WASTE ISOLATION PILOT PLANT

STATE OF TEXAS

WORK PLAN

for

The Safe Shipment of Transuranic Materials

July 1, 2014 - June 30, 2015

Southern States Energy Board Subgrant No. SSEB-WIPP-TX

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List of Acronyms and Abbreviations

DPS	**Texas Department of Public Safety**
DSHS	**Texas Department of State Health Services**
EMS	**Emergency Medical Service**
HAZMAT	**Hazardous Material**
NRF	**National Response Framework**
NIMS	**National Incident Management System**
SECO	**Texas State Energy Conservation Office**
SMRAP	**Southern Mutual Radiation Assistance Plan**
SSEB	**Southern States Energy Board**
TDEM	**Texas Division of Emergency Management, Texas Department of Public Safety**
THP	**Texas Highway Patrol, Department of Public Safety**
TRANSAX	**Transportation Accident Exercise**
TRU	**Transuranic**
US DHS	**US Department of Homeland Security**
US DOE	**US Department of Energy**
US DOT	**US Department of Transportation**
WIPP	**Waste Isolation Pilot Plant**
WIPPTREX	**WIPP Transportation Exercise**

State of Texas
Work Plan for the
Safe Shipment of Transuranic Waste

I. PURPOSE

A. **This work plan outlines the objectives, tasks, and budget for the State of Texas and its local jurisdictions to continue the safe and uneventful shipment of defense transuranic waste through the State to the US Department of Energy (US DOE) Waste Isolation Pilot Plant (WIPP) near Carlsbad, New Mexico, and to respond to incidents which might occur as a result of such shipments.**

B. **Shipments to the WIPP began in March 1999. This work plan focuses on continuing activities to be conducted to sustain preparedness for such shipments through Texas during the period July 1, 2014 to June 30, 2015. The schedule for completion of certain tasks outlined in this work plan may be adjusted if the US DOE changes the dates for WIPP shipments through Texas. Some tasks outlined in this work plan are expected to continue into subsequent years.**

II. REFERENCES

A. **Texas Disaster Act, Section 418, Government Code**
B. **Executive Order of the Governor Relating to Emergency Management**
C. **State of Texas Emergency Management Plan**
D. **Sections 401 & 402, Texas Health & Safety Code**
E. **National Response Framework (NRF)**
F. **National Incident Management System (NIMS)**

III. SITUATION & ASSUMPTIONS

A. Situation

1. **US DOE is shipping defense transuranic waste from a number of its facilities in other states through Texas to the WIPP near Carlsbad, NM. Shipments transit Texas on one of two routes. The primary route enters Texas from Louisiana on I-20, continues west on I-20 to Pecos, and then follows US 285 north into New Mexico. The alternate route enters Texas from Louisiana on I-20, continues west on I-20 to Big Spring, and then follows State Highway 176 into New Mexico.**

2. **Roughly 3,658 defense transuranic waste shipments are expected to pass through the State over the life of the program, with shipments averaging a rate of three or four per week. US DOE commenced shipments through Texas in May 2001 and will continue for approximately 18 years. The dates for shipments through Texas and the number of shipments are subject to change; changes may impact the schedule for work outlined in this work plan.**

3. **The primary shipment route in Texas passes through 22 counties and 41 incorporated cities. The alternate shipment route in Texas passes through 18 counties and 34 incorporated cities. All 22 counties and 51 cities listed in the *Texas Emergency Notification and Response Guide for Transuranic Waste Shipments* provide emergency response (full-time or volunteer fire and/or EMS) along or adjacent to the the alternate route. A total of 20 counties and 19 of the cities have their own emergency management plans in place.**

4. **As outlined in References A and B, chief elected officials in cities and counties, as emergency management directors for their jurisdictions, are responsible for emergency planning and coordinating the emergency response within their jurisdictions. There are 20 counties and 19 cities along the WIPP routes in Texas that have their own emergency management plans in place and on file with the Texas Division of Emergency Management (TDEM). The other cities along the routes are incorporated into either larger city plans or county plans.**

5. **As outlined in References C and D, the Texas Department of State Health Services (DSHS) has responsibility for leading the State's response to radiological incidents and providing technical assistance to local governments responding to such incidents.**

   The State may also provide non-technical support to local governments responding to emergencies when (a) the resources of a local government are exhausted or inadequate to deal with that emergency and (b) the chief elected official requests state assistance. Non-technical state assistance is coordinated by the State's 24 disaster districts, TDEM, and, for major incidents, the State Emergency Management Council.

B. Assumptions

1. **Citizens of the state, particularly those living along the route of shipments, and the media are likely to be concerned about the safety of shipments of defense transuranic waste. The media and citizens interested in such shipments should be provided information about emergency preparedness and response capabilities.**

2. **Federal, state, and local programs to ensure the safe transportation of defense transuranic wastes through the State to the WIPP should be coordinated.**

3. **The initial emergency response to an incident arising from defense transuranic waste shipments is likely to be handled by local emergency responders. Hence, local emergency plans should be current and address the hazard posed by defense transuranic waste shipments. Local responders and elected officials who coordinate emergency response should have appropriate training to deal with the hazards of such shipments.**

4. **If local and state resources are inadequate to respond to an emergency involving a defense transuranic waste shipment, the**

   State may request mutual aid from other states in accordance with the Southern Mutual Radiation Assistance Plan (SMRAP) or from federal agencies pursuant to the Nuclear/Radiological Incident Annex to the National Response Framework (NRF).

IV. OBJECTIVES

A. It is the objective of the State of Texas that defense transuranic waste shipments be conducted safely and agencies who might be expected to respond to an incident involving such materials have adequate plans, training, and equipment.

B. Specific State objectives with respect to defense transuranic waste shipments to the WIPP are:

1. Objective 1- Emergency Planning.

Encourage local governments and state agencies to develop and maintain emergency plans and procedures which adequately address the hazards posed by defense transuranic waste shipments. Provide state planning assistance when requested.

2. Objective 2 - Emergency Preparedness.

Enhance preparedness of local and state emergency responders and decision makers to deal with the hazards posed by defense transuranic waste shipments by providing appropriate training or retraining, equipment, and state assistance in planning and evaluating exercises.

3. Objective 3 - Shipment Monitoring.

Receive advance notice of and monitor the execution of defense transuranic waste shipments through Texas. Provide information affecting shipments to US DOE for relay to drivers, and receive near real-time information about shipment status from US DOE.

4. Objective 4 - Public Information and Education.

Provide educational information regarding emergency preparedness and response capabilities to the media and

members of the public concerned about shipments of defense transuranic waste.

V. PROGRAM ELEMENTS

A. Objective 1 -- Emergency Planning

1. Task 1-A, Maintain and Update as Necessary the State Emergency Management Plan and Procedures.

a. Discussion: The state emergency management plan and its supporting procedures provide a basis for timely, coordinated, and effective emergency response by state agencies. The state plan and procedures address emergency response considerations relating to defense transuranic waste shipments.

b. Approach: Texas will review, maintain and update the emergency management plan and procedures for responding to radiological transportation incidents.

1) DSHS will review and update as needed Annex D, Radiological Emergency Management, to the State of Texas Emergency Management Plan, and its subsidiary documents.

2) TDEM will review and update as needed the remainder of the State of Texas Emergency Management Plan, the Standard Operating Procedures for the State Operations Center, and other procedural guidance.

3) It is anticipated that review and update of the state emergency management plan and procedures will be a recurring task.

c. Responsible Agencies: DSHS/TDEM

2. Task 1-B, Update or Preparation of Local Emergency Management Plans and Procedures.

a. Discussion: Local emergency management plans and procedures provide a basis for timely, coordinated, and effective emergency response. Plans, pertinent annexes, and procedures require regular review and periodic updating to ensure they are complete and meet current state planning standards.

b. Approach: Dedicated planners, working in coordination with TDEM's district coordinators (formerly regional liaison officers), will assist those cities and counties along the primary and alternate shipment routes that are responsible for emergency response. Assistance

includes reviewing and updating emergency management plans and plan annexes. This effort is expected to be a recurring task.

c. Responsible Agency: TDEM

3. Task 1-C, Responder Guide for Transuranic Waste Shipments

a. Discussion: The primary and alternate WIPP shipment routes in Texas pass through a total of 23 counties and 42 incorporated cities. Each of those entities has responsibility for coordinating emergency response to an accident or incident that occurs within their jurisdiction. Fire, HAZMAT, state and local law enforcement, and EMS units along I-20, US 285 and SH 176 have specific geographic service areas covering segments of the route. In order to alert appropriate local emergency responders of incidents involving WIPP shipments, local 911 operators and emergency services require a guide that identifies the responsible local government, specifies which responders serve which segments of the route, and outlines appropriate means of contacting those governments and responders.

b. Approach: In FY 00, TDEM planners completed and distributed the initial *Texas Emergency Notification and Response Guide for Transuranic Waste Shipments*. This document indicates mile by mile along the shipment route who has jurisdiction and which agencies are responsible for emergency services. TDEM will review the responder guide for potential revision annually. Copies of the guide will be maintained in the State Operations Center and provided to the US DOE, local jurisdictions and other agencies as needed.

c. Responsible Agency: TDEM

B. Objective 2 -- Emergency Preparedness

1. Task 2-A, Training for Responders.

a. Discussion:

1) First responders, including local fire, HAZMAT,

hospital emergency response staff, law enforcement, and EMS personnel must be trained to deal with any radiological transportation accident as well as unique incidents that may arise during WIPP shipments. The Texas Highway Patrol (THP) troopers who often respond to accidents along the WIPP shipment route and are responsible for certain notifications and coordination functions should also be offered appropriate training.

2) Through funding provided by the US Department of Transportation (US DOT) and the US Department of Homeland Security (US DHS), TDEM offers hazardous materials training for local governments and state agencies. This training includes instruction on radiological materials.

3) Training for WIPP shipments is needed for all first responders along the shipment route. First Responder training for WIPP shipments is not a substitute for existing hazardous materials training courses or radiological monitoring and instrumentation training. It should build on these courses and focus on unique problems posed by WIPP shipments not typically addressed in other training.

4) As many fire and EMS personnel are volunteers who have other full time jobs, it is anticipated there will be a need to offer training in their local area, in some cases at night or on weekends.

5) Existing radiation detection instrument sets in jurisdictions along the primary and alternate shipment corridors need to be maintained to facilitate local emergency responders' effectiveness.

b. Approach:

1) DSHS developed and conducts a short training course outlining procedures for the initial response to an accident or incident involving a WIPP shipment. They also offer a refresher course to those who have already received the first responder training.

2) DSHS will continue to offer these training courses annually in all WIPP corridor cities and counties.

3) DSHS will maintain a database of all students who have completed the first responder course and/or the refresher course.

4) DSHS will determine if a need exists for additional radiological training courses or assistance in the use of radiological instruments above and beyond those currently funded by US DHS.

5) DSHS will provide and maintain radiation detection instrument sets for the cities, counties and TDEM district coordinators along the primary and alternate shipment routes. Maintenance includes calibration and operability testing of the instruments every other year.

c. Responsible Agency: DSHS

2. Task 2-B, Training for Elected Officials and Emergency Management Staffs

a. Discussion: Elected officials, city/county department heads, and local emergency management officials responsible for coordinating the local emergency response to an accident or incident involving a WIPP shipment must have information about the characteristics of such shipments. They should be knowledgeable about the safety procedures for such shipments and understand the combined local, state, and federal response to an incident involving a WIPP shipment.

b. Approach:

1) Due to frequent turnover in local government, DSHS and TDEM will offer the state-developed Radiological Transportation Orientation for Local Officials to emergency managers, elected officials, and other officials in jurisdictions along the WIPP primary and alternate shipment routes.

2) DSHS and TDEM will maintain a database of all who have received the Radiological Transportation Orientation for Local Officials training.

c. Responsible Agencies: DSHS and TDEM

3. Task 2-C, Medical Preparedness

a. Discussion: To ensure an effective medical response to a transuranic waste transportation incident, hospitals along the shipment route will be offered pertinent staff training for the handling of radiologically contaminated patients. They will also be encouraged to obtain appropriate supplies and equipment for on-site stock.

b. Approach:

1) DSHS will identify and maintain an updated list of hospitals along the shipment route which have emergency response capabilities for the care of radiologically contaminated patients.

2) DSHS will notify the hospitals of available radiological medical staff training. Upon request, DSHS will coordinate with US DOE for the presentation of the medical training.

3) Refresher training for medical personnel and hospitals will be a continuing task and will be required in subsequent years.

c. Responsible Agency: DSHS

4. Task 2-D, Exercises

a. Discussion: Many local governments in Texas have hazardous materials response plans and most local emergency responders have had training and experience in handling transportation accidents involving hazardous materials. Yet, few have experience in handling accidents involving radioactive materials. Exercises and drills allow emergency responders to demonstrate procedures and skills. Local governments along the primary and alternate WIPP shipment routes will be encouraged to participate in exercises involving radiological transportation accidents.

b. Approach:

1) The State will encourage local and state emergency responders and emergency management officials to take part in US DOE Transportation Accident Exercises (TRANSAX) and WIPP Transportation Exercises (WIPPTREX).

2) Local governments and participating state agencies will continue to assist local emergency managers in planning and evaluating tabletop or locally coordinated drills and exercises related to WIPP shipments. WIPP planners will be available to assist in the development and coordination of these local exercises. State agency participation in local exercises may be constrained by commitments to other programs.

3) Responsible Agencies: All

C. Objective 3 -- Shipment Monitoring

1. Task 3-A, Advance Shipment Information.

a. Discussion: Information about defense transuranic waste shipments is needed by the TDEM Operations Center, the THP (which includes Highway Patrol and Commercial Vehicle Enforcement), and DSHS.

b. Approach: TDEM operates the TRANSCOM system at the State Operations Center in Austin on an around-the-clock basis when defense transuranic waste shipments are in progress through Texas. The system will be used to receive information about planned WIPP shipments through Texas from US DOE sites. TDEM will provide such information to agencies which require it, including DSHS and other DPS elements.

c. Responsible Agency: TDEM

2. Task 3-B, Shipment Tracking

a. Discussion: The State has the capability to track WIPP shipments through Texas and relay pertinent information to the US DOE Operating Center through the use of the TRANSCOM system.

b. Approach: TDEM operates the TRANSCOM system at the State Operations Center in Austin on an around-the-clock basis when defense transuranic waste shipments are in progress through Texas. The State Operations Center will relay to the US DOE Operating Center any information which may affect ongoing shipments.

c. Responsible Agency: TDEM

D. Objective 4 – Public Information and Education

1. Task 4-A, Public Information and Education

a. Discussion: Some citizens and groups may have serious concerns about the transport of radioactive materials through the state of Texas. There is likely to be media interest in such shipments. The State desires that the risk of radioactive materials shipments in general, and defense transuranic waste shipments in particular, and the safety measures in place for such shipments be communicated to the interested public and the news media.

b. Approach:

1) DSHS, in cooperation with the other state agencies

assigned tasks in this work plan, will continue to work with US DOE to continue a functional communications strategy to address public and media concerns related to shipments of defense transuranic waste and other radioactive materials.

2) DSHS will update the need for informational and educational materials to carry out the State's communications strategy, reviewing materials developed by US DOE and other states to determine what is already available. DSHS will develop any additional materials required and coordinate production and distribution of pertinent materials produced by the State or obtained from others.

c. Responsible Agency: DSHS

VI. ADMINISTRATION

A. This work plan will be administered by the Texas State Energy Conservation Office (SECO). SECO is the primary point of contact for all matters related to transportation of defense transuranic waste through the State of Texas.

B. SECO is also responsible for coordination of the separate efforts of the state agencies performing tasks under this work plan to ensure an overall integrated effort.

C. SECO will:

1. Receive funding provided by US DOE through the Southern States Energy Board (SSEB) and allocate it to the participating agencies to perform the tasks outlined herein;

2. Schedule meetings of performing agencies to review task progress, as required;

3. Coordinate and participate in meetings with US DOE and/or the SSEB;

4. Maintain a cost tracking system to provide information for financial reporting;

5. Prescribe the format for periodic progress reports by

participating agencies and consolidate information, prepare, and distribute all required reports to US DOE through the SSEB.

D. Participating Agencies will:

1. Perform the tasks indicated in this work plan;

2. Participate in appropriate WIPP meetings and provide information as needed;

3. Submit reports in the format prescribed by SECO outlining task progress and expenditures in support of this work plan as follows:

Period	Due Date
July – September	October 25th
October – December	January 25th
January – March	April 25th
April – June	July 25th

VII. PLANNED SCHEDULE

A. The anticipated schedule for each task in this work plan is depicted in Figure 1.

B. The schedule shown is subject to change if the shipping dates for defense transuranic waste shipments through Texas are changed.

VIII. FINANCIAL DATA

A. Proposed budgets for the participating agencies are provided in Figures 2 through 4.

B. The overall budget proposed for this work plan is provided in Figure 5.

Figure 1

Work Schedule

Task	J	A	S	O	N	D	J	F	M	A	M	J	Status
1. Emergency Planning													
1-A: Update State Emer. Mgmt. Plans & Procedures	xx	xx	xx	xx	xx	xx	xx						r/u
1-B: Assist Local Governments in Updating Emer. Mgmt. Plans & Procedures	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
1-C: Review/Update Responder Guide for TRU Waste Shipments										xx	xx	xx	r/u
2. Emergency Preparedness													
2-A: Conduct Responder Training and determine need for additional radiological monitoring/instrument courses	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
2-B: Conduct Training for Local Officials	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
2-C: Coordinate Medical Preparedness Training	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	r/u
2-D: Drills & Exercises													
• Assist local govts/responders in participating in drills & exercises	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
3. Shipment Monitoring													
3-A: Advance Notification													
• Receive advance notification of shipments and disseminate information as needed	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
3-B: Shipment Monitoring													
• Monitor TRU Waste Shipments	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
4. Public Information/Education													
4-A: Public Info. & Education													
• Execute communications strategy for WIPP shipments	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con
• Develop information & educational materials as needed	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	r/u
5. Administration													
5-A: Work Plan Administration	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	xx	con

Column headed 01 (far right) indicates expected follow-on tasks:
con = indicates that the basic task is expected to continue into program year 2016
r/u = indicates updates to plans & procedures or refresher training may be required in subsequent years