

SP EMERGENCY PLANNING ACTION PLAN

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SP ACTION PLAN FOR EMERGENCY PREPAREDNESS

I. INTRODUCTION

The Office of State Programs is responsible for two elements of the NRC emergency preparedness program: assisting State and local governments in radiological emergency response planning along with other Federal agencies; coordinating the NRC activities for responding to national emergency conditions, known as the national emergency preparedness program.

Both of these activities have been essentially outside the licensing process and outside the NRC Incident Response Program.

II. SUMMARY AND CONCLUSIONS

This SP Action Plan addresses the major work remaining in the two SP emergency preparedness activities and the resources needed. It emphasizes the demands that are likely to be placed on SP (and other NRC offices) as a result of legislative initiatives. The action plan, along with those of NRR, IE and NMSS, reflect significant involvement of State and local government emergency planning in the NRC licensing process.

III. OFFICE OF STATE PROGRAMS RESPONSIBILITIES RELATIVE TO EMERGENCY PREPAREDNESS

A. Radiological Emergency Response Planning.

The Office of State Programs carries out the NRC's "lead agency" responsibilities among involved Federal agencies for assisting the States and local governments in developing radiological emergency response plans supportive of fixed nuclear facilities and for transportation accidents involving radioactive materials. NRC's responsibilities, and the responsibilities of other involved Federal agencies, are assigned in a Federal Register Notice of December 24, 1975 (40 FR 59494) and in NRC Manual Chapter 0141.

B. Coordination of National Emergency Preparedness Activities of the NRC.

1. SECY-76-133, dated March 5, 1976, assigned responsibility to Office of State Programs.
2. Basic authority for program is two Executive Orders: E.O. 11490, as amended, and E.O. 12148.
3. NRC Manual Chapter 0141.

IV. CURRENT OFFICE OF STATE PROGRAMS PROGRAM AND CAPABILITIES

A. Program

1. Radiological Emergency Response Planning.

The current program is designed to carry out NRC's assigned responsibilities and consists of:

- a. Providing guidance to other Federal agencies who have an assigned role to assist the States and local governments in matters under the purview and responsibilities of these other Federal agencies.
- b. Providing and coordinating guidance to the States and local governments.
- c. Providing training (in cooperation with other Federal agencies) to the States and local governments.
- d. Providing field assistance to the States and local governments in developing emergency plans.
- e. Reviewing and concurring in State and local government radiological emergency response plans.
- f. Observing and evaluating (along with other Federal agencies) exercises that test emergency plans.

2. National Emergency Preparedness Program.

This program consists of the following:

- a. Identification of NRC emergency functions to be performed during any national emergency condition.
- b. Identification of NRC essential, uninterruptible functions to be performed during a nuclear war emergency.
- c. Development of plans and procedures for carrying out these functions.
- d. Development of lines of succession within NRC.
- e. Designation of Emergency Executive Teams to carry out emergency and essential functions during national emergencies.
- f. Provide for delegation of authority to Successors and Executive Teams.
- g. Identify and equip, as needed, emergency operating facilities for Executive Teams.
- h. Identify records vital to carrying out NRC's emergency and essential functions; arrange for storage and updating at emergency operating facilities.
- i. Issuance of guidance to NRC Regions concerning their role in National Emergency Preparedness and review resulting plans, procedures and arrangements.
- j. Preparation of a Manual Chapter and associated handbook to include most of above items.
- k. Participation in interagency national emergency preparedness exercises.
- l. Conduction of internal NRC exercises and tests.

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B. Capabilities (Resources)

1. Radiological Emergency Response Planning.

- a. Current staffing for this program consists of 3 professionals and one clerical employee, all permanent staff.
- b. FY 79 budget for this program is \$625,000.

2. National Emergency Preparedness.

- a. Personnel - Two professionals and one clerical (part time) in SP. Contacts for program designated in NRR, IE, NMSS, SD, RES, ADM, and ELD.
- b. Resources - \$40,000 line item in SP FY-79 budget, primarily for renting and equipping an emergency operating facility (EOF), for one of 3 NRC Executive Teams. (NRC Incident Response Center and FEMA Special Facility serve as the two other EOFs needed for NRC Executive Teams).

Note: As of June 1979, the SP National Emergency Preparedness staff, two permanent technical assistants to the Office Director, and 3 permanent NRR employees have been detailed to the Radiological Emergency Response Planning Staff. This arrangement was directed by the EDO to be effective until October 1, 1979.

V. OFFICE OF STATE PROGRAMS REQUIREMENTS AND NEEDS

A. Radiological Emergency Response Planning Program.

1. Program Deficiencies

The following program deficiencies or weaknesses have been identified:

- a. Guidance for radiological emergency response planning and preparedness although relatively extensive is incomplete.

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The main deficiencies exist in areas of guidance to be developed by other Federal agencies. Deficiencies are as follows:

- (1) Protective Action Guides (PAGs) for radiological exposure to humans have been developed by EPA but currently only exist as EPA "Agency Guidance." EPA needs to convert these PAGs to "Federal Guidance." Protective Action Guides for foods and animal feeds have been developed by HEW-FDA-BRH, but exist only as a proposed rule (43 FR 58790, December 15, 1978) as proposed guidance. HEW needs to convert these PAGs to "Federal Guidance" (Ref: December 24, 1975 (40 FR 59494)).
- (2) There are no Federal policy and definitive guidance, on the administration of a thyroid blocking agent (KI) as a protective measure. This is a responsibility of HEW-FDA-BRH. HEW work in this area currently consists of a December 15, 1978, "Request for Submission of New Drug Applications," (43 FR 58798) to manufacturers for KI tablets. National Council on Radiation Protection and Measurements (NCRP) Report No. 55 of August 1978, is a definitive work validating the efficiency of thyroid blocking as a valid protective measure under some situations, but the report itself does not constitute official "Federal Guidance." HEW needs to develop Federal policy and guidance on this matter, including authorizing manufactures responding to the Dec. 15, 1978 Federal Register Notice to proceed with manufacture of the KI

tablets in proper dosage. Federal government decisions must be made as to who will pay for these drugs (Federal, State, local governments or licensees) and policy should be developed concerning how and where the drug is to be stored and made available when needed. (Ref: December 24, 1975 (40 FR 59494))

- (3) Guidance for medical and para-medical emergency personnel needs to be developed in the radiological emergency response area. This is an HEW responsibility. (Ref: December 24, 1975 (40 FR 59494))
- (4) Guidance, on the types of emergency instrumentation that may be useful to assess accident consequences off-site, needs to be developed. Guidance on accident assessment techniques needs to be developed for States and local governments, NRC, EPA, HEW, and DCPA have these responsibilities. (Ref: December 24, 1975, (40 FR 59494).
- (5) The emergency planning basis (in terms of scoping adequate planning) needs to be established for States and local governments, and for the Federal effort as well. The NRC/EPA Task Force on Emergency Planning has addressed this matter in its December 1978 report (NUREG-0396/EPA 520/1-78-016). Task Force recommendations concerning this report have been sent to the Commission and the EPA Administrator. (SECY- -).
- (6) Standardized accident exercise scenarios need to be developed to test licensee, State, local and Federal emergency plans. NRC, (SP and SD) has assumed this responsibility.

- b. Training for radiological emergency response planning and preparedness, although relatively extensive, needs to be refined and expanded. The main deficiencies exist in the following areas:
- (1) Training programs for medical and para-medical emergency personnel need to be developed in the radiological emergency response area. This is an HEW responsibility. (Ref: December 24, 1975, (40 FR 59494)).
 - (2) Training in the implementation of the use of planning zones as recommended by the NRC/EPA Task Force on Emergency Planning needs to be developed if the Commission and EPA Management adapt recommendations. NRC, EPA, HEW and the new FEMA should assume this responsibility.
- c. Field Assistance to States and local governments needs to be expanded. Currently, Federal Interagency Regional Advisory Committees (with headquarters support), exist in all of the 10 Standard Federal Regions, to assist States in these regions in their planning effort. This committee arrangement was established by NUREG-0093/1 (June 1976, revised January 1, 1979). Supporting Federal agencies need to renew their commitment to continue support of this interagency effort to assist in development of States and local radiological emergency response plans, the review and concurrence in these plans, and the critiquing of exercises that test the plans. NRC offices currently supporting the field assistance effort with the States and locals are SP and IE. NRR's action plan for improving

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emergency planning on the part of licensees is to be coordinated with the established program to assist the States and local governments in their emergency planning efforts.

2. Capabilities (Resources) Deficiencies.

The following capabilities (resources) deficiencies have been identified:

a. Staffing.

The current SP staff assigned to this effort, is too small to do the job with the 40 States and several hundred local governments that now need or will need support in this area. An increase in Staff of about 8 professionals has been proposed by the Office Director and is also pending Congressional legislation. Some of these personnel need to be assigned to the NRC Regional Offices which oversee the bulk of nuclear power activities in this country, namely NRC Regions I, II and III. This proposed staff increase is related to the stepped up State plan concurrent activity and did not contemplate OSP converting our present emergency planning guidelines into Regulation. If S-562 becomes law, we will have 6 months to accomplish this task. Additionally, no consideration has been given to nuclear facilities in the Construction Permit (CP) stage. If S-562 becomes law, each OL application must contain a copy of a concurrent-in State plan. The Office must also plan for the task of observing and critiquing annual tests and exercises of State and local government

radiological emergency response plans in the 12 States where concurrence has been achieved. This is a first order task if plans are to be periodically tested (which they must be). Exercises are to be evaluated, and emergency plans updated, improved, and maintained. Several hundred local governments will need plans, in the 40 States that will ultimately require plans. The Hart Bill (S-562) talks of site specific plans. Local government emergency planning is site specific and will require much needed attention.

If the NRC/EPA task force recommendations are put into place (as they probably will be within the next year) States will have to provide for emergency planning zones of about 10 miles around each reactor site for the plume exposure pathway and about 50 miles for the food ingestion pathway. The States will need constant help and encouragement for this work. This assistance will stretch out over a period of many months. We will need staff to support this effort. This effort will involve counties that to date have had no experience in radiological emergency planning.

Over the long haul to run the program properly, something in the neighborhood of about 6 more positions, over and above the 8 originally now under consideration will probably be required. This would mean a staff increase of about 14 during FY 1980.

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b. Budget.

The current proposed budget (as marked) for SP for FY 80 (less the requested supplemental) is inadequate to continue the level of support in guidance development, training and field assistance that is necessary. The SP Supplemental request to FY 80 identifies a number of areas where funding is required to support the development of Emergency instrumentation guidance, procurement of special inexpensive radiological instrumentation and sampling devices (radioiodine) for the States and local governments and grant funds to assist those States and local governments that have acute emergency planning problems because of power plant sitings in high density population areas. Additionally, the SP FY 80 Supplemental request includes funds for the continued study of LLL's ARAC system for potential use by States and local governments.

B. NATIONAL EMERGENCY PREPAREDNESS PROGRAM (DEFICIENCIES AND CAPABILITIES)

1. Relationship to Incident Response Program needs further clarification.
2. Draft Manual Chapter 0601 not acceptable to all Offices, particularly those portions that call for office plans and procedures for carrying out assigned emergency and essential functions. This has stymied development of much of the Handbook to Manual Chapter.
3. There is difficulty in generating interest in this program because of its remoteness from every day activities and the presumption, by many, that a nuclear war emergency will not happen or if it does NRC will be out of business. Further, the NRC role in other types of national emergencies is difficult to visualize.

1072 023

4. The EDO has instructed the Director, J.P., to use the personnel resources normally involved in national emergency preparedness in the program of assistance to State and local governments in RERP.
5. The recently established Federal Emergency Management agency could give the program a boost.
6. Greater recognition on the part of all offices within NRC that this is an activity that involves the entire agency is needed.

VI. OFFICE OF STATE PROGRAMS ACTION PLAN (by problem topic)

A-1 Federal Response Plan for Peacetime Nuclear Emergencies (FRPPNE),*
(or its successor) should be clarified with respect to NRC's
statutory responsibilities.

1. Immediate Actions.

a. Query FEMA on status of FRPPNE. If document is no longer operative, dismiss problem as it relates to the FRPPNE and turn to possible successor.

b. If document still operative:

(1) get FEMA statement of exact status;

1. (2) perform detailed review of FRPPNE and Atomic Energy Act and list potential conflicts;

(3) propose changes based on (1) and (2) above.

c. If FRPPNE is not operative, use results of b(2) and (3) in NRC contribution to any successor to FRPPNE.

2. Long-range action and Tentative Schedule (applicable only to successor to FRPPNE).

a. Work with FEMA in the development of the President's "Nationa

* The FRPPNE was promulgated by the Federal Preparedness Agency (now part of FEMA) in April 1977 as interim guidance to Federal agency in the revision of existing plans and the preparation of any required new plans. It is guidance for peacetime nuclear emergency response planning. It is not a Federal response plan, per se. It has not been issued as permanent guidance. With one exception, the planning called for by NRC in the FRPPNE has been done or continues to be done. The exception calls for an NRC plan to respond to a Category III incident where there is widespread radioactive contamination at a licensed nuclear facility in a remote area with limited casualties but significant property damage.

Contingency Plan" called for in the Senate NRC Authorization Bill (Early 1980)

- b. Assume results of b(2) and (3) above are included in the "National Contingency Plan."
- c. Take position with FEMA that the "National Contingency Plan" replace FRPPNE* and that its relationship to IRAP be carefully considered with one alternative being to replace IRAP (Early 1980)

Notes: 1) Language of Senate NRC Authorization Bill requires that "National Contingency Plan" be developed with 120 days of date of enactment.
2) Resolution of this problem is contingent upon the determination, by legislation, interagency agreement or otherwise, of NRC's response role at an accident at a licensee facility:

A-2: Formal arrangements are ill defined for interagency coordination including Federal, State and local; the process currently is on a voluntary basis.

1. Immediate Actions.

- a. Outline NRC view of what agencies should be involved in Federal coordinated radiological emergency response and how coordination should take place. Seek other agencies' agreement.
- b. Outline NRC view of how Federal agencies should relate to and coordinate with State and local government agencies in such an emergency response. Seek other agencies' agreement.

Note: a. and b. above would become part of NRC plan called for in Senate NRC Authorization Bill which in turn would become part of "National Contingency Plan."

* See footnote on page 11.

- c. Use comments on advanced notice of rulemaking for other ideas on respective roles of Federal, State and local governments and coordination amongst them.

2. Long-range Actions and Tentative Schedule

- a. Complete NRC agency plan for responding to nuclear accidents (March 1980).
- b. Stake out prominent role for NRC in development of the National Contingency Plan under FEMA leadership (Late 1979 - Early 1980).
- c. Work with FEMA to seek a consensus among States concerning the proper roles for State and local governments in radiological emergency response and include this consensus in NRC and National Contingency Plan (Early 1980).
- d. Include appropriate language in NRC regulations related to State and local radiological emergency response plans on coordination among the various levels of government both in the planning and response periods (March 1980).

A-3 There is no integrated Federal mechanism for the funding of State and local Agencies to support radiological emergency response planning and preparedness.

1. Immediate Actions.

- a. Complete the NRC Funding Study, (The Salomon Report, NUREG-0553).
- b. Bring the report forward to the Commission and to FEMA, as a "first-look" at the funding problem. Outline options for future action by NRC and FEMA.
- c. NRC request FY 80 budget supplemental to assist States and locals with pressing emergency planning problems via contractual route.

2. Long-range Actions and Tentative Schedule.

- a. NRC with FEMA develop proposed rulemaking or legislation to resolve the funding problem (December 1980).

B-4 The NRC responsibilities delineated in FRPPNE have not been implemented within NRC (or most other Federal agencies).

1. Immediate Actions

- a. Query FEMA on status of FRPPNE.* Determine if FEMA expect NRC and other Federal agencies to do planning outlined in FRPPNE.
- b. Take position with FEMA that "National Contingency Plan" referred to in NRC Senate Authorization Bill should be under its leadership and should replace FRPPNE* and perhaps IRAP.
- c. Determine which NRC office should take the lead in preparing NRC agency plan and in working with FEMA on the "National Contingency Plan."
- d. Start work on NRC agency response plan and the "National Contingency Plan" called for in the Senate NRC Authorization Bill.

2. Long-range Actions and Tentative Schedule

- a. Complete NRC agency response plan taking into account responsibilities outlined in FRPPNE* (March 1980).
- b. Assist FEMA in completing the "National Contingency Plan;" assuring that the NRC agency plan is compatible and is an appropriate part of the national plan (Early 1980).

* See footnote on page 11.

B-5 The need for research or studies in the emergency planning and preparedness area has not been comprehensively evaluated.

1. Immediate Actions

- a. List completed and on-going research and studies in the emergency planning and preparedness area conducted in and for NRC.
- b. Send letters to other involved Federal agencies to determine what research and studies they have completed and have on-going in the emergency planning and preparedness relevant to radiological emergencies.
- c. Circulate results of a. and b. within NRC and seek proposals for additional research studies.

2. Long-range Actions and Tentative Schedules.

- a. Prepare research study proposals based on results of 1c. (September 1980).
- b. If required, prepare additional research and study proposals on emergency planning and preparedness problem areas as identified by the various TMI investigative groups (Commence December 1979 through one year after completion of last report of any TMI investigative group):

B-6 NRC has no control over other agency resources assigned to the Regional Advisory Committees (RACs)*

1. Immediate Actions.

- a. Send letters to all Federal agencies supporting the RACs to recommit regional resources in terms of people and funds for RACs.

2. Long-range Actions and tentative Schedule.

- a. Have FEMA possibly re-establish the RACs on a formal basis for all-hazards emergency planning. FEMA to possibly chair the RACs in each region. NRC to be a "member" Federal agency on the RACs (June 1980).
- b. If efforts 1a. and 2a. above do not result in improving the control situation, consider legislative remedy.

*Note: Federal Interagency Regional Advisory Committees (RACs) were established in each of the 10 Standard Federal Regions, to assist States and local governments in the development of their radiological emergency response plans. Membership on the RACs is composed of all Federal agencies assigned responsibilities for assisting the States in radiological emergency response planning in 40 FR 59494 of December 24, 1975. The RACs also review and evaluate plans submitted by the States in their respective regions and recommend that NRC concur in plans when the plans satisfy the voluntary guideline standards. The RACs also observe and evaluate exercises testing these plans. (Ref: NUREG-0093/1, June 1976 (Revised January 1979)).

C-1 NRC emergency planning and preparedness guidance to others is inadequate. (State and Local Governments).

1. Immediate Actions

- a. Develop acceptance criteria for existing State and local government emergency planning guidance.
- b. Provide standardized scenarios to test licensee, State and local government emergency plans.
- c. Prepare letters to other Federal agencies encouraging them to complete their guidance documents.

2. Long-Range Actions and Tentative Schedule

- a. Carry over the acceptance criteria concept into regulations in accordance with expected legislative mandate (June 1980)
- b. Work with FEMA to develop improved handbook of guidance for Federal agency assistance activities with the States (June 1980)
- c. Work with FEMA to prepare an improved emergency planning guidance document for the States and local governments (June 1980)

C-3 Protective Action Guides (PAGs) have not been promulgated as official Federal guidance.

1. Immediate Actions

- a. Prepare letters for NRC Chairman to send to EPA and HEW urging prompt action on converting "Agency guidance" PAGs to official Federal guidance PAGs.

Note: Actual time to accomplish this depends upon actions of EPA and HEW, which are the Federal agencies responsible for PAGs.

D-2 The NRC "Concurrence" process related to State plans is not directly related to the licensing process.

1. Immediate Actions

- a. Push for concurrences in plans in States that have operating nuclear power plants using existing guidance and procedures. Present legislation proposes this.
- b. Begin codifying existing guidance into regulations in accordance with expected legislative mandates.

2. Long-Range Actions and Tentative Schedule

- a. Complete 1. and 2. above in accordance with time frames specified in expected legislation (June 1980)
- b. Shift from a concurrence process to an approval process using the new regulations (June 1980 on).

D-3 The assistance to States is not formally coupled to the licensing process.

1. Immediate Action Plan.
2. Long-Range Action Plan

Note:

There does not seem to be a need to couple the emergency planning and preparedness assistance program to the licensing process. Assistance as used here, encompasses training programs and field assistance visits to help States and local governments develop emergency plans.

E-1 Insufficient NRC attention has been given to coordinating the Federal response affecting licensed facilities.

See items A-1, A-2 and B-4.

Action on this problem area seems to be tied to the other ones dealing with FRPPNE and IRAP and with NRC's incident response program. The fixes are,

1072 031

therefore, to be found in the plans and related procedures that are required by pending legislation, e.g., the Senate NRC Authorization Bill.

Filling these requirements will bring all involved Federal agencies together on this matter and force decisions on coordination, as well as responsibilities, commitments and other things.

F-3 There is no effective NRC mechanism for continual evaluation of the training and qualification of key State and local emergency response personnel.

1. Immediate Actions

- a. Inquire of the States and local governments as to the attrition of NRC trained emergency response personnel since the inception of the NRC's emergency preparedness training program in March of 1975.
- b. Determine training and replacement training needs of States and local governments for the next five years.

2. Long-Range Actions and Tentative Schedules

- a. Work with FEMA to establish some Federal mechanism to "diploma" or certifying emergency planning and response personnel (June 1980)
- b. Work with FEMA to establish re-training programs (Sept. 1980)
- c. Work with FEMA and other Federal agencies to establish additional required training programs (December 1980)

1072 032

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ENCLOSURE 5

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