FREEDOM OF INFORMATION ACT REQUEST - EMCBC-2014-00722-F

This letter is in final response to the request for information that you made to the Department of Energy (DOE) under the Freedom of Information Act (FOIA), 5 U.S.C. § 552. Your letter was received on March 18, 2014, and was assigned control number EMCBC-2014-00722-F. You requested the following records: the most recent annual report and after action report provided to DOE by Technical Resources Group, Inc. relating to the Transportation Emergency Preparedness Program.

Your request was sent to the Environmental Management Consolidated Business Center (EMCBC) Office of Contracting (OOC) to conduct a search for responsive records. The search located the enclosed 2013 annual report on the Transportation Emergency Preparedness Program. This report is being released to you in its entirety. OOC consulted with the contractor, Technical Resources Group, Inc., and was informed that there was no after action report prepared.

When there are no documents responsive to a portion of your request (the after action reports) consistent with 10 C.F.R. § 1004.4(d), “Nonexistent records,” you may, within 30 calendar days of its receipt, appeal the determination to the Office of Hearings and Appeals by submitting a written appeal to the Director, Office of Hearings and Appeals, Department of Energy, 1000 Independence Avenue, SW, Washington, DC 20585-0107. The appeal must contain a concise statement of grounds upon which it is brought and a description of the relief sought. Both the envelope and letter must be clearly marked “Freedom of Information Appeal.” The appeal must contain all the elements required by 10 C.F.R. § 1004.8 to include a discussion of all relevant authorities, including, but not limited to, DOE (and predecessor agencies) rulings, regulations, interpretations and decisions on appeals and any judicial determinations being relied upon to support the appeal. A copy of the letter containing the determination which is being appealed must be submitted with the appeal. Judicial review will thereafter be available (1) in the district where you reside; (2) in the district where you have your principal place of business; (3) in the district where the DOE records are located; or (4) in the District of Columbia.
This completes the processing of your request. There are no fees being charged in connection with this request. If you have any questions concerning this matter, please contact me for assistance at 513-246-0497.

Sincerely,

Scott D. Lucarelli
FOIA Officer
Executive Summary
State, tribal, and local jurisdictions have the responsibility of responding to a radiological transportation incident. In FY 2013, the Office of Environmental Management completed about 11,000 radioactive and hazardous material and waste shipments. To address the concerns expressed by corridor states and tribes about preparedness, the Transportation Emergency Preparedness Program (TEPP) ensures federal, state, tribal, and local responders have access to the plans, training, and technical assistance necessary to safely, efficiently, and effectively respond to radiological transportation accidents. TEPP has formed strong partnerships over the past 16 years with state, tribal and local response organizations, Federal agencies and other national programs integrating TEPP planning tools and training into a variety of hazardous materials preparedness programs. Through the TEPP efforts, many of the states and tribes use all or portions of the TEPP resources in their programs. Many have adopted the TEPP training program, Modular Emergency Response Radiological Transportation Training (MERRTT), into their hazardous material training curriculums to assist them in preparing their fire departments, law enforcement organizations, hazardous materials response teams, emergency management officials, public information officers, and emergency medical technicians to respond to a radiological transportation accident.

TEPP focuses training and outreach along active or planned DOE transportation corridors in coordination with local, state, and tribal officials in the affected jurisdictions. Hazardous material and emergency management training conferences and workshops have proven to be beneficial to the program by reaching a wide and diverse audience. Conferences and workshops offer a variety of forums to meet the interests of all levels and types of responders. Presenting at conferences and workshops affords TEPP a unique opportunity to offer information to audiences with a broad range of experience, from the beginning emergency responder to the very experienced responder. TEPP continues to capitalize on the opportunity to successfully mix volunteers and paid professionals to educate them on radiological incident response at conferences and workshops.

The success of TEPP training has been field proven numerous times when TEPP-trained responders have been called upon to respond to real-world radiological events. In these cases, responders have commented that the skills they gained through the TEPP training has helped them respond safely and effectively. TEPP continues to be a proven and effective preparedness resource across the nation. The increasing use of TEPP training and planning tools and the success of the various partnerships serve as strong indicators that TEPP has been, and will continue to be, a very valuable DOE program for emergency responders across the United States.

This Fiscal Year (FY) 2013 Department of Energy (DOE) TEPP Annual Report highlights events, outreach, partnerships, and training where TEPP has proven to be integral in building radiological response capabilities of states and tribes that may need to respond to radiological incidents.
TEPP Major Accomplishments

TEPP FY 2013 major achievements include:

- Partnering with state and tribal instructors, along with instructors from the DOE Radiological Assistance Program and the Waste Isolation Pilot Plant, TEPP provided 174 TEPP courses, in 27 different states, resulting in 3,214 responders being trained. An additional 718 responders received training through 53 state taught courses that incorporated all or portions of MERRTT. All totaled, 3,932 responders were trained in 277 classes using TEPP training materials. Of those responders attending TEPP courses, 1,303 received medical continuing education hours for their participation.

- TEPP continued its 9-year training partnership with the National Labor College (NLC) and the Rail Workers Hazardous Material Training Program. The Rail Workers Hazardous Materials Training Program is administered by the National Labor College in association with nine national or international rail unions. Since its inception, the Rail Workers Hazardous Materials Training Program has provided hazardous materials training to over 32,000 rail workers (hazmat employees) from 49 states and the District of Columbia (D.C.). Through TEPP’s training partnership with the Rail Workers Hazardous Material Training Program, TEPP conducted 6 MERRTT radiological training classes for rail workers and trainers.

- TEPP’s Radiation Specialist class continues to be a very popular with responders who are expected to have the ability to manage the control of radiation exposure and conduct hazards assessment at an incident involving radioactive material. During FY 2013, Radiation Specialist classes were conducted in Albuquerque, NM, Louisville, KY, Harrisburg, PA, and Overland Park, Kansas. This 40-hour “live agent” training course meets the competencies for the Hazardous Materials Technician with a Radioactive Material Specialty listed in NFPA 472, Chapter 18. The course content includes advanced level training on radiological fundamentals, instrument operation, radiological detector selection, and emergency response. In addition to the classroom training, students participate in numerous field drills using high activity radiation sources. During FY 2013, TEPP trained 118 responders in 4 Radiation Specialist classes across the United States.

- As a Department-wide program, TEPP assisted with the planning and implementation for emergency preparedness along two routes from Canada to South Carolina in support of the National Nuclear Security Administration’s (NNSA) Global Threat Reduction Initiative (GTRI). Working with representatives from the Southern States Energy Board (SSEB) and the Council of State Governments Northeast High-Level Radioactive Waste Transportation Task Force (CSG-NE), TEPP and NNSA staff coordinated with state emergency planners to identify training needs and locations along the two routes. In addition to the standard MERRTT and Compressed MERRTT programs, some states requested specific training sessions tailored to Law Enforcement and Department of Transportation workers. During FY 2013, TEPP trained 893 responders in support of the NNSA GTRI project. Several Technician level MERRTT programs have also scheduled in FY 2014. In addition, TEPP is in the process of identifying locations for conducting drills and exercises in support of emergency responders along these routes.
TEPP conducted and participated in three drills/exercises during FY 2013. Conducting drills and exercises allows the responders to implement the skills they have learned in the classroom, and allows the jurisdictions to test their communications, mutual aid agreements, and interagency working relationships. Two tabletop exercises were conducted in Charleston, SC as part of the NNSA Global Threat Reduction Initiative and TEPP also conducted a series of radiological drills in the Houston, TX area. TEPP representatives also participated in a tabletop exercise in the State of NC sponsored by the North Carolina Highway Patrol.

Under the National Transportation Stakeholders Forum, the TEPP Ad-Hoc Working Group was established to assist in revisions to the MERRTT materials and other programmatic changes to TEPP products. Based on comments and feedback from users of the TEPP program, the MERRTT materials were updated in FY 2013. Revision highlights include updating numerous pictures/graphics, updates to video segments, and merging the Incident Command module with the Incident Control module. With two existing modules merged into one, a new module was added that focuses on case histories of transportation incidents involving radioactive material.

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**FY 2013 MERRTT Sessions**

**Responders Trained By Class Type**

- Train-the-Trainer (359 total)
- Full MERRTT (1509 total)
- CMERRTT (1543 total)
- Partial MERRTT (391 total)
- TMERRTT (12 total)
- Radiation Specialist (118 total)
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Overview of the TEPP

The Transportation Emergency Preparedness Program (TEPP) is a Department of Energy (DOE) complex-wide program that integrates transportation radiological emergency preparedness activities under a single program to address the emergency response concerns of state, tribal, and local officials affected by the Department’s radiological shipments. The goal of TEPP is to establish consistent policies and implementing procedures, build public and institutional confidence, and prepare jurisdictions to respond effectively to a radiological transportation incidents. TEPP technical assistance helps states and tribes meet an array of hazardous materials transportation and emergency response regulations, rules, requirements, and orders. A variety of TEPP tools, such as needs assessments, model procedures, training, and exercise scenarios are available for state and tribal authorities to use in building their radiological response programs. All of these tools can be found on the TEPP website: www.em.doe.gov/otem.

Needs Assessment

The web-based Needs Assessment tool allows community officials to determine the readiness of their emergency response organizations to respond to a radiological incident. The Needs Assessment identifies response strengths, as well as planning and training areas that need improvement. The assessment tool is designed to evaluate the procedures and capabilities of emergency response elements including emergency management agencies, emergency communications centers, hazardous materials teams, fire response organizations, law enforcement response organizations, and emergency medical services and care facilities.

Model Procedures

Model Procedures are another key component of TEPP. Based on needed improvement areas identified using the Needs Assessment, response organizations can use TEPP Model Procedures to address any gaps or weaknesses. The procedures can be modified and incorporated into the everyday operation of the organization. TEPP Model Procedures include:

- Model Annex for Preparedness and Response to a Radiological Transportation Incident
- First Responder Initial Response to Radiological Transportation Accidents
- Hazardous Materials Incident Response
- Properly Handling and Packaging Potentially Radiologically Contaminated Patients
- Medical Examiner/Coroner on the Handling of a Body/Human Remains that are Potentially Radiologically Contaminated
- Radioactive Material or Multiple Hazardous Materials Decontamination
- Model Recovery Procedure for Response to a Radiological Transportation Incident
Training
TEPP offers training courses that are divided into distinct topic and delivery options starting at a basic level and progressing to an advanced level of training targeted at hazardous materials response teams and radiation authority personnel. By establishing training prerequisites, each course is designed to target specific types of emergency responder audiences.

TEPP courses include:

- **MERRTT Overview**: Designed to be delivered in a 1 to 3-hour block at conferences and addresses at a basic level how emergency responders should prepare for response to radiological transportation accidents. The course explains the TEPP comprehensive approach to planning and training. The presentation details the available readiness assessment tools, planning tools including model plans and procedures, exercise scenarios, and the various levels of training offered through TEPP.

- **Understanding Radiological Threats in Your Community**: Designed to be delivered during a 1 to 3-hour workshop at conferences, this course reviews case histories (theft, malicious intent, and transportation accidents) of actual radiological incidents. Through the use of actual incident pictures, props, and radioactive sources, students participate in an interactive discussion about how they can recognize, detect, and protect themselves and their community from radiation and contamination.

- **Compressed Modular Emergency Response Radiological Transportation Training (CMERRTT)**: An 8-hour training course designed for audiences who have completed previous radiological response training. The course consists of seven 30-minute modules and four hands-on practical exercises, providing a comprehensive review to ensure an understanding of radioactive material, radiological survey instruments, and decontamination techniques for handling radiologically contaminated victims.

- **Radioactive Material Incident Response Simplified, Modular Emergency Response Radiological Transportation Training**: This 16-hour training course is designed to take the complex topic of a radiological accident response and break it down into 16 easily understood modules and hands-on practical exercises. Students develop a comprehensive understanding of radioactive material, radiological survey instruments, decontamination techniques for handling radiologically contaminated victims, and resources available to responders during a response. An important element of the training is detailed information on the types of packages used to transport radioactive material. The course includes use of “live” radiation sources in the practical exercises to reinforce learning. MERRTT meets the Waste Isolation Pilot Plant (WIPP) Land Withdrawal Act training requirements and is listed on the Department of Homeland Security Federal Approved Courses Listing.

- **Technician Level Modular Emergency Response Radiological Transportation Training (TMERRTT)**: This 8-hour technician training program is aligned with the specific radiological competencies listed in NFPA 472 for a Technician Level and Agent Specific responder. The course content includes advanced level training on instrument operation, radiological detector selection, and limitations. In addition to the classroom training, students using the incident command system participate in three field drills.

- Radiation Specialist Training Program: This 40-hour training is designed to meet the specifications found in Chapter 18 of the National Fire Protection Association (NFPA) Standard 472 ‘Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents.’ Technicians with a radioactive material specialty provide support to the hazardous materials technician on the use of radiation detection instruments, and are expected to have the ability to manage the control of radiation exposure and conduct hazards assessment at an incident involving radioactive material.

- Radiological Training for Hospital Personnel (FEMA G-346): Working with the Federal Emergency Management Agency (FEMA), TEPP revised the G-346 FEMA course. This 8-hour course is designed to introduce hospital medical care providers to ionizing radiation, the biological effects of ionizing radiation, facility preparation, radiological instrumentation, patient decontamination, and patient care/treatment. Upon completion of the classroom training, care providers participate in a hands-on exercise for handling patients who have been exposed to ionizing radiation and/or are contaminated with radioactive material. The modular design of the program is structured so non-medical care providers (e.g., maintenance, security, etc.) can attend the first 3 or 4 modules and then return in the afternoon for the hands-on exercise. This course is provided in support of TEPP sponsored exercises.

**Exercise Planning Resources:**

One component of the TEPP Tools is the “Drill-In-A-Box” exercise scenarios. TEPP has pre-scripted exercise scenarios that are compliant with the Homeland Security Exercise and Evaluation Program (HSEEP). These exercises are used to validate responder readiness for response to a radiological transportation accident. TEPP works with the local jurisdiction to customize the exercise package including the scenario and exercise objectives. Most exercise scenarios are based on a multi-vehicle accident and exercise objectives typically require a prompt response for extinguishing a fire, rescue of potentially contaminated entrapped victims, and recognition of the presence of radiological material. Most TEPP scenarios then evolve into a hazardous materials response that requires the response team to work with the shipper/state radiation authority to characterize the scene, perform package accountability, conduct radiation/contamination surveys, and report/map the gathered information to the shipper/radiation authority. TEPP strives to make its exercises as realistic as possible.
**TEPP Training Development Partnerships**

**National Labor College:** During FY 2013, TEPP continued its 9-year training partnership with the National Labor College (NLC) where 9 railroad unions come together to conduct training. TEPP partners with these railroad unions and the NLC to conduct MERRTT training sessions as a part of the unions’ 6-day rail worker hazardous materials training program. Upon completion of MERRTT and the other hazardous materials training provided during the 6-day class, attendees become on-location hazardous materials “peer trainers” for their respective unions. These highly trained and experienced cadre of peer trainers—all of them full-time or retired rail workers—are the core of the rail worker hazardous materials training program. By involving peer trainers from various crafts, the program establishes a cross-company, cross-union, cross-craft training program that has proved invaluable, as one group or craft learns from another. This training partnership enables TEPP to reach out across the nation and train a large number of responders in an efficient manner. 3 MERRTT Train-the-Trainer sessions and 3 rail worker training sessions were conducted by TEPP during 2013 with a total of 110 attendees. The Train-the-Trainer sessions yielded 37 peer trainers that can now offer the MERRTT radiological training to rail yard workers at their locations across the nation.

**Waste Isolation Pilot Plant (WIPP):** TEPP and WIPP instructors regularly partner to provide MERRTT courses in support of existing or new WIPP routes. Courses are offered to response agencies along DOE’s primary transportation corridors or to those agencies with reciprocal agreements with response agencies along primary corridors. When WIPP opens new routes, or as TEPP identifies training needs along existing WIPP routes, the two programs collaborate to plan and schedule courses. The strong partnership between the two DOE programs results from years of collaboration on development of the MERRTT curriculum and ensures consistency of messages being brought to first responders. The two organizations partnered to conduct 23 training sessions during FY 2013.

**National Nuclear Security Administration (NNSA):** The NNSA Global Threat Reduction Initiative asked TEPP for assistance in opening two routes from Canada to the Savannah River Site for a multi-year transportation campaign. Initial actions included identifying the routes and determining the locations along the routes for conducting training, as well as potential exercise locations. During FY 2013, TEPP provided 48 training sessions along the proposed routes resulting in 893 responders being trained. This training effort will continue into FY 2014.

**Exercise Partnerships**

TEPP conducted and participated in several drill/exercise activities during FY 2013 to support stakeholder training and radiological response preparedness.

In early FY 2013, TEPP worked with the National Nuclear Security Administration and the Charleston Naval Weapons Station to conduct two separate tabletop exercise scenarios. The first scenario involved a shipment of spent nuclear fuel being offloaded at the weapons station. The scenario began as a crane was transferring the shipping containers from the boat to a waiting train railcar. During the transfer, two of the four chains holding the shipping container break, causing the container to swing and strike one of the wharf riggers offloading the containers. The injuries are critical and require prompt medical attention and transportation to a hospital. During the tabletop exercise, base and local law enforcement, fire, and emergency medical service responders answered questions on how they would provide rescue, care, and transport to the hospital.
The second Charleston scenario involved a multi-car train being used to move the spent nuclear fuel from the weapons station to the Savannah River Site. A delivery truck transporting radioactive material fails to stop at a crossing and strikes the train. Because of the impact with the train, the delivery truck (hauling a total of eight radioactive material packages) rolls and catches on fire. As a result of the collision, the delivery truck driver is ejected from the delivery truck and is lying in the highway. Several radioactive material packages are ejected from the delivery van, some have burned, and some are crushed as result of the accident. One of the railcar spent nuclear fuel containers near the burning vehicle is exposed to the fire. Based on incident scene pictures, responders discussed their actions to extinguish the fire, rescue and treat the delivery truck driver and train crew. Responders discussed the retrieval the shipping papers from the delivery truck. EMS personnel determined that the medical conditions of the delivery truck driver warranted immediate transport to the hospital. Emergency response actions were followed up with a discussion about recovery planning. The planning identified needed for additional radiation/contamination surveys, package accountability/assessment, scene mapping, documentation, and final disposition of the spent fuel shipment.

At the request of the Texas Bureau of Radiation Control, TEPP representative conducted two CMERRTT sessions in Port Arthur, TX, in preparation for the a US Coast Guard Exercise that was to involve local emergency response agencies. In addition to the CMERRTT sessions, TEPP also conducted two separate drill response exercises focusing on radiation detector operations and survey techniques. These exercises involved local responders, using their equipment, to locate and report the found radioactive materials to the Coast Guard authorities.

In preparation for the proposed NNSA GTRI shipments, a tabletop exercise was sponsored by the North Carolina Highway Patrol. TEPP participated in the tabletop exercise scenarios. The 8-hour exercise presented several scenarios to discuss policies, plans, and procedures for dealing with Naval Spent Nuclear Fuel Rail Shipments, highway shipments of radioactive material, and shipments from NNSA’s Office of Secure Transportation (OST). As part of the exercise, NC officials had representatives from NNSA and the Naval Reactors Program give presentations on their programs and discuss specifics about the transportation of radioactive materials. In addition to the numerous state agencies participating in the exercise, representatives from the Federal Bureau of Investigation, Domestic Nuclear Detection Office, Region 3 Radiological Assistance Program, and the Environmental Protection Agency participated in the exercise. During the exercise discussions, numerous participants talked about the benefits of the training that has been conducted by TEPP.
Partnerships with Others

In addition to technical assistance activities with local, state, and tribal organizations, TEPP actively pursues opportunities to develop relationships and partner with federal agencies and other national programs in areas related to homeland security and preparedness for radiological events. These strong partnerships provide a mechanism for TEPP to support other national preparedness efforts and to integrate the TEPP planning tools and training programs provided by other federal agencies or national programs. This effort helps to ensure consistency of radiological response curriculums delivered to responders.

National Fire Protection Association (NFPA) - The mission of the international nonprofit NFPA, established in 1896, is to reduce the worldwide burden of fire and other hazards on the quality of life by providing and advocating consensus codes and standards, research, training, and education. Two of TEPP’s contractor coordinator personnel sit on the NFPA Hazardous Materials Response Technical Committee which is responsible for several NFPA standards. As a result, TEPP is actively involved in NFPA standards development. All of TEPP’s radiological training courses are standards-based and are written to meet the radiological competencies found in NFPA’s Standard 472 and 473. Based on TEPP course evaluations/comments and instructor feedback, TEPP personnel have proposed numerous changes and improvements to NFPA’s hazardous materials standards. NFPA is working on two additional standards; NFPA 475, Recommended Practice for Responding to Hazardous Materials Incidents/Weapons of Mass Destruction, and NFPA 1072, Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications. Through the Technical Committee, TEPP personnel are involved in the development of these two additional standards. NFPA 475 and NFPA 1072 are scheduled to be released in 2016 with a 2017 edition date.

Federal Emergency Management Agency - TEPP continues to maintain its relationship with the Federal Emergency Management Agency. In FY 2013, and for the past seven years, TEPP has been a component of the Radiological Train-the-Trainer (TTT) workshop offered at FEMA’s Center for Domestic Preparedness (CDP) located in Anniston, AL. During these 5-day workshops, TEPP representatives offer a MERRTT TTT to attending students. TEPP continues to provide technical assistance on program development and training, ensuring that the DOE/FEMA working relationship is maintained.
Program Direction and Future Opportunities

To ensure continuous improvement in TEPP and to help meet emergency management policy and program development needs, TEPP strives to ensure that program improvements are identified, strengths are built upon, and outside-the-box approaches are evaluated for usefulness in the TEPP planning tools and training programs. This approach helps ensure the planning and training needs of emergency responders are identified and implemented. TEPP will continue to prepare responders for response to radiological transportation incidents. TEPP will continue to effectively apply TEPP-related activities to achieve greater agency and responder preparedness. Within the constraints of available funding, TEPP will continue collaborative activities with state, tribal and local response organizations and with other federal agencies focusing on:

- Development of partnerships with state, tribal, and federal organizations to improve TEPP planning tools and training programs.
- Cost efficiencies through utilizing TEPP Central Operations for production, control, and distribution of training materials and sharing of resources with federal agencies to promote cost effectiveness and reduce redundancy.
- Advanced levels of training and emphasize exercises as the key element in demonstrating readiness for responding to radiological transportation incidents.
- Innovative ways to improve TEPP-offered training programs such as: computer based training, “How to” videos, addition of new or state of the art equipment, and website additions that enhance responder readiness for response to transportation incidents involving radioactive material.
- Ensure training is standards-based to assist responders in meeting their requirements.
- Using task groups and stakeholder feedback to develop program improvement by reviewing input submitted by students and instructors.

Responders participating in TEPP Training
# Attachment A – MERRTT Courses Conducted

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**State Totals:** 53 0 461 92 165 0 0 718 52

**Program Totals:** 227 359 1509 1543 391 12 100 3932 1303
# Attachment B – Workshop and Conference List

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