

MANUAL

DOE M 151.1-1

Approved: 9-18-08

POWER MARKETING ADMINISTRATION EMERGENCY MANAGEMENT PROGRAM MANUAL



U.S. DEPARTMENT OF ENERGY
Office of Emergency Operations

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INITIATED BY:

National Nuclear Security Administration
Office of Emergency Operations

POWER MARKETING ADMINISTRATION EMERGENCY MANAGEMENT PROGRAM MANUAL

1. PURPOSE. This Manual establishes emergency management policy and requirements for emergency planning, preparedness, readiness assurance, and response for the Department of Energy (DOE) Power Marketing Administrations (PMAs). This Manual clarifies DOE O 151.1C, *Comprehensive Emergency Management System*, requirements for specific application to PMAs and is compatible with emergency preparedness and disaster reporting requirements of the electric utility industry.
2. CANCELLATIONS. This Manual cancels DOE 5500.11, *Power Marketing Administration Emergency Management Program*, dated 5-9-94.
3. APPLICABILITY.
 - a. DOE Elements.
 - (1) The provisions of this Manual apply to all PMAs (Bonneville Power Administration, Southeastern Power Administration, Southwestern Power Administration, and Western Area Power Administration).
 - (2) The Office of Emergency Operations within the National Nuclear Security Administration and the Office of Public Affairs have limited responsibilities in coordinating emergency management with the PMAs.
 - b. DOE Contractors. This Manual does not apply to contractors.
 - c. Exclusions. Except for the DOE elements listed in paragraph 3a, all other DOE elements are excluded.
4. REQUIREMENTS.
 - a. Background.
 - (1) The PMAs operate and maintain electric power transmission systems and market electric power in 37 states. The Bonneville, Southwestern, and Western Area Power Administrations operate and maintain electrical transmission facilities. The Southeastern Power Administration has only power marketing responsibilities.
 - (2) PMAs provide wholesale electrical power in coordination with the North American Electric Reliability Council (NERC) and the appropriate regional councils within NERC.
 - (3) PMAs have unique requirements because their primary energy infrastructure mission is different from other DOE facilities.

- (4) The PMAs respond to operational emergencies and energy emergencies and provide emergency assistance. Operational emergencies include natural phenomena (e.g., earthquakes, tornadoes), wild land fires, and other serious events involving or affecting the facility or having potential to have serious impacts on health and safety, electric reliability, the environment, safeguards, and security. Energy emergencies include all actions taken to ensure the balance generation and load to ensure reliability of the electric interconnection. This impacts continuity of PMA business objectives and operations. Emergency assistance includes PMA offers of resources to support other electric utilities, a State or local authority or other government agencies in emergency response.
- b. Hazards Survey/Hazards Assessment.
- (1) Hazards Survey. See DOE O 151.1C, Chapter III.
 - (2) Hazards Assessment. See DOE O 151.1C, Chapter IV.
- c. Program Administration.
- (1) An individual must be designated to ensure the development and maintenance of the emergency plan and procedures, development of the emergency readiness assurance plan (ERAP), development and conduct of training and exercise programs, coordination of self-assessment activities, development of related facility documentation, and coordination of facility emergency resources.
 - (2) The emergency plan must document the emergency management program, including provisions for response to an operational emergency.
 - (3) Emergency plan implementing procedures (EPIPs) must describe how emergency plans will be implemented.
 - (4) Emergency plans and procedures must—
 - (a) clearly state roles, responsibilities, and requirements associated with program administration, individual positions, operations, and interfaces and
 - (b) be reviewed annually and updated as necessary.
 - (5) An Emergency Operating Records Protection Program must be established to ensure that vital records, regardless of media, essential to the continued functioning or reconstitution of an organization during

and after an emergency, are available, per Title 36 Code of Federal Regulations (CFR) 1236, *Management of Vital Records*.

d. Training and Drills.

- (1) Training must be provided to all onsite workers who may be required to take protective actions (e.g., assembly, evacuation). This training is required upon initial employment. Refresher training must be provided when plans, procedures, systems/equipment, or their expected protective actions change. Refresher training must also be provided annually to those workers who are likely to witness a hazardous material release and who are required to notify proper authorities of the release.
- (2) Emergency-related information and training on facility-activity and site-specific conditions and hazards must be offered to offsite emergency response personnel and organizations, including hospitals, that are expected to support onsite response efforts.

e. Exercises.

- (1) At a minimum, each site/facility must conduct building evacuation exercises consistent with Federal regulations (e.g., 41 CFR 102-74-360, *What are the Specific Accident and Fire Prevention Responsibilities of Occupant Agencies?*), local ordinances, or appropriate National Fire Protection Association Standards. Exercises must be conducted at least annually to ensure that employees are able to safely evacuate their work area.
- (2) For each facility or activity, the organization responsible for communications with DOE Headquarters and/or offsite agencies must test communications systems annually or as often as needed to ensure that communications systems are operational.

f. Readiness Assurance.

- (1) Self-Assessment. Each PMA must assess their emergency management program annually and record the results of the self-assessment in the ERAP.
- (2) Corrective Actions. These requirements supplement those in DOE O 414.1C, *Quality Assurance*. Continuous improvement in the emergency management program results from implementation of corrective actions for findings (e.g., deficiencies, weaknesses) in all types of evaluations, including both internal and external evaluations.

- (a) Corrective action plans for external evaluations must be developed within 30-working days of receipt of the final evaluation report.
 - (b) Corrective actions must be completed as soon as possible.
 - (c) Corrective actions addressing revision of procedures or training of personnel should be completed before the next annual self-assessment of the program.
 - (d) Completion of corrective actions must include a verification and validation process, independent of those who performed the corrective action, that verifies that the corrective action has been put in place, and validates that the corrective action has been effective in resolving the original finding.
- (3) Lessons Learned. The readiness assurance program must include a system for incorporating and tracking lessons learned from training, drills, actual responses, and a PMA-wide lessons learned program.
- (4) Emergency Readiness Assurance Plans (ERAPs). Each PMA must submit an ERAP, summarizing its programs, to the Director, Office of Emergency Operations, by November 30 of each year. In keeping with Title 31 United States Code (U.S.C.) 1115 and 1116, *Government Performance Results Act*, this report must identify what the goals were for the fiscal year that just ended (on September 30) and the degree to which these goals were accomplished. This report must also identify the goals for the current fiscal year (which started on October 1).
- g. Emergency Response Organization. An individual (e.g., building or facility manager or similar position) must be assigned and trained to manage and control all aspects of the facility/activity response.
- h. Offsite Response Interfaces. If applicable, prior to and during emergencies, coordination must be maintained with State, Tribal, and local agencies and organizations responsible for offsite emergency response (e.g., “911” emergencies) and for protection of public health and safety.
- i. Emergency Categorization and Classification.
 - (1) Facility-specific criteria/means/indicators to recognize abnormal events or conditions as Operational Emergencies must be developed. The definitions of Operational Emergencies are as found in DOE O 151.1C, Chapter V. Specific criteria must be developed for the spectrum of emergency conditions identified in the Hazards Survey or the Emergency Planning Hazards Assessment, if necessary.

- (2) An event must be categorized as an Operational Emergency as promptly as possible, but no later than 15 minutes after event recognition/identification/discovery.
- (3) In addition to Operational Emergencies, PMA must categorize electrical emergencies as described in 10 CFR 205.350, *Report of Major Electric Utility Emergencies*.

j. Notifications and Communications.

- (1) PMA notifications for electrical emergencies must be conducted in accordance with 10 CFR 205.350 and applicable DOE Manuals.
- (2) Each facility and activity must establish procedures for prompt initial notification of other operational emergencies to workers, emergency response personnel, and response organizations, including, as appropriate, DOE or NNSA elements and other Federal, tribal, State, and local organizations. Provisions must also be established for continuing effective communication among response organizations throughout an emergency.
 - (a) The PMA must notify DOE Headquarters operations center as promptly as possible but no more than 30 minutes after an event has been categorized as an other operational emergency.
 - (b) As appropriate, other applicable Federal, tribal, State, and local organizations are notified as promptly as possible, but no more than 30 minutes after an event has been categorized as an other operational emergency or within an interval established in mutual agreements.
 - (c) At a minimum, notification of other operational emergencies to the Headquarters Operations Center must consist of a phone call providing as much information as is known at the time. The same information must be provided by e-mail or a fax either immediately prior to or following the phone call. Information for initial notification includes as much as possible of the following:
 - 1 that an other operational emergency has been declared,
 - 2 the description of the emergency,
 - 3 the date and time the emergency was discovered,
 - 4 the damage and casualties,

- 5 whether the emergency has stopped other facility/site operations or program activities,
 - 6 the protective actions taken and/or recommended,
 - 7 other notifications made,
 - 8 the weather conditions at the scene of the emergency,
 - 9 the level of any media interest at the scene of the emergency or at the facility/site, and
 - 10 the contact information of the DOE on-scene point of contact.
 - (3) Emergency status updates/situation reports must be forwarded to DOE Headquarters on a continuing basis until the emergency is terminated.
 - (4) Following termination of emergency response, and in conjunction with the Final Occurrence Report (see DOE M 231.1-2), each activated Emergency Management Team must submit a final report on the emergency response to the Emergency Manager for submission to the Director, Office of Emergency Operations.
 - (5) Reporting requirements must be specified during recovery planning.
 - (6) All reports and releases must be reviewed for proprietary information and marked appropriately.
- k. Consequence Assessment. Provisions must be in place to determine the impact of other operational emergencies on workers at PMA facilities.
- l. Protective Actions and Reentry.
 - (1) Plans must be developed for the timely evacuation and/or sheltering of onsite personnel, along with provisions to account for employees after emergency evacuation has been completed.
 - (2) In the event of a facility emergency evacuation, accountability actions must be continued to support ongoing search and rescue activities.
 - (3) Provisions must be in place to protect workers involved in response and cleanup covered by 29 CFR 1910.120, *Hazardous Waste Operations and Emergency Response (HAZWOPER)*.
 - (4) Reentry planning must include contingency planning to ensure the safety of reentry personnel, such as planning for the rescue of reentry teams. All individuals involved in reentry must receive a hazards/safety briefing

before emergency response activities consistent with Federal, tribal, State, and local laws and regulations.

- m. Emergency Medical Support. Provisions for response to emergency medical situations and medical treatment of injured personnel must be implemented, as required by 29 CFR 1910.151, *Medical Services and First Aid*. In addition, planning for mass casualty situations must be conducted in accordance with DOE O 440.1B and 10 CFR 851, *Worker Safety and Health Program*. Sharing patient information between onsite and offsite health care providers during emergencies must be coordinated in advance and consistent with the requirements of HIPAA.
- n. Emergency Public Information.
 - (1) The PMA must provide accurate, candid, and timely information consistent with requirements of the Freedom of Information Act and the Privacy Act to ensure the health and safety of workers and the public during all emergencies and must establish facts, avoid rumors and speculation, and be responsive to public concern and information needs.
 - (2) Procedures must be in place to address media inquiries and, as necessary, conduct briefings or press conferences for other operational emergencies.
 - (3) Initial news releases or public statements must be approved by the PMA official responsible for emergency public information review and dissemination. Following initial news releases and public statements, updates must be coordinated with the DOE Director of Public Affairs and the Headquarters Emergency Manager.
- o. Emergency Facilities and Equipment. Facilities and equipment must be adequate to support emergency response, including the capability to notify employees of an emergency and to facilitate their safe evacuation from work areas.
- p. Termination and Recovery.
 - (1) Predetermined criteria for terminating emergencies must be established/developed, and the termination must be coordinated with offsite agencies.
 - (2) Recovery must include notifications about the termination and establishment of criteria for resumption of normal operations.
 - (3) The facility and the accident investigation team must coordinate or integrate their activities to facilitate an orderly transition of responsibilities for the emergency scene. [DOE O 225.1A, *Accident Investigation*]

q. Implementation.

- (1) Full compliance with the requirements of this Manual must be accomplished within 1 year of its issuance.
- (2) If compliance is not or cannot be completed within 1 year from issuance of this Manual, an implementation schedule must be developed by the PMA and submitted with the Emergency Readiness Assurance Plan due November 30, 2009.
- (3) Non-mandatory implementation guidance for DOE O 151.1C and this Manual is published separately in the multi-volume DOE G 151.1-1 series of Emergency Management Guides (or replacements). The DOE G 151.1-1 series provides non-mandatory, supplemental information about preferred methods for implementing requirements, including lessons learned, suggested practices, instructions, and suggested performance measures.

r. Exemptions.

- (1) If a DOE element can demonstrate that it is subject to emergency management program requirements under the authority of other Federal regulatory agencies and those requirements are at least as stringent as the requirements of this Manual, an exemption may be requested.
- (2) Requests for exemptions from the requirements of this Manual, including specific program element requirements, must include the basis for the request and describe and justify alternatives equivalent to or exceeding this Manual.
- (3) Requests for exemptions are jointly approved by the PMA Administrator and the Director of Emergency Operations, with conflicts resolved by the Deputy Secretary or designated Departmental Chief Operating Officer.
- (4) Each PMA Administrator defines “facility(ies)” for the purpose of implementing this Manual. PMAs may group activities and operations for certain requirements as suits their organizational needs without requesting an exemption.

5. RESPONSIBILITIES.a. Deputy Secretary or Designated Departmental Chief Operating Officer.

- (1) Resolves conflicts when requests for exemptions from the requirements of this Manual are not agreed to between the PMA and the Director, Office of Emergency Operations.

- (2) Other responsibilities are listed in DOE O 151.1C, Chapter I.

b. Director, Office of Emergency Operations.

- (1) Serves as the primary point of contact for the overall emergency planning and operations activities and termination of emergency responses.
- (2) In coordination with each PMA Administrator, approves requests for exemptions from the requirements of this Manual.
- (3) Other responsibilities are listed in DOE O 151.1C, Chapter I.

c. PMA Administrators.

- (1) Due to each PMA's unique enabling legislation and scope of their regional responsibilities, the PMA Administrators are responsible for the development, approval, implementation and management of their individual emergency management programs.
- (2) Designate by name, title, or position a person to manage the PMA emergency management program, receive PMA emergency notifications, participate in any Headquarters response, and attend Headquarters Comprehensive Emergency Management System meetings or planning activities that involve, or may involve, PMAs.
- (3) Establish and maintain integrated plans and procedures detailing responsibilities for emergency response. Ensure that all emergency plans and procedures—
 - (a) are consistent with the requirements of this Manual, electric utility reliability criteria, and appropriate PMA business objectives and operations;
 - (b) provide support, within resource constraints, to energy emergencies and emergency assistance;
 - (c) are coordinated with the appropriate Departmental elements and, where applicable, with other Federal agencies; Tribal, State, and local governments; and other utilities;
 - (d) provide for a continuing program of emergency management training, drills, and exercises, including participation of employees as required;
 - (e) provide opportunities for participation by appropriate utilities and local, State, and Tribal organizations in such drills and exercises; and

- (f) are reviewed and updated at least annually.
 - (4) Establish a formal procedure to keep copies of emergency plans, procedures, and associated documents up to date and accessible at locations where they may be needed during an emergency.
 - (5) Establish a program to ensure that vital records, regardless of media, essential to the continued functioning or reconstitution of an organization during and after an emergency, are available, per 36 CFR 1236.
 - (6) Ensure that supporting mutual assistance agreements are developed with Tribal, State, and local governments and other utilities, where appropriate, and maintained on record.
 - (7) Ensure that immediate emergency response is initiated and followed up with appropriate recovery and restoration activities.
 - (8) Ensure that their public affairs office is part of emergency planning and response.
 - (9) Assess the PMA emergency management program annually and record the results of the self-assessment in the ERAP.
 - (10) Ensure that potential hazards are reviewed and documented for emergency planning purposes.
 - (11) In coordination with the Director, Office of Emergency Operations approve requests for exemptions from the requirements of this Manual.
- d. DOE Director of Public Affairs and the Headquarters Emergency Manager. In accordance with this Manual as well as the responsibilities in DOE O 151.1C, Chapter I, coordinate updates of initial news releases and public statements with the PMAs.

6. REFERENCES.

- a. Title 31 U.S.C. 1115 and 1116, *Government Performance Results Act*.
- b. Title 42 U.S.C 300, *Health Insurance Portability and Accountability Act (HIPAA)*.
- c. Title 10 CFR 205.350, *Report of Major Electric Utility Emergencies*.
- d. Title 10 CFR 851, *Worker Safety and Health Program*.
- e. Title 29 CFR 1910.120, *Hazardous Waste Operations and Emergency Response (HAZWOPER)*.

- f. Title 29 CFR 151, *Medical Services and First Aid*.
 - g. Title 36 CFR 1236, *Management of Vital Records*.
 - h. Title 41 CFR 102-74-360, *What are the Specific Accident and Fire Prevention Responsibilities of Occupant Agencies?*
 - i. DOE O 151.1C, *Comprehensive Emergency Management System*, dated 11-2-05.
 - j. DOE O 225.1A, *Accident Investigation*, dated 11-26-97.
 - k. DOE M 231.1-2, *Occurrence Reporting and Processing of Operations Information*, dated 8-19-03.
 - l. DOE O 414.1C, *Quality Assurance*, dated 6-17-05.
 - m. DOE O 440.1B, *Worker Protection Management for DOE (Including the National Nuclear Security Administration) Federal and Contractor Employees*, dated 5-17-07.
7. CONTACT. For assistance regarding this directive, contact the Director of Emergency Operations at 202-586-9892.

BY ORDER OF THE SECRETARY OF ENERGY:



JEFFREY F. KUPFER
Acting Deputy Secretary