NUREG-0728

Report to Congress: NRC Incident Response Plan

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Office of Inspection and Enforcement U.S. Nuclear Regulatory Commission Washington, D.C. 20555



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FOREWORD

Public Law 96-295 contains a request for NRC to provide three reports to Congress, all related to improvements in the NRC response to nuclear emergencies since the accident at Three Mile Island Unit 2 on March 28, 1979. The reports prepared to answer that request are:

NUREG-0728, "Report to Congress: NRC Incident Response Plan" NUREG-0729, "Report to Congress on NRC Emergency Communications" NUREG-0730, "Report to Congress on the Acquisition of Reactor Data for the NRC Operations Center"

These reports summarize the status of many of the actions taken to date and provide the basis for continued upgrading of the NRC Incident Response Program.

The NRC Incident Response Plan assigns responsibilities for performing the functions and making the decisions that comprise the NRC response. The NRC plan will be made consistent with plans being prepared by the Federal Emergency Management Agency.

The Report on Emergency Communications summarizes the findings of communications problems identified by the major reviews and investigations of the accident and response at Three Mile Island. The report also includes the status of corrective actions for the identified problems and presents an evaluation of current communication capabilities and future options needed to support the functions identified in the NRC Incident Response Plan.

The Report on Acquisition of Reactor Data for the NRC Operations Center describes alternatives for one major facet of the communications problem: acquiring data at a nuclear power plant and transmitting them to NRC headquarters. Such a data link can play a role in the NRC functions and decisions and provide broad support for the entire NRC Incident Response Plan.

Collectively, these reports to Congress provide a comprehensive outline of the actions and plans of the NRC for improving its response to any future accidents. It is anticipated that these documents will also provide the other possible participants in an accident (State and local agencies, licensees, vendors, etc.) with an understanding of the present manner in which NRC can be expected to respond and how the response will change in the near future.

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ACKNOWLEDGMENT

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NRC INCIDENT RESPONSE PLAN

1. INTRODUCTION

1.1 Statutory Responsibility

The U.S. Nuclear Regulatory Commission (NRC) regulates nuclear activities to protect the health and safety of the public and to preserve environmental quality. Toward that end, NRC must be prepared to respond quickly to any incident involving NRC licensed activities that has the potential to threaten the public or the environment in any way. This Incident Response Plan assigns responsibilities which collectively assure that NRC will fulfill its statutory responsibility.

1.2 Parallel Responsibilities

While the NRC and its licensees together must be prepared to perform all essential technical activities to protect the public in the event of an incident at a licensed facility, they must also be prepared to cooperate with local, State, and other Federal agencies having related responsibilities.

The Federal Emergency Management Agency (FEMA) is preparing a National Contingency Plan which will include provisions for coordinating all Federal response activities outside the boundaries of a nuclear facility. Consistency between the NRC and FEMA plans will be assured through a formal Memorandum of Understanding between the two agencies. The NRC also has signed a Memorandum of Understanding with the Federal Bureau of Investigation for incidents involving possible safeguards violations and another with the Department of Transportation for transportation accidents. To assure consistency between this Incident Response Plan and the planned radiological activities of several other agencies, NRC is also helping to revise the former Interagency Radiological Assistance Plan into a new Federal Radiological Response Plan.

1.3 Purposes and Scope of the Plan

This Incident Response Plan currently governs responses to incidents at nuclear power reactors licensed by the NRC under Sections 103 and 104 (b) of the Atomic Energy Act of 1954. It will be expanded to govern incidents at other types of facilities by March 1, 1981.

The plan is intended to serve the following major purposes:

- Guide NRC managers who must assure that all appropriate tasks are under way at any stage of a response.
- (2) Remind each NRC participant of his or her responsibilities (either as an individual or as a team member) throughout a response.
- (3) Identify NRC interrelationships with other organizations.
- (4) Serve as a training aid to maintain personnel readiness.

The Incident Response Plan describes the functions and kinds of decisions that comprise an NRC response. It should require only infrequent change. Taken as a whole, the plan provides an overview of NRC functions before and during an

incident. The responsibilities assigned by the plan are exercised through a set of implementing procedures that delineate the manner in which each function will be performed, the criteria to be used in making each decision, and the information needed for both (Fig. 1). The implementing procedures (such as call lists) are not included in this plan; they are operational tools that will usually change much more frequently than the plan and so are contained in separate documents. Although procedures for nearly all of the functions have been developed through exercises and responses to real incidents, many have not yet been formalized. Procedures will now be formalized, each referenced to a particular assignment in the plan and indicating the specific resources that response personnel must have available to fulfill the assignment.

The need for resources is dictated by the implementing procedures. Therefore, this plan and its implementing procedures will be used as the basis for allocating existing resources among the functions and defining new requirements to better fulfill all responsibilities. (A supplementary plan may be prepared for maintaining and using each kind of resource, such as computers or communications, to assure compatibility in meeting the varied demands of several different functions.) Thus, there are three major steps in fully defining a new NRC incident response system. This plan is the first step.



FIGURE 1

RELATIONSHIP OF PLAN, PROCEDURES, AND RESOURCES

2. EMERGENCY MANAGEMENT AND OPERATIONS

An effective emergency response demands not only a simplified management concept but also a clear organization of task responsibilities. This plan is intended to meet the following objectives:

- (1) Provide for definite decisions to escalate or deescalate the NRC response (commensurate with the potential severity of an incident) so that all participants will be aware of the correct response mode, and of their corresponding responsibilities, at all times.
- (2) Identify single-point responsibilities for advising the licensee, directing the licensee, and making other decisions. The plan also provides for direct delegation of authority between the person giving and the person receiving the authority.
- (3) Provide for informing NRC personnel and other organizations about NRC response actions and about any delegation of authority.

Within any response mode, overall authority and responsibility is clearly assigned by the plan. When the focus of the response is shifted to the site by the appointment of a Director of Site Operations, there is an orderly transfer of command to avoid duplication of authority.

2.1 Response Roles

The licensee has the immediate and primary continuing responsibility for limiting the consequences of an accident at a nuclear power reactor. When the licensee notifies NRC of an incident, the initial NRC response is to ascertain the status of the plant and monitor licensee activities. The purpose of this monitoring role is to assure that the public and the environment are fully protected. The NRC (and other organizations) will measure offsite radiological effects and will develop projections of onsite and offsite effects for the use of other Federal, State, and local agencies.

If and when the NRC determines that there is a potential threat to the public or the environment, it will begin to monitor more intensively to develop an NRC assessment of the problems. The NRC will offer specific advice to the licensee to help solve or limit the consequences of the problem but, while in this advisory role, the NRC must also be prepared to issue formal orders if the licensee should fail to take whatever actions the NRC deems necessary to protect the public. In the logical extreme, the NRC must be prepared to assume management control of a plant to whatever degree deficiencies in licensee management make it necessary. Management control is a very unlikely possibility, and good coordination of licensee and NRC activities during an emergency will lower the possibility still more.

2.2 Response Modes

NRC incident response operations are divided in this plan into five distinct modes:

(1) NORMAL

This mode includes all activities designed to maintain readiness; it continues through the initial discussion of any call. Headquarters and regional personnel,

Office of Inspection and Enforcement (IE), jointly assess the initial information and the senior headquarters official determines NRC actions in the normal response mode. If so instructed, the Headquarters Duty Officer establishes and maintains a telephone conference linking the person reporting a problem with the headquarters and regional personnel responding to it. Any number of specialists may be consulted, but the Operations Center is not formally manned.

Transition event to STANDBY: The NRC response system is put on Standby by a decision of the senior IE official when the incident is judged to be sufficiently uncertain or complex that there is a need to use the facilities of the Operations Center. The NRC response will go on Standby, at least, whenever a licensee declares an Alert at a site (See NUREG-0610, Ref. 1).

Standby mode activities depend on the incident:

(1) If there is a problem within the plant site, the IE Management-on-call or the appropriate IE Division Director will assume control and designate individuals to form a Standby Team at the Headquarters Operations Center. Preparations, including some notifications (to FEMA, for example), are made for rapid activation should it become necessary. (A decision to escalate or deescalate is expected to be made in a relatively short time.) Licensees designate someone to provide data requested by NRC. Regional personnel may be sent to the site at the option of the Regional Office Director.

(2) If there is a problem external to the plant site that may affect the plant, the NRC response may be in Standby mode for an extended period. (A hurricane exemplifies this problem.) The Regional Office Director or his designee will assume control during such incidents. Headquarters will assemble a Standby Team as necessary to assist.

The IE Director will monitor activities in all Standby situations and may assume control at any time.

The NRC response system is fully activated upon either of the following actions:

- Licensee declaration of a reactor Site Area or General Emergency. (See NUREG-0610.)
 - Decision by an Executive Team member (see page 8) to activate the NRC response for any other reason. This may occur before declaration of a Site Area or General Emergency.

(2) STANDBY

Transition event to INITIAL ACTIVATION (3) INITIAL ACTIVATION

Response teams report to the Operations Center and other duty stations. The cognizant regional office response is fully activated and a designated Site Team is dispatched under the leadership of the Regional Office Director. Other regional offices go on Standby. The focus of NRC response operations is at headquarters.

Transition event to EXPANDED ACTIVATION The NRC response system enters an expanded activation mode whenever, after receiving a report from the Regional Office Director or other senior NRC official previously dispatched to the site, the response Director (i.e., the NRC Chairman) decides to keep the response system activated, designate an NRC Director of Site Operations, and delegate specific authority to him.

The focus of NRC response operations is at the site.

although headquarters may retain certain specific authority. The Executive Team draws on all regional and headquarters personnel to provide support to the NRC Director of Site Operations. Relief teams are established to permit continuous, sustained operations.

(4) EXPANDED ACTIVATION

(5) DEACTIVATION

Transition event to DEACTIVATION: The NRC response is deactivated when the Director so decides. The decision will usually be based on a recommendation of the Executive Team (if in the Initial Activation mode) or the NRC Director of Site Operations (if in the Expanded Activation mode).

Response operations during the early part of this mode are similar to those during the Standby mode, except that a Site Operations Team may remain active. In addition, tapes, logs, and other records of the incident are assembled and catalogued for review. Responsibilities for reviews and investigations are assigned. Responsibilities for recovery operations will also be assigned, and some recovery operations will usually continue as the NRC response returns to normal.

Table 1 relates the NRC response modes to those defined in NUREG-0610 for licensees. As noted in the table, licensees report many events under the requirements of 10 CFR 50.72 (Ref. 2) which do not meet the thresholds defined in NUREG-0610 for "Notification of an unusual event." Those reports, which this plan denotes as "Early notification," may cause the NRC response to go on standby under some conditions. When the licensee reports an unusual event as defined in NUREG-0610, NRC may go on Standby or may activate. When NRC enters its Standby mode, preparations are made to activate quickly, if necessary. Activation of the NRC response is automatic upon notification of conditions which cause a Site Area or General Emergency.

NRC MODE			1. 化均均均均均		
	*Early Notification	Notification of Unusual Event	Alert	Site Area Emergency	General Emergency
Norma]	X	x			
Standby	X	X	X .		
Initial or Activation	Expanded on				

*Licensee Event Required to be Reported to NRC by 10 CFR 50.72, but not Categorized in NUREG-0610.

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2.3 Response Management

The NRC response need not escalate through all modes, but may be ordered into activation immediately. There will nearly always be two modes of activation, however: (1) initial (when activities are directed from headquarters), and (2) expanded (when most or all activities are directed from the site). The transition occurs when the Director (i.e., the Chairman of the Commission or designated alternate) appoints an NRC Director of Site Operations. Figures 2 and 3 show the management concept before and after the appointment. The concept permits the management focus to shift from headquarters to the site without disrupting response operations.

The Chairman of the Commission is the senior NRC authority for all aspects of a response and, in carrying out his responsibility for directing NRC activities, may choose to make, modify, or set aside any decision. During an emergency, the Chairman will become the "Director" of all NRC response activities and personnel, a title meant to imply that the Chairman has not only the authority but also the responsibility for taking direct charge of any particular activity should the need arise.

Normally, however, certain responsibilities will be predelegated by the Chairman to whomever he appoints to be the "Deputy Director" upon activation of the Operations Center. The Deputy Director, who may be the Executive Director for Operations (EDO) or another member of the Executive Team (ET), will carry out the delegated responsibilities unless the Chairman specifically directs otherwise. (Other members of the ET are the Director of the Office of Inspection and Enforcement and either the Director of the Office of Nuclear Reactor Regulation or the Director of the Office of Nuclear Material Safety and Safeguards, as appropriate). The Director (i.e., the Chairman) can call on the other Commissioners to advise him and to perform key missions; the Deputy Director can call on the other members of the Executive Team, who act as his assistants. Together, the Director and Deputy Director assure that preplanned actions are under way during initial activation; they also identify other necessary actions unique to the particular incident. Headquarters and region teams carry out those actions.

The Director may appoint an NRC "Director of Site Operations" as soon as a qualified official (usually the cognizant Regional Office Director) arrives at the site, assesses the situation, and reports back to the Director. Concurrent with the appointment, the Director may also delegate one or more of the following authorities to the Director of Site Operations:

- (1) Authority to recommend actions to the licensee
- (2) Authority to direct the licensee to take specified actions
- (3) Authority to recommend actions off site, including protective measures for the public.

Other officials and organizations will be immediately informed of the appointment and delegated authority. The Director of Site Operations will assume supervision of all NRC personnel at the site, will represent NRC in interactions with other agencies, and will decide what response actions must be taken, consistent with the delegated authority. He may obtain direct support





FIGURE 3

from any element of NRC. If the Director of Site Operations is uncertain how best to obtain support, the Deputy Director, with the help of the Executive Team, will assist and will assign personnel at headquarters and at any of the regional offices to such tasks as are needed, as indicated in Figure 3.

2.4 Principal Participants

NRC response personnel are denoted as follows in this plan:

(1) Executive groups

Director (Chairman of the Commission) Commissioners Deputy Director (appointed by the Director on initial activation) Executive Team Regional Office Directors

(2) Site and regional groups

Director of Site Operations (appointed by the Director after onsite evaluation by senior official, usually a Regional Office Director) Site Team (except Resident Inspector) Resident Inspector Regional Offices (personnel not at the site)

(3) Headquarters analysis and support groups

Headquarters Duty Officer IE Management-on-call (after duty hours) or IE Division Director (during duty hours) Standby Team (designated at beginning of Standby mode) Deactivation Team (designated at beginning of Deactivation mode) Protective Measures Analysis Team Reactor Safety Analysis Team Safeguards Analysis Team Operations Support and Control

(4) Liaison groups

Federal Liaison (Headquarters and Region)* Congressional Affairs State Liaison (Headquarters and Region)* Public Affairs (Headquarters and Region)

* Federal and State liaison activities are combined at present, both at headquarters and at the regional offices.

Other groups and organizations with which the NRC expects to interact frequently during an incident are:

Executive Office of the President ("White House") Federal Emergency Management Agency (FEMA) Department of Energy (DOE) Environmental Protection Agency (EPA) Department of Health and Human Services (HHS) Federal Bureau of Investigation (FBI) Congress State Executive State radiological and logistical personnel State emergency services Local emergency services (Civil Defense) Licensee management (at corporate headquarters, at the onsite Technical Support Center, and at the offsite Emergency Operations Facility) Licensee operating personnel Public and the media Plant architects and engineers. construction contractors, nuclear steam system suppliers, and other vendors Nuclear industry advisory groups **Consultants** Intervenor groups

The NRC will interact with other organizations through one of the listed groups.

2.5 Response Functions

The functions described below are those that must be performed to some degree in preparation for, and response to, any incident of sufficient severity. The charts in Section 3 identify the functions appropriate to each response mode. Using the definitions below, the charts also identify responsibilities for tasks and decisions, assuring that all aspects of each function are assigned to the most qualified persons.

Maintain response capability

This function includes those tasks required to maintain readiness, such as training personnel and maintaining communications systems.

(2) Man emergency communications systems

This function includes those tasks that assure proper receipt and handling of all communications during any response mode.

(3) Evaluate and categorize initial information

This function includes those tasks that culminate in decisions as to the severity of an event and the extent of the initial NRC response.

(4) Decide to escalate the NRC response

This function includes those tasks which address responsibilities both for recommending and for deciding on a need for greater NRC participation at any time after the initial response decision.

(5) through (8) Enter a different response mode

These functions include those tasks that must be completed as soon as possible upon transition to a different response mode. The tasks are different for each mode.

(9) Evaluate incident and plant status

This function includes those tasks needed to assure that response personnel have a complete and accurate overview of the evolution and status of the problem at any time.

(10) Evaluate licensee actions

This function includes those tasks that provide continual evaluation of the licensee's fidelity to his emergency plans and of the adequacy of those plans for the immediate situation.

(11) Project incident consequences and plant status

This function includes those tasks needed to develop timely action plans to protect the health and safety of response personnel and the public.

(12) Advise or direct licensee

This function includes those tasks needed to assure that advice and orders are defined clearly, developed from the best facts and projections, and transmitted accurately.

(13) Request other-agency support

This function includes those tasks that clarify responsibilities for identifying needs, requesting support, and resolving conflicts in priorities or actions.

(14) <u>Maintain liaison with the Congress</u>, White House, other Federal, State and <u>local agencies</u>

This function includes those tasks that identify primary liaison responsibilities for helping to assure that information exchange is adequate, accurate, timely, and consistent.

(15) Inform public and monitor public information

This function includes those tasks needed to assure first, that NRC information releases are complete, accurate, and consistent, available to

all response personnel, and accurately relayed to the public; and second, that public reactions are brought to the attention of NRC managers.

(16) Recommend protective actions for public

This function includes those tasks that culminate in NRC decisions to recommend offsite actions to protect the public health and safety, based on preplanned technical criteria and NRC projections of plant status.

(17) Provide administrative and logistical support

This function includes those tasks needed to assure the availability of adequate transportation, housing, information resources, and any other NRC support needs that may be identified during an incident.

(18) Decide to deescalate

This function includes those tasks that provide for orderly reduction of the NRC response.

(19) Review, investigate, and document response actions

This function includes those tasks that formalize the responsibilities for assuring complete and timely documentary followup to an incident.

(20) Recover

This function includes those tasks that formalize the responsibilities for assuring appropriate technical followup to an incident.

3. **RESPONSIBILITIES**

The Office of Inspection and Enforcement is responsible for developing and maintaining an effective NRC response capability. That office will maintain and revise this plan and its implementing procedures and will continue to assure readiness through a comprehensive training and exercise program.

Individual and team responsibilities for incident response tasks and decisions are presented on charts contained in a pocket inside the back cover of this plan. The charts are designed primarily to aid NRC managers in assuring that all appropriate response activities are under way during any of the five response modes. They can also be used by all response personnel as reminders of individual or team responsibilities. (Most response tasks are, or will be, amplified in detailed implementing procedures.) The format of the enclosed charts permits users to identify readily:

Functions that should be under way in a particular response mode; Responsibilities and authorities for accomplishing those functions;

Responsibilities for key interfaces with other organizations.

Use of Charts

- Step 1: Select the appropriate chart for the current NRC response mode. Refer to Section 2 of this plan for a description of the response modes.
- Step 2: Locate your individual or team position in the list of participants, left column. Team assignments should be known at all times; if in doubt, ask the person who notified you of the incident.
- Step 3: Identify your individual or team task responsibilities in the row for your position. Each task assigned to you or your team contributes to the overall performance of one of the essential functions listed along the top row. Refer to Section 2 of this plan for descriptions of the functions as numbered on the charts. Refer to your implementing procedures for details of any task.
- Step 4: Review all task responsibilities for each of the functions in which you have a part to familiarize yourself with your role relative to the roles of others in performing the function.

The task assignments are intended to assure that each function is properly performed without unnecessary duplication of effort. Many of the tasks culminate in a decision, highlighted on the charts by a heavy solid border. Heavy broken borders indicate tasks that require an active interface with other organizations.

3.2 Summary of Interfaces With Other Organizations

The most important interface for the NRC is with the licensee. The NRC depends on the licensee for initial notification of any incident in accordance with guidelines set forth in 10 CFR 50.72 and NUREG-0610. Direct, dedicated telephone lines (the Emergency Notification System or ENS "hot lines") have been installed to facilitate the notification call. With the first decision by NRC headquarters or a regional office that a report cannot be handled routinely, a continuous communications link with the licensee is established over the direct lines and is maintained for the duration of the incident. Additional telephone conferences are established (including those using the Health Physics Network, or HPN--sometimes incorrectly referred to as a "hot line") if the situation grows more complex. Planning is under way to provide reactor data directly and automatically to the NRC. (See NUREG-0730, Ref. 3)

Other than electronic links, there are three major facets to the interface with the licensee:

- (1) Critical facility design data for each nuclear power reactor is maintained at the Headquarters Operations Center. This information is being updated by each licensee and converted by the NRC into readily accessible and usable form.
- (2) Resident Inspectors at each site provide independent assessments of the early stages of an incident prior to arrival of the NRC site team from one or more of the regional offices.
- (3) An onsite Technical Support Center and an offsite Emergency Operations Facility, when built, will provide for effective communication without crowding the reactor control room. Upon transfer of NRC authority to a Director of Site Operations, face-to-face communication at those facilities may become the dominant means of exchanging information and of interacting with the licensee.

NRC interface with other organizations is less extensive. In general, NRC personnel at headquarters will deal with the headquarters personnel of other agencies; NRC site personnel will deal with all others. NRC will also work with most other organizations through the Federal Emergency Management Agency (FEMA), whenever possible. (This working relationship will be detailed in the National Contingency Plan and in a Memorandum of Understanding between the NRC and FEMA.) NRC must also work directly with certain other organizations, however, to exchange radiological data and to assure that radiological effects of an incident are completely monitored for the protection of the public. These other organizations include the Department of Energy (DOE), the Environmental Protection Agency (EPA), the Department of Health and Human Services (HHS), and State agencies. These organizations will coordinate radiological monitoring operations and will correlate the data from such operations at or near the site under terms of the Federal Radiological Response Plan now being developed. All organizations will thus be able to draw from the same pool of correlated data.

Table 2 summarizes the extent of the NRC interface with organizations other than licensees. The purpose of the table is to alert other organizations to the need to identify appropriate contacts for each kind of interface. Different kinds of interface may require different contacts. Immediate notification is a one-time action, for example, but technical assistance, which means any kind of help other than a brief explanation of an accident, may require nearly continuous information exchange. The table shows that NRC will be ready to offer technical assistance to DOE and State agencies, among others, as early as the NRC Standby mode. NRC will periodically verify or correct each contact as part of the implementing procedures for this plan.

Organization	To	NRC Outputs Organizati	on	Expect To	ed Inputs NRC
	Immediate Notification	Periodic Status Reports	Technical Assistance	Periodic Status <u>Reports</u>	Technical Assistance
Dept. of Energy	S,I,E	S,I,E	\$,1,E	S,I,E	S,I,E
Fed. Emergency Mgmt. Agency	S,I,E	S,I,E	I,E	S,I,E	I,E
Environmental Protection Agency	S,I,E	\$,I,E	I,E	I,E	I,E
Dept. of Health & Human Svcs.	S,I,E	S,I,E	I,E	I,E	I,E
Fed. Bur. of Investigation (safeguards only)	\$,I,E	S,I,E	S,I,E	S,I,E	S,I,E
Congress	I,E	I,E			
White House	S,I,E	I,E			
State	S,I,E	S,I,E	S,I,E	I,E	I,E
Consultants, industry advisors, plant vendors, and contractors	i		\$,I,E		\$,I,E
Public, media		I,E		S, I, E	

Table 2. NRC Interfaces with Other Organizations (except licensee)

Legend:

S-TINUTAR

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S - during Standby I - during Initial Activation E - during Expanded Activation

4. **REFERENCES**

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