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**Emergency  
Management  
Guide**



**ADMINISTRATION  
AND  
TRAINING**

**VOLUME V**

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and National Security**

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# 1. PROGRAM ADMINISTRATION

## 1.1 Introduction

The purpose of program administration is to establish and maintain effective organizational management and control of the emergency management program. Each DOE organizational tier (Cognizant Secretarial Officer [CSO], operations/field office, and site/facility) has one position responsible for administering the emergency management program at that level. For effective program management, administrators are given authority and resources commensurate with the responsibility to develop, implement, and maintain an integrated and comprehensive emergency management program.

Emergency management program administrators should use this guidance and that of other chapters in this document to define their responsibilities and identify activities they should implement to assure emergency **planning** and **preparedness** commensurate with facility hazards will result in an effective **response** should an emergency occur.

This chapter describes the responsibilities at the facility, site, operations/field office and Headquarters levels for the emergency management program administrator. It also discusses the documentation necessary to support the emergency management program and the procedures necessary for administering the program.

**Base Program.** Minimum requirements for Program Administration peculiar to the Base Program are not specified in the Order, rather, as with the Operational Emergency Hazardous Material Program, the reader is directed to the discussion of Program Administration in Chapter XI of the Order. The guidance provided in this chapter should be used to characterize the general duties and responsibilities of the emergency management administrator of the Base Program. The designated individual should develop and maintain the emergency plan, develop the Emergency Readiness Assurance Plan (or contributions to one) and its annual updates, develop and conduct training and drills (or ensure its performance in another program such as General Employee Training), coordinate the exercise program and evaluation/assessment activities, develop related documentation, and coordinate emergency resources. For a minimal Base Program, it is expected that performance of these duties would be assigned as a collateral duty.

## **1.2 Responsibilities**

The Managers/Administrators at each of the facility, site, operations/field office, and Headquarters levels retain overall responsibility for emergency management at their level. However, responsibility for the day-to-day development, operation, and maintenance of the emergency management program should be delegated to a specifically designated emergency management program administrator. The program administrator should implement a site/facility/activity - specific comprehensive emergency management program that is based upon a graded approach, and commensurate with the hazards. The primary responsibilities of the program administrator at each echelon are discussed below.

### **1.2.1 Facility**

The major program administration tasks at the facility level involve the development (or coordination of development) and maintenance of technical support documents, plans, and procedures, the coordination of activities, and maintenance of appropriate auditable records. All program administrators must establish an Operational Emergency Base Program that coordinates and integrates the emergency planning and preparedness requirements of applicable Federal, state, and local laws, regulations, and ordinances and other DOE orders. If warranted, program administrators must expand on this Base Program to implement additional emergency management activities.

A fundamental and principle responsibility of the facility emergency management program administrator is to ensure the development and updating of the Hazards Survey and Hazards Assessment, which is the basis for establishing the scope of the Emergency Management System, including its elements. Development and updating of the Hazards Survey and Hazards Assessment may be a complex, multi-disciplinary activity which may involve a considerable number of people in a variety of working groups, coordinated by the emergency management program administrator. Volume II should be used by the program administrator in guiding this effort.

Using the results and conclusions of the Hazards Survey and Assessment, the program administrator should coordinate the development of Emergency Management System elements as described elsewhere in these volumes, the emergency plan, and the implementing procedures for the Operational Emergency Base Program and the Hazardous Materials Program, as applicable. As with the Hazards Survey and Assessment, this activity may require the involvement of personnel from a variety of technical areas. The program administrator should keep in mind that emergency plans and

implementing procedures must be coordinated to ensure that they are consistent with both DOE policies and the plans and procedures developed at other levels.

Another significant task for the emergency management program administrator is preparation of the emergency readiness assurance plan (ERAP) on an annual basis. Guidance on this topic may be found in Volume V, Chapter 3.

Training must be coordinated to ensure the most effective use of resources. Drills and exercises must be coordinated to prevent conflict with other activities and to ensure that resources are available.

The emergency management program administrator is also responsible for the development, maintenance, and update of mutual aid agreements/memoranda of agreement/memoranda of understanding (MAAs/MOAs/MOUs) relevant to a comprehensive and effective emergency management program. These MAAs/MOAs/MOUs could involve support from offsite organizations or, on a multiple facility site, support from other contractors. On a multiple facility site, MAAs/MOAs/MOUs with offsite organizations should be developed, maintained, and updated by the site emergency management program administrator and are typically maintained as a part of the site emergency plan.

Several elements of the emergency management program, for example training, drills, and exercises, require the development, maintenance, and updating of auditable records. This documentation should be a responsibility of the emergency management program administrator. Using training and drill records as an example, the following record-keeping guidelines apply:

- Training and drill records will enable the emergency management program administrator to determine the types of training to be scheduled, the numbers of people to be trained, and the specific individuals to be trained. Exercise records will enable the emergency management program administrator to ensure that individual members of the emergency response organization demonstrate their proficiency annually. Lessons learned from evaluations of exercises should enable the emergency management program administrator to identify areas requiring additional training or requiring changes to the emergency plan and implementing procedures.



- These records should enable the program administrator to effectively manage the emergency management program and also provide auditable records for program assessments and appraisals by oversight organizations.

### 1.2.2 Site

On a multiple facility site, the emergency management program administrator is responsible for tasks similar to those of the facility program administrator discussed above (or for all tasks if sole administrator). The site administrator is also responsible for review and oversight of emergency management activities of the facility administrators. The site program administrator should assure that guidance to facility emergency planners on methodology, content, and format of various documents is prepared to ensure an effective, integrated site program is achieved when the facility pieces are activated for a coordinated response.

#### **Development and Coordination Tasks.**

- (1) On a multiple facility site, emergency response activities should be normally conducted within the context of the entire site. The site Hazards Survey and Hazards Assessment, which are the basis for the site emergency plan and implementing procedures, should be developed by integrating the facility-specific documents. The site emergency management program administrator should coordinate the activities of the variety of working groups necessary to develop, maintain, and update an integrated site Hazards Survey and Hazards Assessment.
- (2) Based on the site Hazards Survey and Hazards Assessment, the site program administrator should coordinate the development, maintenance, and updating of the site emergency plan and implementing procedures.
- (3) The site emergency management program administrator should coordinate submittal of site documents such as the site Emergency Plan, and the site ERAP, which describes the overall site program and summarizes the program described in the facility ERAPs.
- (4) Negotiation of written MAAs/MOAs/MOUs with offsite response or support organizations should be coordinated by the site emergency management program administrator. The site program administrator may also facilitate the preparation of MAAs/MOAs/MOUs that may be required between various facilities or contractors on the site.

- (5) The site program administrator must ensure the development and maintenance of auditable records similar to those that must be developed and maintained by the facility program administrators. However, an additional responsibility of the site program administrator is to develop a system that ensures that site records are consistent with those maintained at the facilities. One component of this system is a method of ensuring that facility administrators update site records periodically.
- (6) The site program administrator should ensure that root cause investigations and corrective action programs to prevent recurrence are initiated for emergencies within the administrator's cognizance.
- (7) The site program administrator should integrate emergency public information planning with the development and maintenance of the site emergency plan. The site program administrator should coordinate this effort with the efforts of site and field element public affairs offices.

**Review of Facility Emergency Management Program Administrator Activities.** The site emergency management program administrator should oversee and coordinate the emergency management activities of the facility emergency management program administrators.

- (1) The site emergency management program administrator will ensure that all documents, such as emergency plans and implementing procedures, developed by the facility emergency management program administrators are consistent with both DOE policies and other site documents.
- (2) The site program administrator should ensure that the evaluation of exercises conducted by the facilities onsite is accomplished by knowledgeable, independent organization(s).
- (3) The site program administrator should emphasize and ensure integration of facility-level plans when developing sitewide plans, procedures, and organizations. Although the line managers within DOE retain their assigned responsibilities, authority for program administration may be delegated.
- (4) To assure a quality emergency management program, an internal assessment of all aspects of a facility's or site's emergency management program should be conducted annually by persons with knowledge of the program or response activity being assessed. These assessments will be the basis for improvements which

should be integrated into the emergency management system. The site program administrator should coordinate the scheduling of evaluations, appraisals, and assessments by external organizations. The site program administrator should coordinate the site response to all emergency management system assessment findings.

- (5) The site program administrator should establish and maintain a corrective action program that establishes an integrated site plan for corrective actions, tracks corrective actions, and validates the adequacy of corrective actions resulting from the annual program assessment. The program should also include specific findings from training, drills, exercises, and particularly those from actual responses. Program administrators should maintain an open door policy for employee concerns regarding emergency management.
- (6) The site emergency management program administrator and facility planners should meet with local emergency planning officials on an annual basis or upon significant program change to ensure their collective understanding of the site emergency plan and emergency plan implementing procedures as the documents affect their activities, particularly in the area of emergency categories, classifications, notifications, and protective action recommendations.

### **1.2.3 Operations/Field Office**

The operations/field office emergency management program administrator should review the activities of the sites and any facilities reporting to the operations/field office. These responsibilities include the following tasks.

- (1) Since the Hazards Survey and Hazards Assessment for sites/facilities/activities are the basis of the entire emergency management program, the operations/field office emergency management program administrator should ensure that Hazards Surveys and Hazards Assessments are adequately performed, documented, and updated.
- (2) The operations/field office program administrator should review and recommend approval of the Emergency Planning Zone (EPZ) basis documents developed by sites/facilities.
- (3) The operations/field office program administrator should oversee the preparation and annual update of the site and facility emergency plans and implementing

procedures. While overseeing this activity, the operations/field office program administrator should ensure consistency and ensure that the plans and procedures are integrated within the overall operations/field office emergency management program.

- (4) The operations/field office program administrator should review and recommend approval of ERAPs developed by the sites and facilities. Based on the submitted ERAPs, the operations/field office program administrator should lead preparation of the operations/field office ERAP, which will describe the overall operations/field office program and summarize the programs of the sites and facilities reporting to the operation/field office.
- (5) The operations/field office program administrator should assess the area/site/project and facility/site emergency management programs to verify compliance with DOE directives and policy, and that the results/conclusions are provided to the cognizant CSO. These assessments are to be conducted at least once every three years. The program administrator should ensure no more than one external assessment per year.

The operations/field office program administrator should develop and administer the field element emergency management system necessary for the operations/field office to carry out its responsibilities during an emergency. This includes development of the emergency plans and implementing procedures, operations/field office Emergency Management Team training and drills programs, and the operations/field office exercise program; maintenance of operations/field office emergency management records; and program management for and ensuring the operational readiness of the EOC used by the operations/field office during emergencies.

The Field Element program administrator should participate in the negotiation of MAAs/MOAs/MOUs with offsite response or support organizations and recommend approval/signature by the field element line manager directly responsible for execution of the particular agreement. The Field Element program administrator should be the field element principal liaison with the state and local government concerning any offsite emergency planning of the annual emergency response exercises.

#### **1.2.4 Cognizant Secretarial Officer (CSO)**

The emergency management program administrator within each Headquarters program element executes essentially the same responsibilities as those of the emergency

management program administrator operations/field office level, although they may oversee a greater range of activities. An additional responsibility of the program element program administrator should be, in coordination with the CSO and the Director of Emergency Management (DEM), to serve as a program specific representative to Federal interagency and committees, DOE committees such as the Emergency Management Advisory Committee (EMAC), working groups, and task forces.

The program administrator should develop contractor performance measures and criteria for field use, in coordination with Operations/Field Offices the DEM, the Assistant Secretary for Environment, Safety, and Health, and the Associate Deputy Secretary for Field Management.

The program administrator should ensure that it has emergency plans and procedures in place, whether its own or as part of an overall DOE Headquarters document, to support and respond to emergencies throughout the DOE complex. Program administrators should ensure that all potential emergency responders are trained and participate in a sufficient number of drills and exercises to assure competency.

### **1.3 Documentation**

The emergency management program administrator for each echelon should ensure that adequate documentation of all technical data, which supports the emergency management program, is maintained. This information generally falls into three categories: technical supporting information, emergency management documents, and records. The program administrator should ensure that up-to-date and controlled, if appropriate, copies are maintained, information is properly distributed, documents are updated when needed or required, and required supporting information is maintained. Technical supporting information includes diagrams, illustrations, maps, procedures, reference documents, and technical documents, such as Probabilistic Risk Assessments, Master Safeguards and Security Agreements, and Material Safety Data Sheets.

In addition to such supporting information, the administrator should maintain those plans and documents which are specifically in the domain of the emergency management system. This category of information includes emergency plans and procedures; specific Hazards Assessments for emergency planning purposes; ERAPs; EPZ documentation; all MOUs; MAAs; and any written agreement with a state, local, tribal, private, or other Federal agency; and all other documents required by the Order or other applicable laws or regulations. Records that are important to maintain in an auditable form include training

records, drill and exercise records, evaluation reports, and records resulting from actual emergencies.

#### 1.4 Administrative Procedures

**Filing System.** A formal transmittal, distribution, and filing system should be established to ensure that copies of emergency plans, implementing procedures, agreements, and associated documents are up to date and accessible at locations where they may be needed during an emergency for use by appropriate personnel within DOE, contractor organizations, and Federal, state, tribal, and local governments.

**Controlled Distribution.** Emergency Plans and associated procedures should be handled and disseminated as controlled distribution documents. This enables the emergency management program administrator to ensure that changes and updates are distributed to all organizations maintaining these documents.

**Mutual Aid Agreements/Memoranda of Agreement/Memoranda of Understanding (MAAs/MOAs/MOUs).** Copies of supporting MAAs/MOAs/MOUs between DOE and state, tribal, and local governments or response organizations should be maintained as an appendix to the emergency plan. Written MAAs/MOAs/MOUs should be developed to ensure that the provision of support during an actual emergency is not dependent on the presence of specific individuals. MAAs/MOAs/MOUs may be mutual support agreements between onsite and offsite response organizations or may require DOE elements or DOE contractor organizations to provide specific training or information in exchange for assistance from offsite organizations.

**Delegation of Authority.** Line managers at any level, from CSO through facility, may delegate any portion of their authorities to subordinates. Such delegation does not relieve the line manager of the ultimate responsibility for ensuring that the requirements of the Order are met.

**Communication and Coordination.** The Emergency Management Program Administrator should make every effort to maximize use of the INTERNET system for document and information availability.

#### 1.5 Bibliography

DOE O 151.1. Chg 2 Comprehensive Emergency Management Program. 8-21-96.  
Title 36 CFR 1236. *Management of Vital Records.*

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