



REQUEST REPLY BY 6/1/00

UNITED STATES
NUCLEAR REGULATORY COMMISSION

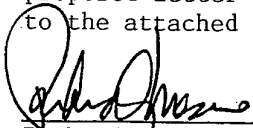
WASHINGTON, D.C. 20555-0001

COMSECY-00-0024

May 12, 2000

Approved with edits to the
proposed letter and subject
to the attached comments.

MEMORANDUM TO: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield


Richard A. Meserve 6/2/00

FROM: William D. Travers 
Executive Director for Operations

SUBJECT: PLANS REGARDING THE "ONE VOICE" INITIATIVE FOR YOUR
INFORMATION

As a result of the lessons learned from the Federal response to the criticality event in Tokai-Mura, Japan, and the Y2K Federal response and coordination effort, the staff is pursuing an initiative which is referred to as "One Voice." The goal of this initiative is to enhance communication and coordination among the member agencies of the Federal Radiological Preparedness Coordinating Committee (FRPCC) so that the Federal government speaks in a consistent manner following radiological events, especially those occurring in a foreign country.

The attached documents, which are provided for your information, articulate the staff's plans regarding the "One Voice" initiative. The first of these two documents consists of a "One Voice" Initiative Concept which details background information on the Federal Radiological Emergency Response Plan, the need for the "One Voice" initiative, and the status of Incident Response Operations' (IRO's) activities related to this issue. The second document is a proposed letter from Frank J. Congel, Director, IRO, to the Chairman of the FRPCC. This letter will formally request the FRPCC Chairman to distribute the "One Voice" initiative to the FRPCC members (17 Federal agencies) and to raise it as a topic for discussion at the next FRPCC meeting.

If you have any questions or require any additional information, please contact either Dr. Frank J. Congel (FJC) at 415-7476, Dr. Charles L. Miller (CLM1) at 415-7482, or Leigh Trocine (LXT) at 415-6415.

Attachments: 1. "One Voice" Initiative Concept
2. Draft Letter from IRO to the FRPCC

cc w/atts: SECY OGC
 OCA OCIO
 OIP OPA
 OCFO

CHAIRMAN MESERVE'S COMMENTS ON COMSECY-00-0024

I support the staff's effort to improve communications and coordination among Federal agencies in responding to peacetime radiological emergencies under the Federal Radiological Response Plan and commend it for taking the initiative to address this important issue with its agency partners in the Federal Radiological Preparedness Coordinating Committee (FRPCC). I am concerned, however, that the "one voice" concept has not been adequately articulated in either the COMSECY or in the proposed letter to the FRPCC. The proposed letter to the FRPCC addresses two issues -- the need for better sharing and coordination of current information about an emergency with agencies involved in the Federal response and the need for the government to speak with "one voice" in responding to questions about the emergency. These are separable issues since participating agencies will need a common base of information regardless of where the "one voice" authority ultimately resides. Moreover, the staff uses two experiences with entirely different response structures as the basis for its "one voice" proposal -- Tokai Mura, where the Federal response was decentralized to the individual agency level, and the Y2K rollover, where the Federal response was coordinated at the White House level.

I believe that there are a number of possible "one voice" scenarios that would enhance the government's performance in future emergencies, including the following:

1. A decentralized approach in which each agency responds to inquiries using a common base of information - here the "one voice" means all responding agencies use the same language in discussing the event.
2. A centralized approach in which the Lead Federal Agency (LFA) exercises the "one voice" authority and is responsible for all external communications. Other participating agencies provide information up the chain to the LFA.
3. Commissioner McGaffigan has suggested that the White House is the Federal government's "one voice" and should be more directly involved in the workings of the FRPCC and be involved in emergency response situations. This suggests a model like that of the Y2K rollover.
4. The FRPCC itself could amend its charter to perform the "one voice" function in emergency situations.
5. A sliding scale approach in which the "one voice" responsibility would change as the scope or intensity of the emergency situation changes or as public concerns escalate. Under this approach, the "one voice" may begin at the individual agency level and ascend to the White House if warranted by circumstances.

In my view, the NRC letter to the FRPCC should invite broad discussion of all possible models. Because a full explication of the various models might best occur after the initiative is launched, I suggest slight edits to the letter.



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

Mr. Russell Salter, Chairman
Federal Radiological Preparedness
Coordinating Committee
Federal Emergency Management Agency
500 C Street, SW, #614
Washington, D.C. 20472

Exchange of information
and
protocols for communication
with the public

Dear Mr. Salter:

3

Concerning

The Nuclear Regulatory Commission (NRC) staff finds significant value in assessing event responses and gaining insight from previous experiences. After reviewing the lessons learned from the Federal response to the criticality event in Tokai-Mura, Japan, and the Y2K Federal response and coordination effort, an important issue has come to light which deals with Federal coordination following a radiological event in a foreign country.

As you know, the objective of the Federal Radiological Emergency Response Plan (FRERP) is to establish an organized and integrated capability for timely coordinated response by Federal agencies to peacetime radiological emergencies. The FRERP provides the Federal government's concept of operations based on specific authorities for responding to radiological emergencies, outlines Federal policies and planning considerations on which the concept of operations of this Plan and Federal agency specific response plans are based, and specifies authorities and responsibilities of each Federal agency that may have a significant role in such emergencies. The FRERP covers any peacetime radiological emergency that has actual, potential, or perceived radiological consequences within the United States, its territories, possessions, or territorial waters and that could require a response by the Federal government. The level of the Federal response to a specific emergency will be based on the type and/or amount of radioactive material involved, the location of the emergency, the impact on or the potential for impact on the public and environment, and the size of the affected area.

The FRERP recognizes appropriate Lead Federal Agencies (LFA) for responses to both foreign and domestic events with potential radiological consequences. However, regardless of the protocols established in the FRERP, there continues to be an ongoing need for the NRC and other Federal agencies to effectively share and coordinate information regarding events at foreign nuclear facilities with a broad spectrum of stakeholders. In addition, a significant foreign radiological event will tax the Federal government to address the potential for such an event to occurring in the United States of America.

likelihood

For example, the Environmental Protection Agency (EPA) would be the LFA for any significant foreign radiological event, and EPA would monitor such an event with the focus of protecting the health and safety of United States' citizens. However, NRC and the Department of Energy would be tasked with answering questions regarding the potential for a similar event occurring in the United States and the potential consequences of such an event. Therefore, there is an ongoing need for the applicable Federal agencies to effectively share and coordinate information with each other and with a broad spectrum of stakeholders.

expected to

to the extent of

Several federal agencies may be expected to
commit to the public about the event in

*This might tell the board of control
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an agency + some on the government
symposium*

*no letter
writing*

*remove
held*

*affected
agencies*

In order to enhance the United States' response to international events with potential radiological consequences, the NRC recognizes that the Federal government needs to speak with **"One Voice"** and that the proper avenue for pursuing this issue is through the Federal Radiological Preparedness Coordinating Committee (FRPCC). ~~The NRC also recognizes that the applicable LFA should become the vehicle for appropriately managing effective communication and coordination.~~ This effort constitutes a significant challenge; however, it is believed that this initiative is important enough to merit the continuing ~~coordination and~~ effort by the applicable stakeholders to ensure that it is executed appropriately.

As you may recall, Dr. Charles L. Miller, Deputy Director, Incident Response Operations, raised the need for pursuing this issue at an FRPCC meeting that was held on January 18, 2000. The FRPCC members in attendance were generally receptive to the **"One Voice"** concept and agreed with the need for this initiative. In addition, you and ~~he~~ briefly discussed the need for this effort while you were attending a Federal Radiological Monitoring and Assessment Center Leadership Symposium on February 29 through March 2, 2000. You also endorsed the initiative in your remarks at the National Radiological Emergency Preparedness Conference held recently in Reno, Nevada. We therefore request that you distribute this **"One Voice"** initiative to the FRPCC members and raise it as a topic for discussion at the next FRPCC meeting. We volunteer to chair an applicable committee or subcommittee that is assigned or formed to resolve the pending issues and establish the appropriate protocols.

Dr. Miller

We appreciate the opportunity of working with the FRPCC on enhancing the Federal response capability. Please call me at (301) 415-7476 if you have any questions.

Sincerely,

Frank J. Congel, Director
Incident Response Operations

- cc: Chairman Meserve
- Commissioner Dicus
- Commissioner Diaz
- Commissioner McGaffigan
- Commissioner Merrifield



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

URGENT REPLY

6/11/00

COMSECY-00-0024

May 12, 2000

Approved. I also agree with the comments proposed by Commissioner McGaffigan.

MEMORANDUM TO: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield

Greta Joy Dicus
Greta Joy Dicus 5/30/00

FROM: William D. Travers
Executive Director for Operations

William Travers

SUBJECT: PLANS REGARDING THE "ONE VOICE" INITIATIVE FOR YOUR INFORMATION

As a result of the lessons learned from the Federal response to the criticality event in Tokai-Mura, Japan, and the Y2K Federal response and coordination effort, the staff is pursuing an initiative which is referred to as "One Voice." The goal of this initiative is to enhance communication and coordination among the member agencies of the Federal Radiological Preparedness Coordinating Committee (FRPCC) so that the Federal government speaks in a consistent manner following radiological events, especially those occurring in a foreign country.

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OCA OCIO
OIP OPA
OCFO



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May 12, 2000

2000 MAY 15 PM 3:21

MEMORANDUM TO: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield

I disapprove. See attached comments.

Nils J. Diaz
Nils J. Diaz 5/31/00

FROM: William D. Travers *William Travers*
Executive Director for Operations

SUBJECT: PLANS REGARDING THE "ONE VOICE" INITIATIVE FOR YOUR INFORMATION

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-REC'D BY HJD-

MAY 00 5 30

ORIGINAL

COMMISSIONER DIAZ'S COMMENTS ON COMSECY-00-0024 (PLANS REGARDING THE "ONE VOICE" INITIATIVE)

I recognize the importance of the effective management of the sharing and coordination of information among Federal agencies regarding radiological events, including those occurring in a foreign country. For the reasons discussed below, however, I am not ready to approve the "One Voice" initiative at this time. Therefore, I disapprove, and I recommend that the Commission obtain more information before approving the staff's proposal.

Particularly important, in my view, is the need for an OGC analysis and its guidance regarding the consistency of the proposal with the NRC's statutory obligations and its status as an independent agency. Illustrative of the potential complexity are the constraints that are applied to the Commission's coordination of its activities and rulemaking with OMB. For example, I am interested in knowing whether the agency would have to defer to EPA or another Lead Federal Agency (LFA) even in matters of NRC regulatory expertise, as well as whether the agency's participation in a "One Voice" initiative could constitute a ratification of views of other agencies with which the Commission disagrees.

Another matter of concern is the extent of the resources that may be required if the NRC undertakes the lead on such an inter-agency initiative, particularly in light of the low number of events for which the NRC is the LFA. Thus, I believe the Commission should have estimates of the agency resource requirements for the initiative, with special attention to the effects on our Incident Response Operations.



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NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

COMSECY-00-0024

May 12, 2000

*Approved, subject
to attached comments.
E. De...
5/23/00*

MEMORANDUM TO: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield

FROM: William D. Travers *William Travers*
Executive Director for Operations

SUBJECT: PLANS REGARDING THE "ONE VOICE" INITIATIVE FOR YOUR INFORMATION

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 OIP OPA
 OCFO

Cmr. McGaffigan's Comments on COMSECY-00-0024

I do not object to sending the proposed letter to Mr. Salter and having the Federal Radiological Preparedness Coordinating Committee (FRPCC) develop the "One Voice" initiative further. But it strikes me that a weakness of the Federal Radiological Emergency Response Plan (FRERP) is the lack of involvement of an Executive Office of the President (i.e., White House) agency such as the Office of Science and Technology Policy or the National Security Council. The chief voice of the U.S. Government is the President. Any President will want to comment on a radiological emergency here or abroad. If the White House staff does not know who the Lead Federal Agency (LFA) is under the FRERP, they will likely get their advice on what the President should say from whichever agency they think might be the LFA (in the case of the Tokai-Mura event, DOE, not EPA.) So I would strongly recommend that the FRPCC seek routine involvement by a White House agency in its activities and in individual agencies' emergency exercises when the scenario, if real, likely would draw significant media attention. In a real emergency, the White House would be best served by having experts available on site from the LFA and other agencies with significant roles, as was the case for the Y2K rollover, so that these experts in turn could coordinate with their respective agencies' operations centers. For NRC's part, I would suggest that we identify the White House point of contact for emergencies in which we would be LFA, and that we involve a White House official at least annually in one of our reactor emergency preparedness exercises.

EMG



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COMSECY-00-0024

May 12, 2000

*Approved subject to
attached comments.*

MEMORANDUM TO: Chairman Meserve
Commissioner Dicus
Commissioner Diaz
Commissioner McGaffigan
Commissioner Merrifield

FROM: William D. Travers *William Travers*
Executive Director for Operations

SUBJECT: PLANS REGARDING THE "ONE VOICE" INITIATIVE FOR YOUR
INFORMATION

[Handwritten signature]
5/25/00

As a result of the lessons learned from the Federal response to the criticality event in Tokai-Mura, Japan, and the Y2K Federal response and coordination effort, the staff is pursuing an initiative which is referred to as "One Voice." The goal of this initiative is to enhance communication and coordination among the member agencies of the Federal Radiological Preparedness Coordinating Committee (FRPCC) so that the Federal government speaks in a consistent manner following radiological events, especially those occurring in a foreign country.

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Comments from Commissioner Merrifield on COMSECY-00-0024:

I do not object to the staff's plan to initiate discussions with the FRPCC concerning a "one voice" initiative following radiological events, particularly those events occurring in a foreign country. I also have no objection to the staff's offer to chair a committee or subcommittee of the FRPCC to address this initiative. However, I also support Commissioner McGaffigan's excellent suggestion about interactions with the White House.

A handwritten signature in black ink, appearing to read "Jeff M. Merrifield". The signature is written in a cursive style with a long horizontal flourish underneath.