incident for which a joint determination has been made by the DOE and the state that the provisions of the MOU will apply.

The Interagency Agreement between the Bureau of Land Management (BLM), DOE, the U.S. National Park Service, and the U.S. Forest Service, provides for assistance in search and rescue missions and training. The purpose of this agreement is to facilitate future cooperation and assistance in confined space and high angle rescue training and missions. The agreement is terminated upon 30 days' written notice to the other agencies.

The MOU between the CBFO and the Eddy County Sheriff's Office provides for law enforcement support.

The Interagency Agreement between DOE and the U.S. Department of Defense provides for the temporary parking (safe haven) of TRU waste shipments at military installations. DOE-AL has the maintenance responsibility for this interagency agreement.

3.6 Off-Site Medical Facilities

Contaminated patients who have incurred injury beyond the treatment capabilities at WIPP will be transported to the CMC or the LRMC. Prior to transport, patients will be treated and decontaminated to the extent allowed by the nature of their injuries. During transport, precautions will be taken to control the spread of contamination from the patient while still allowing for stabilization efforts.

4.0 EMERGENCY FACILITIES AND EQUIPMENT

4.1 Emergency Facilities

WIPP maintains a number of emergency facilities as described below.

4.1.1 Central Monitoring Room

The CMR, located in the Support Building, is the coordination point for site activities and the focal point for communications between the surface and underground facilities. The CMR contains instrumentation and equipment for reading underground and surface operations parameters, including radiation monitors and alarms. The CMR has the capability of controlling some functions. The CMRO reports directly to the FSM/IC.

The Central Monitoring System, located in the CMR, collects and monitors real-time site data, automatically and manually, during normal and emergency conditions. The underground and surface data monitored by the Central Monitoring System are gathered, processed, stored, logged, and displayed. The data are collected continuously from approximately 1,500 remote sensors.

On-site emergencies are reported immediately to the CMRO, who gathers specific information relating to the incident, notifies on-site ERT(s) and support groups as needed based on the severity of the event, and notifies the FSM.

4.1.2 Emergency Operations Center

The EOC is in the Safety and Emergency Services Building as a permanent facility. The EOC provides a CMT room to support the IC for emergency situations and is activated and operated in accordance with WP 12-ER3002. When the EOC is activated, the EOC Coordinator may secure the facility at the direction of the Crisis Manager. The EOC Coordinator or the Crisis Manager can approve access to the EOC for personnel requested in the EOC. The On-Site Alternate EOC (AEOC) is in the Guard and Security Building, which is a secured area. In the event the primary EOC cannot be activated, the FSM will direct the CMRO to activate the On-Site Alternate EOC. The On-Site Alternate EOC is used by Security during normal conditions. The offsite AEOC is located on the first floor of the Skeen-Whitlock Building in Carlsbad. In addition to the AEOC's primary purpose of serving the needs of WIPP, the AEOC may provide assistance to the city of Carlsbad, Eddy County, and the State of New Mexico if assistance is requested as part of the MOUs with these entities.

4.1.3 Joint Information Center Facility (JIC)

The JIC, located at the Skeen-Whitlock Building, provides the Public Information Management Team a gathering place for generating and distributing information during emergency situations to the media and the general public, and is activated as needed. Access to the JIC during emergencies will be controlled.

4.1.4 Assembly Areas

Assigned assembly and staging areas have been established for the WIPP site and the Skeen-Whitlock Building.

If it becomes necessary to evacuate personnel from buildings, the WIPP site assembly area is the west side of the Support Building parking lot. The employee parking lot, west of the main personnel entrance gate, is the designated primary staging area with alternate areas north and east of the site. If the IC determines that site personnel evacuation to other than the primary staging area is necessary, the most favorable evacuation route will be selected.

Assembly areas for the Skeen-Whitlock Building are designated on the Bellview WIPP.Net site.

4.2 Emergency Equipment

WTS has identified, procured, and maintained equipment resources to mitigate credible emergency events that may occur at the WIPP site or within the WIPP vicinity. Emergency Services Technicians perform inspections on emergency equipment and document results in inspection reports. Emergency equipment at the WIPP site includes two fully equipped pumper engines, a surface ambulance with capabilities to respond to off-site emergencies, and an underground ambulance. The surface emergency equipment is stationed in the Safety Building. Radiological and hazardous materials survey/detection equipment is also maintained. A detailed list of equipment appears in RCRA Attachment F, Table F-6.

Emergency response equipment and response personnel for in-town WIPP administrative offices are provided by the City of Carlsbad.

WTS Emergency Management conducts regular inventory and inspection of emergency facilities and equipment using a checklist to document the inspections. In addition, periodic inspections of the emergency response radio, pager, and plectron systems are conducted. Emergency Management maintains records of inspections performed.

4.3 City/State/Federal Emergency Facilities

City, State, and Federal emergency management agencies also typically maintain emergency operations centers or command centers from which to direct emergencies in their particular jurisdictions. The Eddy County Emergency Management EOC is located in Carlsbad. Details of operation and capabilities of these facilities are described in the applicable jurisdictional plans/procedures

5.0 EMERGENCY EVENT CATEGORIZATION AND CLASSIFICATIONS

Operational emergencies are unplanned, significant events or conditions that involve or affect DOE facilities and activities by causing or having the potential to cause serious health and safety or environmental impacts; require resources from outside the immediate/affected area or local event scene to supplement the initial response; and require time-urgent notifications to initiate response activities at locations beyond the event scene.

Categorization and classification of operational emergencies is based on DOE/WIPP-08-3378, *Waste Isolation Pilot Plant Emergency Planning Hazards Assessment* (EPHA), and is implemented by the FSM in accordance with WP 12-ER3906. This procedure is provided for use by the Emergency Director, Incident Commander, and/or the person in command of the emergency at the scene and provides guidelines for declaring emergencies.

The EPHA is revised per WP 12-11, *Development and Maintenance of an Emergency Planning Hazards Survey*. The spectrum of accidents analyzed in the Documented Safety Analysis (DSA) has been determined to be bounding for the WIPP site and, therefore, is used for emergency planning. The EPHA identifies and describes the postulated events and conditions in accordance with DOE Order 151.1C. These scenarios are the basis for WP 12-ER3906.

Operational emergencies involving the release of hazardous materials on or from DOE sites or facilities are classified according to severity to ensure rapid response communications and notifications commensurate to the degree of hazard presented by the event. The primary focus of the classification process is the initiation of preapproved responses to protect the personnel on-site and off-site. A graded approach is used based on the severity of the event or conditions.

5.1 Protective Action Criteria for Hazardous Materials Operational Emergencies

The hazards assessment process provides the foundation used to develop EALs and the corresponding event classifications through the development of accident and emergency event scenarios and the determination of the consequences. The results of the EPHA is used to identify specific event indicators (e.g., alarms, monitor readings).

Protective action criteria (PAC) are levels of hazardous material impact that indicate action is necessary to prevent or limit exposure to personnel. Protective actions have been developed for all scenarios identified in the EPHA and are grouped according to the physical location of personnel when the event occurs. The protective actions are specified for each incident and implemented by WP 12-ER3906.

5.2 Criteria for Operational Emergencies Not Requiring Classification

Operational emergencies are unplanned, significant events or conditions that require urgent response from outside the immediate/affected site/facility or area of the incident. WP 12-ER3906 describes the criteria for operational emergencies.

5.3 Categorization of Operational Emergencies

Operational emergencies are categorized according to the requirements in DOE O 151.1C, chapter 5. There are four types of operational emergencies at WIPP: (1) Health and Safety, (2) Environmental, (3) Security and Safeguards, and (4) Off-Site DOE Transportation activities.

Operational emergencies involving the release of hazardous materials are further differentiated according to the severity of the potential release. EALs are the criteria used to classify hazardous materials emergencies. An Operational Emergency is categorized according to the following types.

5.3.1 Health and Safety Operational Emergency

WIPP has identified the following events as Health and Safety Operational Emergencies that represent, cause, or have the potential to cause serious health and safety impacts to workers or members of the public:

- An off-site hazardous materials event not associated with DOE NNSA operations that is observed to have or predicted to have an impact on a DOE site, such that protective actions are required for on-site workers.
- An occurrence (e.g., earthquake, tornado, aircraft crash, fire, and explosion) that causes or can reasonably be expected to cause significant structural damage to DOE facilities, with confirmed or suspected personnel injury or death.

- Any facility evacuation in response to an actual occurrence that requires urgent response by specialist personnel, such as hazardous material responders or mutual aid groups not normally assigned to the affected facility.
- Any mass casualty event.

5.3.2 Security and Safeguards Operational Emergency

WIPP has identified the following events as Security and Safeguards Operational Emergencies:

- Actual unplanned detonation of an explosive device or a credible threat of detonation resulting from locating a confirmed or suspicious explosive device.
- An actual terrorist attack or sabotage event involving the WIPP site or operation.
- Kidnapping or the taking of hostage(s) involving WIPP facility personnel.

5.3.3 Environmental Operational Emergency

WIPP has identified the following as Environmental Operational Emergencies:

- Any actual or potential release of hazardous materials or regulated pollutants to the environment in a quantity greater than five times the reportable quantity specified for such material in 40 CFR Part 302, Designation, Reportable Quantities, and Notification, that could result in significant off-site consequences such as a major wildfire, wetland degradation, aquifer contamination, or the need to secure downstream water supply intakes.
- Any actual or potential airborne release of radiological material or hazardous material to the environment that could result in consequences to personnel or the environment.

5.3.4 Off-Site DOE Transportation Emergencies

WIPP has identified as an Off-Site DOE Transportation Operational Emergencies any accident/incident involving an off-site DOE/NNSA shipment containing hazardous materials that causes the initial responders to take protective actions at locations beyond the immediate/affected area.

Drivers are trained in the appropriate response for emergency situations. The CBFO has entered into agreements with the Joint Nuclear Accident Coordination Center and the Western Governors' Association for the safe parking for WIPP trucks and their payloads in the event that weather conditions, civil disobedience, or other events interfere with travel. The CBFO will direct and deploy response personnel and materials for a transportation emergency. The following participants maintain defined responsibilities with respect to an emergency of the WIPP transportation system.

CBFO Manager – provides direction for the CBFO, the WIPP facilities, and the National TRU Waste Transportation System.

CBFO Security Manager – provides security oversight and direction as authorized for the CBFO, the WIPP facilities, and the National TRU Program (includes the TRU Waste Transportation System).

Shipper – responsible for the packaging and documentation of TRU materials, input of the bill of lading, and the transfer of the designated facility in the Transportation Tracking and Communications System.

Contract Carrier – responsible for the safe and cost-effective transport of TRU materials and the maintenance of the government-furnished equipment associated with the WIPP transportation system.

Contract Drivers – follow the duties outlined in the Carrier Management Plan and are responsible for the safe operation and inspection of the vehicles on a day-to-day basis.

Local Law Enforcement – follow normal response procedures established for their respective agencies.

CMR – provides Transportation Tracking and Communications System control and tracking of TRU shipments, communicates with drivers per procedures, and makes call-outs and notifications for emergency response.

IART – responds to TRU transportation incidents and accidents in accordance with the IART guide.

5.4 Criteria for Operational Emergencies Requiring Further Classification

5.4.1 Emergency Action Levels

If an Operational Emergency involves a significant release or loss of control of a hazardous material, it requires further classification. Classification is assigned according to the following EALs as described in DOE O 151.1C and implemented in WP 12-ER3906:

(a) Alert. An Alert must be declared when events are predicted, are in progress, or have occurred that result in one or more of the following.

1. An actual or potential substantial degradation in the level of control over hazardous materials. The radiation dose from any release to the environment of radioactive material or a concentration in air of other hazardous material is expected to exceed either a site-specific criterion corresponding to 10 percent of the applicable protective action criterion [see Base Order, paragraph 4a(14)] at or beyond the facility boundary; or the applicable protective action criterion at or beyond 30 meters from the point of release to the environment.

It is not expected that the applicable protective action criterion will be exceeded at or beyond the facility boundary.

2. An actual or potential substantial degradation in the level of safety or security of a nuclear weapon, component, or test device that would not pose an immediate threat to workers or the public.
3. An actual or potential substantial degradation in the level of safety or security of a facility or process that could, with further degradation, produce a Site Area Emergency (SAE) or General Emergency (GE).

(b) Site Area Emergency. An SAE must be declared when events are predicted, in progress, or have occurred that result in one or more of the following situations.

1. An actual or potential major failure of functions necessary for the protection of workers or the public. The radiation dose from any release of radioactive material or concentration in air from any release of other hazardous material is expected to exceed the applicable protective action criterion at or beyond the facility boundary. The protective action criterion is not expected to be exceeded at or beyond the site boundary.
2. An actual or potential threat to the integrity of a nuclear weapon, component, or test device that may adversely impact the health and safety of workers in the immediate area, but not the public.
3. Actual or potential major degradation in the level of safety or security of a facility or process that could, with further degradation, produce a General Emergency.

(c) General Emergency. A GE must be declared when events are predicted, in progress, or have occurred that result in one or more of the following situations.

1. Actual or imminent catastrophic reduction of facility safety or security systems with potential for the release of large quantities of hazardous materials to the environment. The radiation dose from any release of radioactive material or a concentration in air from any release of other hazardous material is expected to exceed the applicable protective action criterion at or beyond the site boundary.
2. Actual or likely catastrophic failures in safety or security systems threatening the integrity of a nuclear weapon, component, or test device that may adversely impact the health and safety of workers and the public.

5.5 Declaration of Operational Emergencies

The FSM or designee determines if an event is to be categorized as an Operational Emergency and whether a hazardous material (radiological and/or non-radiological) Operational Emergency needs to be classified as an Alert, SAE, or GE. Classification of Operational Emergencies is required for events that represent a specific threat to workers and the public due to the release or potential release of hazardous materials. If the Operational Emergencies is classified as an Alert, SAE, or GE, WP 12-ER3906 identifies the EALs and the protective actions required for each type of event classification. If the FSM declares an Operational Emergency, the FSM becomes the IC. The CBFO EFR and CER monitor and maintain oversight of emergency declarations.

6.0 NOTIFICATIONS AND COMMUNICATIONS

In the event of an emergency, prompt notification of the employees, general public, emergency responders, and state/local/federal government agencies is of the utmost importance. Notification is primarily the responsibility of the FSM/IC and the WTS Site Emergency Organization. A full description can be found in WP 12-9.

6.1 Notification Systems and Methods

Multiple independent communication and notification systems and equipment are used at the WIPP site to provide emergency notification both on and off-site. The monitoring and communications systems include onsite and plant-to-off-site coverage and are designed to provide immediate instructions to ensure personnel safety, facility safety and security, and efficient operations under normal and emergency conditions. WIPP monitoring and communications systems include the following.

Central Monitoring System – The Central Monitoring System collects and monitors real-time site data, automatically and manually, during normal and emergency conditions. The underground and surface data monitored by the Central Monitoring System are gathered, processed, stored, logged, and displayed. The data are collected continuously from approximately 1,500 remote sensors.

Plant Communications – Touch-tone phones. The touch-tone phone system includes a private automatic branch exchange network providing conventional on-site and off-site telephone services. Major uses of this subsystem include the reporting of occurrences (DOE Order 231.1A, Change 1, Environment, Safety and Health Reporting) and communications between the CMR and other plant or security personnel or the EOC.

Mine pager phones. The mine pager phones are independent, hard-wired, and battery-operated for communications throughout the underground and between the surface and underground. Mine pager phones are located throughout the underground and in surface structures to support daily operations and emergencies.

Plant public address (PA) and alarm systems. The plant PA and alarm systems provide for the initiation of surface and underground evacuation alarms and PA announcements from the CMR and local stations. The plant PA and alarm systems include the sitewide PA and intercom installations and the site notification system for remote locations.

Underground evacuation signal system. The underground evacuation signal is separate from the PA system and includes electric horns and strobe lights. An underground evacuation signal is initiated automatically by an underground fire alarm signal via the Central Monitoring System, or manually by the CMR operator, or from pushbuttons in the salt handling shaft hoist house and waste shaft hoist control room.

Radio. Radio includes two-way and paging on-site and off-site radio systems with base stations in the CMR, security control room, and EOC, as well as mobile and portable units.

6.2 On-Site Notifications

All on-site emergencies will be reported immediately to the CMRO at Extension 8111. All notifications should include, at a minimum, the following information, as appropriate:

- Name and telephone number of the caller
- Location of the incident and the caller
- Time and type of the incident
- Severity of the incident
- Magnitude of the incident
- Cause of emergency (if known)
- Assistance needed to deal with or control the incident
- Areas or personnel affected by the incident

The CMRO notifies the FSM of the incident. The FSM then declares the emergency and categorizes and classifies it according to the processes described in WP 12-ER3906. If the FSM declares an Operational Emergency, the FSM becomes the IC.

DOE Order 231.1A addresses reporting and notification requirements for events, occurrences, and/or emergencies. These requirements are specific to the FM/FMD/FSM/FSM designee. In addition, all site personnel receive an overview of the process in General Employee Training, including their required actions, if any. Primary notification of emergencies at WIPP facilities in Carlsbad (during on- or off-shifts) will be reported to the appropriate City of Carlsbad response agencies by dialing 9-911.

6.2.1 WIPP Management and/or Crisis Management Team Notification

Senior Operations management and DOE management, as required, will be notified promptly by the IC and given the details of any emergency situation. The IC may request that the CMRO activate the EOC or AEOC. The DOE CER and FR/EFR are notified by the FSM/IC. The CER notifies DOE personnel according to the checklist in the CER Implementing Checklist, CBFO-2, including the CBFO Manager and DOE Headquarters.

6.2.2 Joint Information Center Personnel Notification

The Communication on-call representative will be notified by the IC or Crisis Manager of an emergency and given details of the situation. Notification of required personnel is made via the telephone and/or paging system.

6.2.3 Emergency Warning System/Evacuation Notification

Depending upon the type of emergency and level of response required, the IC may deem it necessary to evacuate part or all of the affected facilities including the underground. Emergency alarms and notifications are transmitted using the site PA system. The action required by personnel is to proceed immediately to the designated staging areas in accordance with evacuation plans and as directed by the IC.

All WIPP employees and site visitors are responsible for complying with directions of the emergency personnel, alarm system notification, and emergency evacuation routes and exits.

6.2.4 On-Call List Notifications

WTS Emergency Management maintains a list of personnel on call 24 hours a day. The on-call list provides the names and contact numbers of site personnel whose assistance might be needed in resolving, investigating, and mitigating any abnormal event or emergency. On-call personnel will be available by pager, telephone, or cellular phone at all times and be able to respond in a timely manner.

6.2.5 Emergency Response Group Notifications

The fire brigade will be notified in emergency situations by the CMRO, using the PA system or radio. The ERT will be notified in emergency situations by the CMRO, using the PA system or ERT pagers. The ERT will supplement the FLIRT as necessary and as directed by the FSM. The CMRO will activate the FLIRT using the mine pager phone.

The off-site monitoring team and Radiological Control personnel will be notified by the CMRO, normally by pager, but any means of communication available can be used.

During an emergency, the CMRO will notify site employees using the site PA system. The CMRO will announce the nature of the emergency and necessary actions. If a site evacuation is called for, the CMRO will sound the evacuation alarm and notify the Office Wardens of the necessary actions. Instructions will be broadcast over the site PA system and plectrons.

6.2.6 Medical Notification

The ERO will be notified of the medical emergency by the CMRO using the PA system or pager.

6.3 Off-Site Notification

During any Operational Emergency, the IC will ensure that verbal notification of the event is made to the DOE Headquarters EOC and local and state authorities in accordance with WP 12-ER3906. When emergency circumstances dictate immediate notification, WTS is authorized to notify state and local officials without prior approval from the DOE. Notification to the general public will be under direction of the IC, in conjunction with the CMT, the JIC, or the Communications on-call representative.

6.4 Off-Site Response Notifications

When the CMR receives a request for off-site assistance, the CMR will make the following notifications:

- The FSM will be notified and approve the response.
- The Facility Manager Designee (FMD) will then make the following notifications:
 - DOE Facility Representative
 - WTS Communication on-call representative

These notifications will provide personnel with a general knowledge of the incident. Subsequent notifications should be made to the appropriate management of personnel providing support to ensure they are aware of their personnel involved in the current response.

In the event that off-site assistance is required at WIPP, the IC will identify the agencies to be contacted.

Mutual Aid Mine Rescue

- Mosaic
- Intrepid

Mutual Aid Medical Response

- Carlsbad Fire Department
- Hobbs Fire Department

Mutual Aid Hospital Services

- Carlsbad Medical Center – Carlsbad
- Lea Regional Medical Center – Hobbs

Mutual Aid Fire Fighting Response

- Carlsbad Fire Department
- Department of the Interior – Bureau of Land Management
- Hobbs Fire Department
- Loving Fire Department

Mutual Aid Law Enforcement Response

- Carlsbad Police Department
- Eddy County Sheriff's Office
- FBI
- Hobbs Police Department
- Lea County Sheriff's Office
- New Mexico State Police

6.5 Public Information

It is the policy of the DOE to provide accurate and timely information to the public, by the most expeditious means possible, concerning emergency situations at WIPP that may affect on-site personnel, public health and safety, and/or the environment. See section 11.0 and WP 11-EA.01, *Joint Information Center Operations Program Plan*, for details on public information.

6.6 Communications

The WIPP site is equipped for both on-site and off-site communications. The WIPP communication systems include a telephone system, a mine/surface phone system, hand-held radio system, pagers, cell phones, and two-way radios. Radio frequencies for local law enforcement, ambulance, and fire departments are available at the WIPP site. The communication systems are used to monitor emergency situations, relay information to the CMR, the FSM, Security, and facilities in Carlsbad and Hobbs.

7.0 CONSEQUENCE ASSESSMENT

Consequence Assessment is the responsibility of the FSM/IC and the WTS Site Emergency Organization. A full description can be found in WP 12-9. The CER provides monitoring and oversight of Consequence Assessment.

7.1 Consequence Determination

Consequence assessment is the process used to evaluate the impacts of a release of radioactive or hazardous materials. The continual assessment of consequences is the evaluation and interpretation of all available information concerning an actual or potential release of hazardous materials to the environment. These estimates are then compared to Protective Action Criterion and used as the basis for management decision-making (e.g., event classification, protective action levels, notification, public information).

Consequence assessments estimate the potential or actual on-site and off-site consequences of an emergency. WP 12-ER3906 provides direction to the FSM/IC, or designee, to ensure timely assessments throughout the emergency. Appropriate responses are then coordinated with federal, state, and local organizations

Consequence Assessment is done on-scene by the FSM/IC and in the EOC by Consequence Assessment Support personnel (Radiological Representative and/or HAZMAT Representative).

Field measurements are performed by Radiological Control Technicians and are conducted in accordance with WP 12-HP1100, *Radiological Surveys*, and WP 12-HP3500, *Airborne Radioactivity*. WIPP maintains the capability of collecting bioassay samples as circumstances warrant. The use of WP 12-IH.02-4 enables the sampling team to use specific instrumentation for obtaining field samples and or measurements that provide a method for comparing field conditions to the applicable Emergency Response Planning Guidelines (ERPGs) or other occupational exposure limits.

7.2 Coordination

Consequence assessment is conducted in three phases during an emergency response. The following information contains WIPP specifics related to all three phases of consequence assessment (see WP 12-9 for a complete description).

During the first phase, the initial events and event symptoms are recognized through direct observation and/or the monitoring of various site indicators. These indicators are evaluated to determine the level of severity, resulting in event categorization and possible classification and appropriate level of response.

The second phase is the timely initial assessment when actions are taken to improve the quantitative understanding of the impacts. The goal is a rapid assessment that yields a conservative estimate of the upper bound of the potential consequences.

The third phase consists of continuous assessment and ongoing assessment performed by the designated ERO personnel, and continues throughout the response.

8.0 PROTECTIVE ACTIONS

Protective actions are measures, such as evacuation or sheltering, taken to prevent or minimize potential health and safety impacts on workers, responders, or the public.

For Hazardous Materials Operational Emergency events, additional protective actions such as decontamination and access control may be applicable. Once the level of hazard is identified and the consequences of a release are identified, the actions necessary to protect the health and safety of the workers and the public can be established. The Hazards Assessment provides an analysis of those hazards and consequences resulting in the development of preplanned protective actions. Additional protective actions are developed as needs are identified. These are then directly linked to the categorization/classification process so that the issuance of protective actions is automatic upon declaration of an Operational Emergency.

The IC/ED decides on and directs protective actions onsite for WIPP personnel and responders, and may recommend protective actions for the public and/or offsite responders to local and state emergency management authorities. All protective actions and protective action recommendations are coordinated, as necessary, with offsite authorities. The CER oversees and monitors protective action decisions and recommendations.

8.1 Protective Action Guides/Emergency Response Planning Guidelines

Emergency Response Planning Guidelines (ERPGs) for non-radiological releases, in accordance with DOE Order 151.1C, are hazardous materials in quantities exceeding the lower of the threshold quantities listed in 29 CFR §1910.119, Process Safety Management of Highly Hazardous Chemicals, or 40 CFR §68.130, List of Substances. A review of the site hazardous material inventory is included in the EPHA and accordingly, the hazards are evaluated and protective actions levels provided in the EPHA.

8.2 Records

Records are kept in accordance with WP 15-PR, *WIPP Records Management Program*.

8.3 Personnel Accountability/Evacuation

Accountability is performed during a site evacuation or sheltering in place by the implementation of appropriate procedures. Accountability in the underground is achieved by the use of the brass tag system, which is verified in the lamp room. Surface accountability is achieved through the Office Warden Program. Office Wardens are responsible for the evacuation of their specific work area. Accountability for personnel during an evacuation or sheltering in place depends on the Office Wardens or managers or supervisors trained as Office Wardens (on backshifts) ensuring that all personnel are clear of work areas.

8.4 Shelter in Place

As a result of an emergency event (radiological event, hazardous materials event, fire, security event, etc) the CMRO may be directed by the IC to implement shelter in place. WP 12-ER4907, *Evacuation/Sheltering in Place*, provides the processes and immediate actions/communications necessary to instruct plant personnel to shelter in place.

8.5 Evacuation and Access Control

The IC, upon determining that an area of site evacuation is necessary, may designate staging area and evacuation route(s) to be used based on existing or potential hazards (including radiological hazards) and weather conditions. WP 12-ER4907 provides the processes and immediate actions/communications necessary to instruct plant personnel to evacuate. Security personnel will provide access control to evacuated areas and areas affected by the emergency.

8.6 Exposure Control

WIPP protects workers through administrative controls and sets the control for radiation at one rem (roentgen equivalent man) per year. This is performed through As Low as Reasonably Achievable (ALARA) and radiation work permits (RWPs) to control exposure levels. WTS selects hazard controls per the WTS Integrated Safety Management Description based on the following hierarchy: 1. Elimination or substitution of the hazards where feasible and appropriate; 2. Engineering controls where feasible and appropriate 3. Work practices and administrative controls that limit worker exposures; and 4. Personal protective equipment. The proper use of Personal Protective Equipment (PPE) can be an important factor in exposure/contamination control. PPE, including clothing, hoods, boots, booties, gloves, eye protection, respiratory protection, etc., significantly reduces the exposure/contamination risk.

8.7 Monitoring and Decontamination

Radiological Monitoring and subsequent decontamination is another protective action for emergency responders and offsite personnel, as necessary. Personnel monitoring and decontamination is performed by Radiological Control Technicians in accordance with WP 12-HP3400, *Contamination Control*, and WP 12-HP4000, *Emergency Radiological Control Response*.

8.8 Dosimetry

Emergency worker exposure control is facilitated by the use of personal dosimetry, either thermoluminescent dosimeters (TLDs) and/or direct reading dosimetry. WP-12-HP3400 delineates the use of personal dosimetry.

8.9 Emergency Exposure Limits

In extremely rare cases, emergency exposures to radiation may be necessary to rescue personnel or to mitigate the emergency. Guidelines for determining the levels to which these personnel may be exposed are as follows:

Whenever possible, emergency exposures will be controlled within the limits established in WP 12-5, *Waste Isolation Pilot Plant Radiation Safety Manual*. To prevent health effects to workers and nearby populations and to protect major property, individual exposures will be limited to 10 rem. If an emergency operation is expected to result in individual exposures greater than 25 rem, the expected health effects to the rescue personnel will be weighed against the probability of success and the rescue personnel will be advised of these conditions.

8.10 Termination of Protective Actions

Protective actions remain in place until the IC determines the need to increase or modify the actions taken according to WP 12-ER3906.

9.0 EMERGENCY MEDICAL SUPPORT

9.1 System

The WIPP Occupational Health Program gives information on the policies, objectives, and functions of the program. It interprets and implements the requirements of 10 CFR Part 851, per WP 15-GM.02, *WTS Worker Safety and Health Program Description*. WP 15-HS.02, *Occupational Medical Program*, describes the site health services functions.

9.2 Staff

Staffing for the site emergency medical program ensures adequate coverage for all shifts. An EST is available 24 hours a day. A registered nurse is available during regular working hours.

The WIPP Health Services Organization includes the Occupational Medical Director, occupational health nurses, licensed practical nurses, emergency medical technicians, a qualified office coordinator, consultant pharmacist, and Health Services Manager.

9.3 Facilities and Equipment

The site medical treatment room is located on the first floor of the Safety Building. It is equipped with supplies to handle emergencies ranging from first aid to medical/trauma situations. In addition, the WIPP site has MOUs with Carlsbad and Hobbs medical facilities (see section 3.5) to treat mass casualties and contaminated personnel.

The WIPP site is equipped with a medical rescue unit that is fully equipped according to specifications in Federal Standard KKK-A-1822A, Ambulances, and New Mexico Emergency Medical Services Act General Order 35. See the *RCRA Contingency Plan* for a list of emergency equipment.

9.4 Transportation and Evacuation

Evacuation of casualties is accomplished using the site ambulance or requesting off-site assistance as necessary from local ambulance, fire, and rescue departments. MOUs are in place that would support a WIPP mass casualty event.

9.5 Communications

The ESTs are in radio contact with the CMR and FSM. Cell phones are also used to maintain contact during emergency transport.

10.0 EMERGENCY TERMINATION AND RECOVERY

10.1 Termination of Emergency

Once an Operational Emergency has been declared, only the IC/ED has the authority to declare the emergency terminated. The IC/ED will terminate the event after proper notification has been made. Protective actions remain in place until the IC/ED determines the need to increase or modify the actions taken according to WP 12-ER3906.

An investigation of the event must take place following stabilization and termination of the emergency; therefore, the incident scene must be preserved and no recovery actions (aside from rescue and/or shutdown of systems to prevent further loss or damage) will be attempted until authorized by the FSM.

An event may be terminated when the following conditions are met:

- The initiated condition is stabilized or corrected
- The facility is in a safe configuration
- Airborne concentrations in all areas are stable or decreasing
- Any site damage is under control
- A recovery manager has been appointed as necessary
- A recovery plan has been developed and approved by the FSM/Crisis Manager

Once an event is terminated, the WTS Emergency Management Program Manager will ensure that a self assessment of the response is performed in accordance WP 15-GM1000, *Management Assessments*, and will provide the assessment report for submission to the Director, Office of Emergency Operations, in conjunction with the Final Occurrence Report prepared according to WP 12-ES3918, *Reporting Occurrences in Accordance with DOE Order 231.1A*.

The CBFO CER and/or Emergency Management Program Manager will review and approve Recovery and Re-entry plans.

10.2 Re-entry Requirements

Reentry is a planned activity to accomplish a specific objective that involves reentering a facility or affected area that has been evacuated or closed to personnel access during the course of the emergency. Reentry planning includes contingency planning to ensure the safety of reentry personnel. All individuals involved in reentry receive a hazards/safety briefing prior to emergency reentry activities, consistent with federal, state, and local laws and regulations. The FSM must approve all reentry plans. All reentry activities must be authorized with written approval of doses/exposures that may exceed occupational or administrative limits.

Reentry into an evacuated facility or into an established control area under emergency conditions will be approved by the FSM. The FSM will ensure that the rescue teams involved have had the proper training before entry. No person will enter the following situations unless suitable precautions have been taken (e.g., preplanning, prebriefing, proper work permits issued):

- Unknown radiation fields
- Possible toxic or radioactive atmospheres
- Possible oxygen-deficient atmospheres
- Areas where sudden fire flare-ups, explosions, or structure collapses are possible.

Exceptions to the above situations are made to rescue injured or unconscious persons and to secure critical equipment or systems. In such cases, with the approval of the FSM, volunteers may enter such zones using proper precautions, including the use of supplied air breathing apparatus for possible toxic atmospheres and radiological hazardous areas.

10.3 Recovery

The recovery phase of an accident or emergency is that portion of the response designed to restore order to the affected area. Recovery may involve cleaning up the emergency scene, securing the scene for investigation purposes, or restoring the area to pre-accident or pre-emergency conditions. The emergency, under many circumstances, may be terminated with little or no recovery period. However, if any or all of the following situations exist, a Recovery Phase may be necessary:

- Extensive repair to, or modification of, facilities, structures, or utility systems (e.g., electric, water, communications) is necessary;
- A biological, hazardous, radiological, and/or toxic material release has occurred;
- Contamination of facilities, structures, or transportation systems has occurred; and/or,
- Evacuation/relocation has occurred where repair/decontamination of the facility will be necessary prior to their return.

Recovery teams must be formed at the completion of the emergency phase of an incident. The FSM appoints a recovery team leader who then identifies the recovery team members. WP 12-ER3903, *Termination, Reentry, and Recovery*, provides the detailed requirements for recovery operations.

11.0 PUBLIC INFORMATION

DOE Order 151.1C, *Comprehensive Emergency Management System*, in its directed responses to Operational Emergencies, states that DOE sites or facilities will promptly notify employees, the public, news media, local and state elected officials, tribal governments, DOE Headquarters, regulators, and regulatory agencies when events are categorized as operational emergencies."

The CBFO and its contractor at WIPP, WTS, have a policy to quickly communicate information about emergency events that could impact public and employee health and safety, and the environment.

The JIC, managed by the CBFO management and WTS, is prepared to respond to actual or perceived emergencies that generate local, regional, and national attention.

Any event at the WIPP site, or along its transportation corridors, that generates public and news media attention generally will result in the activation of the JIC to address employee, public, and news media questions and concerns.

The JIC is authorized to issue emergency public information in a timely and accurate manner to employees, affected communities, the general public, news media, and elected officials. The Communications department provides information to support public education and for WIPP and its activities during emergencies and non-emergency events. Public information materials are available and distributed through the Communications Department.

11.1 Responsibilities

The WIPP Emergency Public Information organization is reflected in the structure and reporting responsibilities identified in WP 11-EA.01, *Joint Information Center Operations Program Plan*. The positions authorized to release and present emergency public information concerning emergency conditions, responses, and recovery efforts are the DOE Spokesperson and/or the JIC Manager. However, all protective action recommendations made to the public will be made by a representative of the affected city and/or county. That information will also be provided to members of the telephone teams so they can advise callers (public and news media) on the recommended protective actions.

11.2 Emergency Operations

The JIC is part of the overall site ERO. As part of the WIPP ERO, the JIC serves as a common emergency public information center for the project, including the CBFO and their on-site contractors; affected states, counties, and community response organizations; and other federal agencies.

The JIC can be activated at the discretion of any member of the JIC Management Team, during an emergency by the FSM, or by the EOC Crisis Manager when the EOC is activated. The JIC can be activated either in whole or in part as directed by the JIC Management Team as warranted, based on the event, news media attention, or public concern.

The JIC is considered activated when all members of the JIC Management Team and the JIC Writer are signed in and present, and, if applicable, an open telephone connection has been established with the EOC. Area news media are notified of JIC activation through telephone calls placed by the News Media Information Manager, followed by an initial news release briefly stating the purpose of the activation.

The operational objective of the JIC is to issue initial emergency information within 25 minutes of activation. The initial news release, and all subsequent news releases, will explain the reason for JIC activation, list the telephone number for the News Media Phone Team, and encourage news media to gather at the JIC for updates.

11.3 Joint Information Center

The primary JIC is in the Skeen-Whitlock Building at 4021 National Parks Highway, Carlsbad, New Mexico. JIC procedures and position checklists are contained in WP 11-EA3000.

Before, during, and after any emergency event at WIPP, or along its transportation corridors, the following audiences will be the focus of JIC communications:

- News Media
- Local Community
- On-site Employees and Emergency Workers
- Elected Federal, State, and Local Officials
- Federal, State, and Local Agencies
- Special Interest Groups
- Public Education

The JIC Management Team is comprised of the DOE Spokesperson, JIC Manager, Assistant JIC Manager, Technical Spokesperson, News Media Information Manager, and Public Information Manager. The following is a list of JIC positions and responsibilities:

DOE Spokesperson – The DOE Spokesperson provides JIC policy guidance, makes certain notifications, and conducts briefings for news media and stakeholders.

JIC Manager – The JIC Manager manages staffing and operation of the JIC.

Technical Spokesperson – The Technical Spokesperson presents technical information in lay terms at news conferences, briefings, and interviews, in support of the DOE Spokesperson.

Public Information Manager – The Public Information Manager manages staffing and operation of the Public Inquiry Phone Team, JIC Support Team, and JIC Receptionist Team.

Assistant JIC Manager – The Assistant JIC Manager notifies key local, state, and federal elected officials about emergency events at the WIPP site or along its transportation corridors. This involves contacting stakeholders and providing them with information about the emergency.

City, County, and State Spokespersons – Off-site agencies implement protective action recommendations and conduct other emergency response public information activities. They are encouraged to participate in the JIC.

A full list and descriptions of the entire JIC response team is found in WP 12-9.

12.0 EMERGENCY MANAGEMENT PROGRAM ADMINISTRATION

12.1 Emergency Management Program Responsibilities

The CBFO Emergency Management Program is administered by the CBFO Emergency Management Program Manager. He/she has the responsibility of developing and maintaining the program in accordance with the requirements of this section, including:

- Plans/Procedures
- Training
- Drills/Exercises
- Public Information
- Interface with Responders/Agencies including Memorandum of Understanding
- Maintenance of Records

- Self-Assessment
- Corrective Action Tracking

The WTS WIPP Emergency Management Program is administered by the WTS Emergency Management Program Manager under the jurisdiction of the CBFO Emergency Operations Program Manager and the CBFO Emergency Management Program Manager. The WTS Emergency Management Program Manager develops and maintains the WTS plan (WP 12-9), develops the *Emergency Readiness Assurance Plan* (ERAP) and annual updates, ensures emergency management related training is developed and conducted, develops and conducts a drill and exercise program, coordinates emergency management program assessment activities, develops related documentation, and coordinates emergency resources.

The CBFO Emergency Management Plan, Implementing Procedures, and Program are reviewed annually and revised as needed in accordance with DOE Order 151.1C. In addition, this program is revised to incorporate changes in emergency planning or site operations. This program is reviewed and approved by the CBFO Manager prior to issuance.

The CBFO Manager approves contractor site Emergency Plans, including annual updates, and submits approved Plans to the Director, Office of Emergency Operations and the Program Secretarial Officer(s).

The EPHA is reviewed at least every three years and updated prior to significant changes to the site/facility or hazardous materials inventories. Protective actions are also reviewed to support effective emergency response.

ERO training requirements and materials are reviewed biannually to ensure that mitigation measures are an integral part of training for emergency management positions, and that training requirements are updated to include components identified as needed to enhance performance and competency.

12.2 Document Control

The CBFO Emergency Management Program and the Implementing Checklists are controlled through the CBFO document control process. They are developed and maintained in accordance with Management Procedure MP 4.1, *Preparation and Maintenance of CBFO Procedures*, and reviewed in accordance with Management Procedure MP 4.2, *Document Review*. Emergency Management plans and procedures are reviewed annually as required. A controlled copy list is maintained to detail distribution of controlled copies and to track revisions. The EOC(s) contain controlled sets of all emergency response manuals and applicable procedures.

12.3 Self-Assessment

CBFO conducts an annual self-assessment of the WIPP Emergency Management Program to verify program status and to identify program weaknesses. Assessments are implemented in accordance with Team Procedure TP 10.7, *Operational Assessments*. Any findings and corrective actions that result from self-assessments are tracked using Management Procedure MP 3.1, *Corrective Action Reports*. The documentation is maintained by the CBFO Emergency Management Program Manager.

12.4 Facilities and Equipment

The CBFO Emergency Management Program Manager has the overall responsibility to ensure the availability of facilities and resources for the emergency response.

The WTS Emergency Management Program Manager coordinates emergency facilities and resources onsite.

12.5 Training

The CBFO Emergency Operations Program Manager ensures emergency management-related training is developed and conducted and that CBFO Emergency Responders are trained, qualified, and ready for emergency response.

12.6 Drills and Exercises

The CBFO Emergency Management Program Manager monitors and oversees the WTS drill and exercise program. The Program Manager serves as or designates a representative to the exercise design team and approves exercise scope, objectives, and scenario. The WTS Emergency Management Program Manager develops and conducts the WIPP site drill and exercise program.

12.7 Emergency Readiness Assurance Plan

WIPP implements a readiness assurance program consisting of evaluations, improvements and Emergency Readiness Assurance Plans (ERAPs). WIPP supports continuous improvement in the Emergency Management Program through the implementation of corrective actions for findings (e.g., deficiencies, weaknesses) in all types of evaluations, including both internal and external evaluations. Items identified will be processed for prioritization, preparation of corrective action plans, and tracking of corrective actions through completion.

Readiness assurance includes incorporating and tracking lessons learned from training, drills/exercises, and actual responses.

WTS submits an ERAP to the CBFO by September 30 of each year. The report identifies what the goals were for the fiscal year just ending, and the degree to which these goals were accomplished. The ERAP also identifies the goals for the coming fiscal year.

CBFO incorporates the WTS ERAP into an overall ERAP for WIPP and submits it to DOE Headquarters by November of each year.

13.0 TRAINING

Training is provided by WTS to all of the ERO, including CBFO responders, in the form of formal classroom or self-paced instruction, on-the-job training, drills and exercises, and/or a qualification system. The purpose of this training is to ensure safety during emergency responses and to provide skilled emergency response personnel. To meet this goal, Emergency Management will ensure that training courses are developed through Technical Training.

The ERO training is designed to assist trainees in developing the following:

- Theoretical knowledge applicable in performing their emergency management functions
- Organizational knowledge required for understanding their duties, functions, and responsibilities
- Organizational knowledge required for understanding their interface with other team members for completing functional activities
- Organizational knowledge required for understanding organizational control deficiencies that may require immediate corrective action to ensure that the Emergency Management organization efficiently and effectively copes with emergency events
- Skills or abilities identified within the emergency program and associated implementing procedures
- Proficiency in the performance of ERO functional duties or activities

The CBFO Emergency Response Program Manager shall be responsible for ensuring that training for members of the CBFO ERO is scheduled and conducted to meet initial and annual training program requirements

13.1 Courses

The list of courses is maintained by Technical Training. Descriptions of the courses, including the length of the courses and any prerequisites, are provided.

13.2 Training Requirements

The following are the specific Emergency Management-related training requirements for the respective CBFO emergency response and management groups. WTS maintains the requirements for WTS emergency response personnel in WP 12-9.

All personnel receive significant additional training for their routine work assignments. The training requirements identified below are in addition to any training requirements imposed by other WIPP programs. Refresher training includes, as necessary, changes to the program, changes to procedures, lessons learned from drills and/or exercises, lessons learned from other facilities, and other topics as specified by the Emergency Management Program Manager.

| Position | Courses | | | | | | | | | |
|------------------------|---------|--------|-----|-----------------|---------|---------|---------|---------|-------------|-------------|
| | EM 101 | EM 102 | JPM | Drill/ Exercise | ICS-100 | ICS-200 | ICS-300 | ICS-400 | FEMA IS-700 | FEMA IS-800 |
| CBFO Manager | R/A | | | P | R | R | R | R | R | R |
| CBFO Emergency Rep | R/A | R/A | R/A | P | R | R | R | R | R | R |
| Emergency Facility Rep | R/A | R/A | R/A | P | R | R | R | R | R | R |
| DOE Spokes-person | R/A | R/A | R/A | P | R | R | R | R | R | R |

Legend

- JPM – Job Performance Measure
- R – Required
- R/A – Required, Annual Refresher
- P – Participation Required Annually
- EM-101: Introduction to WIPP Emergency Response
- EM-102: Crisis Management Team
- ICS-100: Introduction to ICS
- ICS-200: Basic ICS
- ICS-300: Intermediate ICS
- ICS-400: Advanced ICS
- FEMA IS-700: NIMS, An Introduction
- FEMA IS-800: National Response Framework, An Introduction

13.3 Examination

Written and practical exams (Job Performance Measures, qualification cards) are administered and controlled by Technical Training. WP 14-TR330, *Qualification Program*, provides the requirements associated with qualifications.

13.4 Record Keeping

Training records for the ERO are maintained by WTS Technical Training. Records are maintained and processed in accordance with WP 15-PR. Training records will include, but are not be limited to, courses completed, refresher courses completed, participation in drills and exercises, and other evaluations of skills and knowledge. Training records will be maintained by the Technical Training Records Coordinator and be available for review by the Emergency Management Program Manager (or designee).

13.5 Off-Site Personnel

Personnel not assigned to WIPP on a full-time basis, such as vendors and visitors, who require unescorted facility access of greater than one day and up to 30 days, must complete the General Employee Training course.

13.6 Off-Site Training Support

Off-site training can substitute or complement existing training with the approval of the Emergency Management Program Manager.

13.7 Off-Site Personnel Training

Off-site personnel may attend WIPP emergency training with the approval of the and the Emergency Management Program Manager.

13.8 Instructor Training and Qualification

Instructors providing formal training at WIPP will be qualified in accordance with Technical Training requirements.

Level I – Subject Matter Expert

Level II – Classroom Instructor

Level III – Classroom, Evaluation, and Performance-Based Training

14.0 DRILLS AND EXERCISES

As part of Emergency Preparedness, drills and exercises shall be conducted regularly to ensure maximum effectiveness of the Emergency Management Plan and to keep emergency personnel aware of their responsibilities should an emergency occur.

WTS Emergency Management establishes and maintains a formal exercise program that validates all elements of the WIPP Emergency Management Program over a five-year period.

The CBFO Emergency Management Program Manager monitors and oversees the WTS drill and exercise program. The Program Manager or designee serves as a representative to the exercise design team and approves exercise objectives and scenarios.

The exercise program validates both facility and site-level emergency management program elements by initiating a response to a realistic simulated event or condition in a manner that replicates an integrated response to an actual event. DOE Headquarters and the CBFO are notified of, and may participate in, the annual exercise. Emergency Management will extend a written invitation to MOU agencies (see section 3.0) to participate in the annual WIPP full-scale exercise.

WP 12-ER3004, *WIPP Drills and Exercises*, defines the drill program for WIPP. Drill participation for designated positions is documented and the records are provided to Technical Training for inclusion in personnel training records.

14.1 Drills

Drills are used to develop and maintain personnel skills, expertise, and response capabilities. Drills are of sufficient scope and frequency to ensure adequate response capabilities in all applicable areas.

Drill performance is graded by the evaluators according to the objectives and under the guidance of the Senior Controller. A critique containing a summary of the drill and findings is submitted to the Emergency Management Program Manager. All findings and associated corrective actions are tracked through the site Commitment Tracking System (CTS).

WP 12-ER3004, *WIPP Drills and Exercises*, defines the drill program for WIPP. Drill participation for designated positions is documented and the records are provided to Technical Training for inclusion in personnel training records.

14.2 Exercises

Development and conduct of an exercise requires a structured and coordinated process. WIPP Emergency Management accomplishes this in accordance with WP 12-ER3004, *WIPP Drills and Exercises*. Contents of an exercise plan should include scope, specific objectives, scenario narrative, design and development guidelines, safety and security planning, timeline, and exercise data. Additional functions are outlined in WP 12-ER3004.

WP 12-ER3004 defines the exercise program for WIPP. A coordinated program of drills and exercises is an integral part of the WIPP Emergency Management Program. Emergency Management conducts exercises in accordance with the Annual Drill and Exercise Plan and as directed by current events.

Members of the ERO are required to participate in at least one drill or exercise annually to demonstrate proficiency in assigned duties and responsibilities.

A full-participation exercise is conducted annually to demonstrate integrated emergency response capability. These annual exercises are designed to validate all elements of the Emergency Management Program over a five-year period.

A control group is used for each exercise to ensure that events occur that address the objectives of the exercise. An evaluation group is used to assess the performance of the exercise participants against the objectives. Exercise performance is graded by the evaluators according to the objectives and under the guidance of the Senior Controller.

14.3 Critiques

A critique containing a summary of the exercise and identifying findings is submitted to the WTS Emergency Management Manager and CBFO Emergency Management Program Manager. The Emergency Management Program Manager schedules a review with senior management and evaluators to review the drill/exercise findings, weaknesses, and observations. Findings, as a result of the senior management review, are processed according to WP 04-IM1000, *Issues Management Processing of WIPP Forms*.

14.4 Corrective Actions

WIPP Forms are reviewed by a management committee and are assigned to a responsible manager to develop a corrective action plan. The corrective action plan is reviewed by appointed reviewers on the WIPP Form Committee when the actions are completed and must approve the corrective action plan completion package prior to closure.

15.0 REFERENCES

- 42 United States Code §6901 et seq., Resource Conservation and Recovery Act of 1976
- Title 29 CFR §1910.119, Process Safety Management of Highly Hazardous Chemicals
- Title 29 CFR §1910.120, Hazardous Waste Operations and Emergency Response
- Title 40 CFR Part 264, Standards for Owners and Operators of Hazardous Waste Treatment, Storage, and Disposal Facilities
- Title 40 CFR Part 265, Interim Status Standards for Owners and Operators of Hazardous Waste Treatment, Storage, and Disposal Facilities
- Title 40 CFR Part 302, Designation, Reportable Quantities, and Notification
- Title 49 CFR Part 172, Hazardous Materials Table, Special Provisions, Hazardous Materials Communications, Emergency Response Information, and Training Requirements
- DOE Order 151.1C, *Comprehensive Emergency Management System*
- DOE Order 231.1A, *Environment, Safety and Health Reporting*
- DOE Order 5480.4, *Environmental Protection, Safety, and Health Protection Standards*
- DOE G 151.1-1, *Emergency Management Guide*
- DOE G 151.1-1, Volume 3, Section 3, Categorization and Classification of Operational Emergencies
- DOE Manual M 231.1-1A, *ESH Reporting Guide and Manual*
- DOE Policy 226.1, *Department of Energy Oversight Policy*
- DOE/WIPP 02-3286, *WIPP Contact-Handled Waste Handling Emergency Planning Hazards Assessment*
- DOE/WIPP-05-3331, *Waste Isolation Pilot Plant Remote-Handled Waste Handling Emergency Planning Hazards Assessment*
- U.S. Department of Transportation requirements for emergency response information (49 Code of Federal Regulations (CFR) §172.600 series) and hazardous materials training (49 CFR §172.700 series)
- NM4890139088-TSDF, *WIPP Hazardous Waste Facility Permit [HWFP]*, Attachment F, RCRA [Resource Conservation and Recovery Act, 42 United States Code §6901 et seq.] Contingency Plan
- Federal Standard KKK-A-1822A, Ambulances
- Hazardous Waste Facility Permit, NM4890139088-TSDF, New Mexico Environment Department
- Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III RCRA Contingency Plan, Attachment F to WIPP Hazardous Waste Facility Permit NM4890139088-TSDF

16.0 IMPLEMENTING PROCEDURES AND CHECKLISTS

16.1 CBFO Implementing Checklists

The following CBFO Implementing Checklists are found as attachments to this plan:

- CBFO-1 CBFO Manager Checklist
- CBFO-2 CBFO Emergency Representative Checklist
- CBFO-3 Emergency Facility Representative Checklist
- CBFO-4 DOE Spokesperson Checklist

16.2 WTS Implementing Procedures

A full list of WTS Implementing Procedures is contained in WP 12-9, *WIPP Emergency Management Program*.

APPENDIX - FEDERAL SUPPORT FOR RADIOLOGICAL EMERGENCIES

FRERP

The Federal response assistance for radiological emergencies is identified in the Federal Radiological Emergency Response Plan (FRERP). The FRERP provides the basis for implementing the response of specific Federal agencies and provision of coordinated Federal assistance for radiological emergencies. Each participating agency has responsibilities and/or capabilities. 15 Federal agencies participate in the FRERP, including: Department of Agriculture (USDA), Department of Energy (DOE), Environmental Protection Agency (EPA), and Federal Emergency Management Agency (FEMA).

The FRERP covers any peacetime radiological emergency that could require a response by the Federal Government. Notification will be received by FEMA. Implementation of the FRERP should not occur unless requested to augment State and County resources. The Federal response to a request for assistance can be divided into six major components that may involve as many as three lead Federal agencies at one time. As one of the lead agencies, FEMA is responsible for promoting coordination among the lead Federal agencies.

Other Federal officials may arrive prior to arrival of the lead Federal agencies and act under their own authorities to fulfill their responsibilities. During that brief period, those agencies will coordinate their activities among themselves and with the appropriate lead Federal agency as soon as they arrive concerning the status of ongoing response efforts. DOE, during the initial phases of the emergency, and the EPA thereafter, will assist to help coordinate offsite radiological monitoring and assessment activities. DOE will provide Radiological Assistance Program (RAP) teams and establish and operate the Federal Radiological Monitoring and Assessment Center.

FRMAC

The Federal Radiological Monitoring and Assessment Center (FRMAC) gathers radiological information such as plume and deposition predictions, air and ground concentrations, exposure rates and dose projections, assurance of data quality, and current meteorological conditions and weather forecasts. FRMAC provides the results of the data collection, sample analysis, evaluations, assessments, and interpretations to the key decision makers in the affected areas of the emergency. Monitoring continues until all of the surrounding areas where radioactivity was released are fully evaluated.

When a FRMAC is established it operates under the parameters of the Incident Command System (ICS) as defined in the National Incident Management System (NIMS). The Consequence Management Home Team (CMHT) will be activated immediately during normal business hours (Pacific Time Zone) and will be activated within 2 hours otherwise. The FRMAC deploys as a phased response. The Consequence Management Response Team (CMRT I) is “prepared for deployment” within 4 hours after activation; and can reach any location in the United States normally within 6-10 hours. CMRT II is “prepared for deployment” within 12 hours of activation, and additional personnel and equipment for CMRT Augmentation is underway within 24 hours of activation. If required, the full interagency FRMAC can be

operational in 24-36 hours after the LFA or state has asked for help. A FRMAC's size is tailored to the event and may consist of as few as 60 or as many as 500 people, depending upon the needs of the emergency situation.

The CMHT supports first responders in collecting and interpreting data while CMRT I is en route to the event scene, provides early data assessment resources before the FRMAC is set up, (i.e., a virtual FRMAC) functions as a conduit for NARAC predictive maps, interpreting early radiological measurements, etc., and provides updates and answers to early responder concerns. It functions as a virtual extension of the FRMAC when a full FRMAC has not yet been, or will not be, deployed. The same products and assistance are available in CMHT as with a full FRMAC with the exception of field monitoring capabilities. Advice can be provided regarding worker turn-back levels, monitoring routes, evacuation zones, and so forth. The CMHT maintains reachback capabilities to agencies with expertise to cover a variety of disciplines to assist with local concerns or needs.

The CMRT I response is a small, rapidly-deploying team focused on obtaining and assessing gross field monitoring measurements. It is capable of sustaining 24-hour operations for up to 72 hours. The CMRT I team is required to deploy with a 4-hour "wheels up" time following notification. The team includes 31 on-call personnel and 2,500 lbs (200 cubic feet) of equipment. This phase will serve as a quick response element to augment the Radiological Assistance Program (RAP). It also provides the core Command and Control for FRMAC contributions from other federal agencies. The team will incorporate all the disciplines necessary to support operations but only on a limited scale. These disciplines include radiation monitoring, sampling, analysis, assessment, health and safety, and support and logistics functions. It is designed for quick response and rapid radiological data collection and assessment in order to provide early health effects advice and timely characterization of the radiological situations to the officials responsible for making and implementing protective actions for the public. Each specific emergency may require a tailored response.

During CMRT II, protective actions focus on accurately defining areas where long-term relocation of the population may be warranted. CMRT II will focus on extensive field monitoring (collection, assessment, compilation, and archiving of data) and initial sample collection and sample processing for characterization and eventual handoff to the Environmental Protection Agency (EPA).

AMS

The Aerial Measurement Systems (AMS) provides fixed wing and helicopters equipped with radiological monitoring instrumentation to locate and track airborne and ground deposited radioactive materials. Information collected is provided to the Data and Assessment Group at FRMAC for organization, evaluation, interpretation and distribution to appropriate emergency management centers or agencies.

NARAC

The National Atmospheric Release Advisory Center (NARAC) provides predictive capability based on the Weather Information Display System (WINDS), information on local conditions, and monitoring data generated by FRMAC agencies to predict plume concentrations, ground deposition and potential doses to individual resulting from releases of radioactive materials. This

group also contributes to FRMAC monitoring plans to increase efficiency of data collection. Information obtained by the Group is provided to the Data and Assessment Group at FRMAC. The first NARAC predictive model can be expected within 15 minutes to 1 hour of activation.

RAP

The Department of Energy maintains the Radiological Assistance Program. RAP is a flexible, 24-hour, first-response capability to federal, state, tribal and local governments for incidents involving radiological emergencies. The RAP program includes emergency radiological response teams which are made available by FRMAP to any accident location. A number of specialized monitoring instruments are available to aid in the rapid assessment and mitigation of major nuclear accident consequences.

RAP can provide:

- Initial Assessment
- Monitoring/sampling
- Contamination Control
- Decontamination

RAP draws upon trained and experienced personnel with specialized competence within the areas of health physics, reactor safety, fire protection, public information and medicine. Selection of team personnel is based on the type and extent of an incident. RAP team response time is estimated to be approximately an hour or less.

Several dedicated emergency equipment kits and additional "state of the art" equipment items are available through RAP. Most of the equipment is packaged in portable kits. These kits contain such gear as portable survey instruments, air samplers, grass and soil samplings tools, protective clothing and miscellaneous items, such as rope, tape, warning signs, calculator, and record books.

ATTACHMENT 1
CBFO IMPLEMENTING CHECKLIST CBFO-1,
CBFO MANAGER CHECKLIST

1.0 CBFO Manager Responsibilities

The CBFO Manager is responsible for the overall executive direction of emergency planning, preparedness, and response for WIPP. The CBFO Manager receives notification of the event and remains in contact with the CBFO Emergency Representative to stay apprised of the emergency response. He/she (or the Deputy CBFO Manager) stands by and remains available to brief DOE Headquarters upper management, State of New Mexico executives, and/or the media at the Joint Information Center (JIC) on the emergency status. He/she provides direction to the CBFO Emergency Representative and may provide further guidance on interpretation of DOE orders, standards, or policy. He/she shall assist, when requested, with executive decisions and interface with high level government officials.

The CBFO Manager shall be responsible for ensuring that:

Personnel, emergency responders, the environment, property, and WIPP's mission are properly protected; DOE's interests are protected during the emergency response; Resources and funding necessary for the DOE WIPP response are obtained as needed; and, Communications with high-level Government officials are handled promptly and diplomatically.

2.0 CBFO Manager Procedures

The CBFO Manager implements the following procedures: Refer also to the CBFO Manager Checklist below. The CBFO Manager receives notification of an Operational Emergency; remains on standby; and maintains communication with the CER. He/she may optionally report to the JIC.

Directs/assists the WTS IC/ED, as appropriate, with strategic management of the incident;
Acts as an interface between the DOE WIPP ERO and high level government officials, as requested;
Authorizes funding to ensure sufficient personnel and resources are available; and
Appears at news briefings, as necessary and as requested.

3.0 CBFO Manager Checklist

FOR ALL OPERATIONAL EMERGENCIES

Time/Initials

1. Receive notification and incident status from the DOE CER.
2. Review the DOE WIPP Emergency Categorization/Classification that has been declared by the IC/ED (in accordance with WP 12-9 and Implementing Procedure WR 3906) and become familiar with the response actions that are to follow.
3. Confer in person or via telephone, e-mail, or other method, with DOE HQ EOC and upper management to verify incident status. Contact information is in the telephone list.
4. If appropriate, report to your Skeen Whitlock office. If needed or requested by the IC/ED or CER, report to the JIC.
5. Obtain briefing from the IC/ED, CER, or DOE Spokesperson
6. Establish and maintain liaison with the IC/ED, CER, and Spokesperson.
7. Standby to direct/assist the IC/ED and CER as needed and as requested.
8. Remain informed and apprised of the response actions being taken by both DOE WIPP and government authorities in order to ensure that employees, responders, the environment, property, and DOE's mission are properly protected.
9. Establish and maintain liaison with high-level government officials including Carlsbad, Eddy County, New Mexico State, and U.S Government personnel.
10. Make decisions and take actions to ensure funding and adequate personnel and resources necessary for the emergency response are available to the DOE WIPP Emergency Response Organization.
11. Review protective action directives to be given for DOE WIPP employees and personnel onsite and offsite as necessary.
 - Access Control
 - Assembly
 - Sheltering
 - Evacuation
12. Confirm and explain Protective Action recommendations to government officials for the general public around DOE WIPP, if required.
13. Review media releases, as necessary and as requested.
14. Participate as necessary in news briefings.
15. Participate in periodic information briefings with the IC/ED, CER, DOE Spokesperson, etc.
16. Maintain communication with the IC/ED CER, DOE Spokesperson, City, State, and Federal Agencies, as required.
17. Log activities, incident, events, times and related information.
18. Assist the IC/ED and CER in transition to Recovery and Reentry Activities, when appropriate.
 - In consultation with the IC/ED and CER, assist in appointing a Recovery Manager

ATTACHMENT 2

CBFO IMPLEMENTING CHECKLIST CBFO-2, CBFO EMERGENCY REPRESENTATIVE CHECKLIST

1.0 CBFO Emergency Representative Responsibilities

The CBFO Emergency Representative (CER) is the lead CBFO responder and representative during a WIPP emergency. He/she provides oversight and monitoring for the DOE CBFO Manager in the WIPP Emergency Operations Center (EOC) when it is activated. The CER also provides WTS with guidance on DOE interpretation of orders, standards, or policy, provides support, and assists with issue resolution.

While the CER's primary activities in the EOC are associated with oversight and monitoring of contractor performance, the authority of the designation comes from the CBFO Manager. In that capacity, the CER serves as the CBFO Manager's representative until relieved by another CER or the CBFO Manager. As the CBFO Manager's representative, the CER's authority is specific to providing the contractor with guidance on DOE interpretation of orders, standards or policy, where required. In the event of a dispute, disagreement or misunderstanding that cannot be immediately resolved, the CER is to contact the CBFO Manager for direction.

2.0 CBFO Emergency Representative Procedures

The CER provides DOE oversight and monitoring of the emergency response, and DOE representation in the emergency response organization. He/she receives notification of the event and reports to the EOC. The CER is part of the WIPP CMT and the EOC cannot be considered opened and operating without a CER present. The primary purpose of the CER in the EOC is to monitor the contractor's performance in managing the emergency. This entails overseeing crisis management and operations. The CER will review crisis management decision points, such as:

- Event categorization and classification
- Consequence analysis
- Protective Actions
- Recovery

The CER reviews media releases for technical content and ensures local government authorities have been notified. The CER also provides WTS with guidance on DOE interpretation of orders, standards, and policy. The CER notifies DOE emergency personnel, including the CBFO Manager, DOE Headquarters, and the DOE spokesperson and keeps them apprised of the emergency status.

3.0 CBFO Emergency Representative Checklist

FOR ALL OPERATIONAL EMERGENCIES

Time/Initials

1. Receive notification and incident status from the FSM/IC.
2. Review the DOE WIPP Emergency Categorization/Classification that has been declared by the FSM/IC/ED (in accordance with WP 12-9 and Implementing Procedure WR 3906) and become familiar with the response actions that are to follow.
3. Obtain all pertinent information and fill out the attached CER Information Form.
4. Notify and provide incident status to DOE HQ EOC Watch officer, CBFO Manager, CBFO Director of Site Operations, CBFO Facility Representative, and MSHA, if required, using the completed CER Information Form. Fax form, if appropriate.
5. Report to the EOC or AEOC and set up work area and communications.
6. Obtain briefing from the IC/ED, EFR, and/or EOC Staff. Key items of interest will be emergency conditions and impact on worker and public safety.
7. Establish and maintain liaison with the IC/ED, EFR, CBFO Manager, HQ EOC, and DOE Spokesperson. Keep CBFO Manager and HQ EOC informed of emergency status and response operations.
8. Ensure notifications to offsite authorities (City, County, State, and Federal) have been made.
9. Monitor WTS emergency response actions and review crisis management decision points such as: Event categorization and classification, Consequence analysis, Protective Actions, and Recovery.
10. Provide WTS with guidance on DOE interpretation of orders, standards, or policy and provide support and assist with issue resolution. In the event of a dispute, disagreement or misunderstanding that cannot be immediately resolved, contact the CBFO Manager for direction.
11. Direct/assist the IC/ED, EOC Staff, and EFR as needed and as requested.
12. Remain informed and apprised of the response actions being taken by both DOE WIPP and government authorities in order to ensure that employees, responders, the environment, property, and DOE's mission are properly protected.
13. In concurrence with the CBFO Manager, establish and maintain liaison with government officials including Carlsbad, Eddy County, New Mexico State, and U.S Government personnel.
14. Confer with CBFO Manager and take actions to ensure funding and adequate personnel and resources necessary for the emergency response are available to the DOE WIPP Emergency Response Organization.
15. Review protective action directives to be given for DOE WIPP employees and personnel onsite and offsite, as necessary.
 - Access Control
 - Assembly
 - Sheltering
 - Evacuation

16. Confirm and explain Protective Action recommendations to government officials for the general public around DOE WIPP, if required.
17. Review all media releases for accuracy and appropriateness.
18. If requested, participate in news briefings.
19. Participate in periodic information briefings with the IC/ED, EFR, CBFO Manager, DOE Spokesperson, etc.
20. Maintain communication with the IC/E, EFR, CBFO Manager, DOE Spokesperson, City, State, and Federal Agencies, as required.
21. Log activities, incident, events, times and related information.
22. Assist the IC/ED and CER in transition to Recovery and Reentry Activities, when appropriate.
 - In consultation with the IC/ED and CER, assist in appointing a Recovery Emergency Representative
23. Notify and provide emergency termination notification/information to DOE HQ EOC Watch officer, CBFO Manager, CBFO Director of Site Operations, CBFO Facility Representative, and MSHA, if required, using the completed CER Information Form.

CBFO EMERGENCY REPRESENTATIVE INFORMATION FORM

INITIAL NOTIFICATION STATUS UPDATE TERMINATION

Date _____ Time (include zone): _____ Name _____

Incident Location:

Emergency Category/Classification: *Operational Emergency*

Not Classified OE:

- General Health & Safety Environmental Offsite DOE Transportation
 Safeguards & Security Biological

Classified OE:

- Airborne Hazardous Materials Release (Radioactive or Chemical)
 Alert Site Area Emergency General Emergency

Description of Incident (include dates/times/time zones):

| |
|--|
| |
| |
| |
| |

Notifications:

POC Name:

| | |
|--|--|
| HQ/EOC 1-202-586-8500 | |
| DOE Duty Officer | |
| CBFO Manager or Deputy Manager 234-7333; 706-0200; 302-6305 | |
| CBFO Site Operations Director 234-8316; 234-7208; 706-0069 | |
| Facility Representative | |
| MSHA 1-888-746-1553 (See P. 4, 30 CFR Part50) | |
| If 30 CFR Part 50 applies, NM Bureau of Mines 1-866-553-1532 | |
| Others | |

Casualties, if any (Identify if DOE Employee or contractor or public. Include number of personnel, nature of injuries, treatment status, and next-of-kin notifications):

| |
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| |

Status of affected facility/site or activity:

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|--|
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| |

Status of other facilities/operations/activities on the site:

| |
|--|
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| |
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| |

Release Information (if any):

A. Release in Progress: Yes No

B. Material: Radiological Chemical Biological

C. Nature of release: Airborne Waterborne Ground

Status: Continuing Intermittent Terminated

Source: _____ Quantity: _____ Rate: _____

Material: Name _____ Concentration _____

Other release information:

Protective Action Decisions/Recommendations and Health Effects:

Onsite:

| |
|--|
| |
| |
| |

Offsite:

| |
|--|
| |
| |
| |

Field Notifications Made – *Notifications complete:* Yes No

Organization POC Date/Time

| | |
|----|--|
| A. | |
| B. | |
| C. | |

(If more space is needed use blank lines at the end of the form)

Meteorological Conditions:

Wind Speed ___ mph Wind direction from ___ to ___ Stability class _____

Temperature _____ Precipitation: ___ Yes ___ No

Conditions/Forecast:

| |
|--|
| |
| |

Media Interest: Level of media interest at the emergency scene or at the facility/site:

| |
|--|
| |
| |

Crisis Management Team:

M&OC

| | | | | | |
|----------------|--|-------------|--|-----------------------------|--|
| Crisis Manager | | Safety Rep. | | Operations Rep. | |
| Deputy CM | | EOC Manager | | Consequence Assessment Rep. | |
| Public Affairs | | Other | | | |

CBFO

| | |
|--------------------------|--|
| Emergency Representative | |
| Facility Rep | |

Post Event Notifications:

| | |
|---|--|
| HQ/EOC 1-202-586-8500 | |
| DOE Duty Officer | |
| CBFO Manager or Deputy Manager 234-7333; 706-0200; 302-6305 | |
| CBFO Site Operations Director 234-8316; 234-7208; 706-0069 | |
| Facility Representative | |
| MSHA 1-888-746-1553 | |
| If 30 CFR Part 50 applies, NM Bureau of Mines 1-866-553-1532 | |
| Others | |

30 CFR Part 50

Accidents Requiring MSHA Notification as defined by Sec. 50.2 Definitions.

(h) Accident means,

- (1) A death of an individual at a mine;
- (2) An injury to an individual at a mine, which has a reasonable potential to cause death;
- (3) An entrapment of an individual for more than thirty minutes;
- (4) An unplanned inundation of a mine by a liquid or gas;
- (5) An unplanned ignition or explosion of gas or dust;
- (6) An unplanned mine fire not extinguished within 30 minutes of discovery;
- (7) An unplanned ignition or explosion of a blasting agent or an explosive;
- (8) An unplanned roof fall at or above the anchorage zone in active workings where roof bolts are in use; or, an unplanned roof or rib fall in active workings that impairs ventilation or impedes passage;
- (9) A coal or rock outburst that causes withdrawal of miners or which disrupts regular mining activity for more than one hour;
- (10) An unstable condition at an impoundment, refuse pile, or culm bank which requires emergency action in order to prevent failure, or which causes individuals to evacuate an area; or, failure of an impoundment, refuse pile, or culm bank;
- (11) Damage to hoisting equipment in a shaft or slope which endangers an individual or which interferes with use of the equipment for more than thirty minutes; and
- (12) An event at a mine which causes death or bodily injury to an individual not at the mine at the time the event occurs.

ATTACHMENT 3
CBFO IMPLEMENTING CHECKLIST CBFO-3,
CBFO EMERGENCY FACILITY REPRESENTATIVE CHECKLIST

1.0 CBFO Emergency Facility Representative Responsibilities

The CBFO Emergency Facility Representative (EFR) is responsible for liaison between the IC, either at the incident scene or the CMR, and CBFO through the CER at the EOC. The EFR communicates with the IC and keeps the CER apprised of the status of the on-scene response. He/she in turn keeps the on-scene IC apprised of the status of the overall WIPP emergency response. .

The EFR is responsible for:

Monitoring and assessing the incident scene response and informing/updating the CER of these activities;
Advising the CER on actions taken, and resources available/needed by the on-scene IC; and,
Functioning as a liaison between the CER, the on-scene IC, and on scene responders such as Fire/Rescue/Medical responders.

2.0 CBFO Emergency Facility Representative Procedures

Under normal conditions, the DOE Facility Representative (FR) is the CBFO Safety and Health representative to the FSM. Upon notification of any off-normal condition, the FR joins the FSM onsite and on scene and provides liaison with CBFO. If the FSM declares an Operational Emergency (OE), he/she becomes the IC. The FR subsequently becomes a CBFO emergency responder and is called the Emergency Facility Representative. (EFR) The EFR stays with the IC and provides updates and continuous liaison with CBFO through the CER.

The EFR shall implement the following. Refer also to the CBFO Emergency Facility Representative Checklist below.

Report to and establish communication with the on-scene IC and/or other WIPP responders at the incident scene or the CMR;

Monitor and assess the incident scene response, including accident assessment, categorization/classification, and protective actions;

Advise the CER on actions to be taken, direction/assistance, and resources available/needed by the on-scene IC and other on-scene responders;

Keep the CER informed of the incident scene response;

Keep the on-scene IC and on-scene response personnel apprised of the status of the overall WIPP Emergency Response;

Relay requests from the on-scene IC for additional resources or direction/assistance as necessary; and,

Act as liaison between CER, the on-scene IC, and on-scene responders such as Fire/Rescue/Medical responders.

3.0 CBFO Emergency Facility Representative Checklist

FOR ALL OPERATIONAL EMERGENCIES

Time/Initials

1. Upon notification of an off-normal event or OE, report to the incident scene or CMR.
2. Receive a briefing from the FSM/IC or CMRO.
3. Establish and maintain communications with the CER (and/or EOC staff prior to arrival of the CER at the EOC)
4. Advise the CER when all required communications with the on-scene IC are established.
5. Act as liaison between the CER, the on-scene IC, and on-scene responders such as Fire/Rescue/Medical responders.
6. Monitor and assess the incident scene response, including accident assessment, categorization/classification, and protective actions; and inform/update the CER (or EOC staff) of these activities.
7. Advise the CER on actions to be taken, directions/assistance, and resources available/needed by the on-scene IC and other on-scene responders.
8. Keep the CER informed of the incident scene response.
9. Keep the IC and on scene personnel apprised of the status of the overall WIPP Emergency Response.
10. Relay requests from the on-scene IC for additional resources, personnel, direction, or assistance, to the CER, as necessary.
11. Periodically or as directed by CER, transmit on-scene status and technical information for relay to City/State/Federal agencies.
12. Provide technical input regarding on-scene actions/response and technical information to the DOE Spokesperson or CBFO Manager as directed/requested by the CER.
13. Maintain log of events, time, and information.
14. Assist in termination of the emergency and in Recovery and Re-Entry Planning.

ATTACHMENT 4 CBFO IMPLEMENTING CHECKLIST CBFO-4, CBFO DOE SPOKESPERSON CHECKLIST

1.0 CBFO DOE Spokesperson Responsibilities

The DOE CBFO Spokesperson is responsible for advising the JIC Manager on DOE policy; making key DOE Headquarters and stakeholder notifications; and providing briefings to the media, DOE Headquarters, and affected operations and field offices.

2.0 CBFO DOE Spokesperson Procedures

The DOE Spokesperson receives notification of the event and remains in contact with the CBFO Emergency Representative and CBFO Manager, as appropriate.

He/she reports to the JIC if it is activated and will ensure that the initial emergency notification, as well as all subsequent news releases, are faxed to DOE Headquarters and all affected DOE organizations not represented in the JIC.

The DOE CBFO Spokesperson conducts all JIC media briefings. And, in addition will coordinate with the EOC Crisis Manager, the DOE CBFO Emergency Representative, DOE Headquarters, and other affected DOE organizations, as well as any external agency representatives in the JIC, in the review of information to be released to the news media and the public. The DOE CBFO Spokesperson has final authority to approve the information released.

3.0 CBFO DOE Spokesperson Checklist

FOR ALL OPERATIONAL EMERGENCIES

Time/Initials

1. Receive notification and incident status from the FSM/IC/CM/CMRO.
2. Review the DOE WIPP Emergency Categorization/Classification that has been declared by the FSM/IC/ED (in accordance with WP 12-9 and Implementing Procedure WR 3906) and become familiar with the response actions that are to follow.
3. After notification of JIC activation, report to the JIC, sign in, pick up the DOE CBFO Spokesperson position binder, and receive a briefing about status of the emergency from the JIC Manager.
4. Obtain briefing from the CER and/or EOC Staff. Key items of interest will be emergency conditions and impact on worker and public safety.
5. Make telephone notifications to DOE officials using the DOE Notification Call List included in the DOE CBFO Spokesperson position binder.
6. Maintain an open telephone line with DOE Headquarters (either the HQ EOC or the Public Affairs Office).

7. Establish and maintain liaison with the CER and CBFO Manager. Keep CBFO Manager informed of JIC operations and status. Request CBFO Manager to brief the media, as necessary.
8. If it is determined that other DOE sites can be of assistance, use the DOE Notification Call List to contact other DOE public affairs offices at those sites.

NOTE

Use telephone dedicated to the DOE CBFO Spokesperson for notification and to maintain an open line of communication with DOE Headquarters EOC (if activated) or the DOE Headquarters Public Affairs Office (if HQ EOC is not activated).

DEVELOPMENT AND APPROVAL OF NEWS RELEASES

The operational objective of the JIC is to issue initial emergency notification to the public within **25 minutes** of JIC activation. A further objective is to issue an event-specific news release, including event categorization and classification information, within **one hour** of emergency categorization or as information becomes available.

NOTE

The DOE CBFO Spokesperson or the JIC Manager has the authority to delay one or both of these releases if necessary to ensure accuracy of information related to emergency conditions.

INITIAL PUBLIC NOTIFICATION

The initial emergency notification is a preapproved document that the JIC Writer will edit to include the proper date and time. The DOE CBFO Spokesperson will ensure that the initial emergency notification, as well as all subsequent news releases are faxed to DOE Headquarters and all affected DOE organizations not represented in the JIC. The development and approval process for all subsequent JIC/DOE news releases is detailed in Attachment 5, JIC News Release Development/Review/Approval/Distribution Flowchart:

DISTRIBUTION OF NEWS RELEASES

CONDUCTING A NEWS CONFERENCE

The DOE CBFO Spokesperson or their designee will conduct all news conferences. It is the operational objective of the JIC to conduct the first news conference within one hour of activation, or as soon thereafter as sufficient and accurate information is obtained. A news conference may be held without the full set-up of the Skeen-Whitlock Building auditorium, if necessary. At least two news conferences should be held each day, or as developments emerge. When a determination has been made that a news conference is to be conducted, the JIC Manager will convene the DOE CBFO Spokesperson, the News Media Information Manager, the Assistant JIC Manager, the Technical Spokesperson, and other affected external agency/site representatives to review the information to be provided in the news. What has transpired (i.e., spill, release, cave-in, wreck, fire, explosion, alert, site area emergency, general emergency). What the impact is (protective actions, injuries, contaminations, evacuations, sheltering on-site/off-site). What is being done to respond to the emergency (rescue, fire or medical response, field monitoring, EOC/JIC activated, coordination with other agencies).

NOTE

Ensure that critical emergency information, such as protective actions, receives precedence at news conferences. Open the news conference with a short summary and defer to the county representative to restate any protective action recommendations.

NOTE

At the news conference, response actions that are the responsibility of external organizations will be addressed by those organizations. Spokespersons should speak only to their respective areas of responsibility and defer questions to the appropriate agency spokesperson(s). Notify the news media of conference protocols prior to each conference.

9. Provide a statement on the event that includes information about the event and the on-site response. If protective action is warranted, the DOE CBFO Spokesperson will defer to the affected county or the state spokesperson to provide those details first.
10. Pay particular attention to rumors or inaccurate information and provide clarification to address such issues.
11. Conduct a question and answer session. Introduce subject matter experts or external agency representatives who can best provide answers.
12. If external organizations are not participating in the JIC, get approval from those agencies, usually by telephone, to discuss the protective actions with the public media.

**TRANSPORTATION EMERGENCY NEWS RELEASE DEVELOPMENT,
REVIEW AND DISTRIBUTION**

The process for development, review, and distribution of news releases related to an off-site WIPP transportation emergency is similar to that followed for a WIPP site emergency.

13. Work with the on-site and off-site organizations at the scene and to disseminate public information.
14. Provide the draft news release, via fax, to DOE Headquarters for review and comment.

NOTE

The Incident Commander at the scene of the transportation incident has overriding authority to approve all information to be released to the public/media.

TRANSPORTATION EMERGENCY NEWS CONFERENCES

NOTE

To the extent applicable transportation emergency news conferences conducted at the CBFO JIC will follow the guidelines detailed in Section 6.5 of WP 11-EA.01, Joint Information Center Operations Program Plan.

15. Information disseminated in these conferences will be coordinated with the DOE Albuquerque Operations Office EOC, DOE Headquarters, the on scene Public Affairs Officer (PAO), and the Incident Commander.

NOTE

A summary of each news conference will be prepared by a member of the News Media Team and provided to the News Media Information Manager for distribution to all JIC participants by the Distribution Support Team.

16. Remain informed and apprised of the response actions being taken by both DOE WIPP and government authorities.
17. Remain informed of protective actions for DOE WIPP employees and personnel onsite and offsite.
 - Access Control
 - Assembly
 - Sheltering
 - Evacuation
18. Confirm and explain Protective Action recommendations for the general public around DOE WIPP to the media, if required.
19. Review all media releases for accuracy and appropriateness.
20. Participate in periodic information briefings with the IC/ED, CER, CBFO Manager, etc.
21. Maintain communication with the IC/E, EFR, CBFO Manager, City, State, and Federal representatives, as required.
22. Log activities, incident, events, times and related information.
23. Assist in transition to Recovery and Reentry Activities, when appropriate. Notify and provide emergency termination notification/information to DOE HQ and CBFO Manager.

**ATTACHMENT 5
JIC NEWS RELEASE DEVELOPMENT/REVIEW/APPROVAL/
DISTRIBUTION FLOWCHART**

Joint Information Center Operations

**News Release-Flowchart
Development/Review/Approval/ Distribution**

