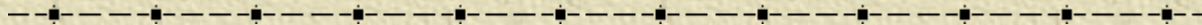
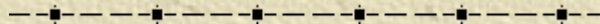


DOE/EFCOG Fire Protection Workshop, Nov. 7-10, 2022
“PASSING THE TORCH—Where We’ve Been and Where We’re Going”
Idaho National Laboratory Meeting Center

**DOE FIRE SAFETY AND
PREPAREDNESS COMMISSION**
2000-2002



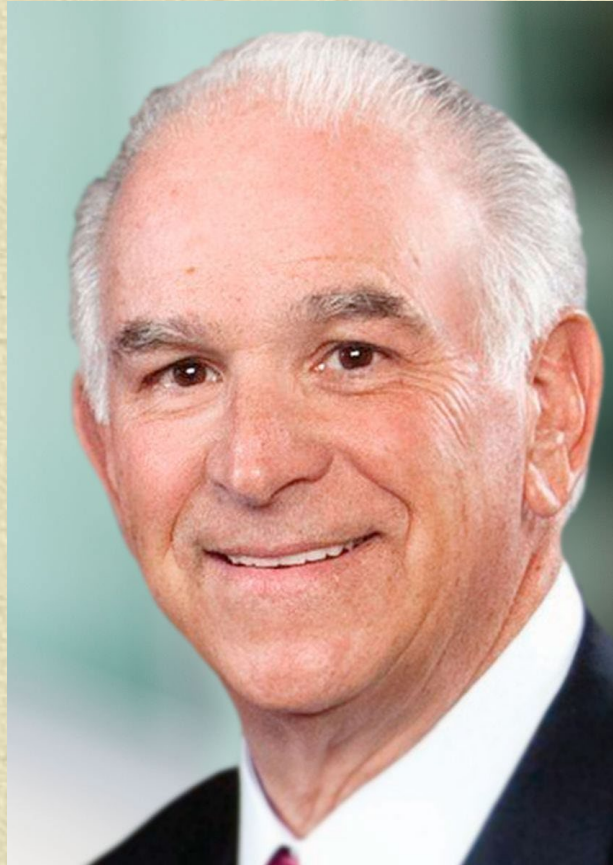
William M. Shields, Ph.D., J.D.
Nuclear Fire Protection Consultant
Jensen Hughes



DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ Formed by Secretary Richardson in response to the extensive wildfires of 2000.
- ✦ Chaired by attorney Stephen Cozen, co-chair Jesse Roberson (DNFSB Member) vice-chair Jack Snell (NIST).
- ✦ 13 other fire protection experts.
- ✦ Charter requested “guidance, advice, information and recommendations on the readiness of the DOE complex [to deal with] the threat of wildland and facility fires.”

Stephen Cozen, Attorney Founder, Cozen and O'Connor, Philadelphia



DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

2. Committee's Objectives and Scope of Activities and Duties:

Duties of the Commission on Fire Safety and Preparedness include:

- a. Providing guidance, advice, information and recommendations on the readiness of the Department of Energy complex from the threat of wildland and facility fires. In doing so, the Commission will evaluate the nature of the risk of fire and concomitant risk of loss, the state of the Department's fire protection programs, and emergency response systems. The Commission will review the results of a special evaluation ordered by Secretary Richardson on October 2, 2000
- b. Reviewing the scope and approach of a comprehensive study led by the Office of Environment, Safety and Health on fire preparedness of the Department of Energy complex. The Commission will also review the implementation plan of the proposed Memoranda of Understanding between the Departments Energy, Agriculture, and Interior.
- c. The Commission will produce a final report that will be presented in a public forum. A copy of the report will be posted on the Department of Energy website and will be made available to the public prior to its publication, in order for questions and comments.
- d. The Commission shall also consult with other knowledgeable professionals as deemed necessary and appropriate.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ Commission was given two years to complete its work.
- ✦ First public hearing held January 11, 2001, in Washington DC.
- ✦ Subcommittees were established to work on specific topics and report back.
- ✦ Letter sent to (new) Secretary Abraham on February 7, 2001, informing him of Commission's mission and providing minutes of the January hearing.
- ✦ Second public hearing held in Augusta, Georgia, on April 23, 2001.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ The Commission intended to observe a series of comprehensive fire safety reviews planned as part of the DNFSB Recommendation 2000-2 Implementation Plan on Vital Safety Systems.
- ✦ Only one full review (Hanford) and one scoping review (LANL) were conducted in 2001 before the comprehensive reviews were terminated.
- ✦ To compensate for the loss of the reviews, the Commission sought technical input from DOE and DNFSB fire protection professionals.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ Work began in early 2002 to conclude the Commission's work and issue a report to the Secretary.
- ✦ Letter to the Secretary was issued May 28, 2002.
- ✦ Final public meeting was held in Washington DC on July 9, 2002.
- ✦ Commission's work ended at that meeting.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ Commission found that DOE “has an exceptionally competent and professional cadre of fire safety engineers, technicians, and managers at all levels of the organization.”
- ✦ What was lacking: “ensuring leadership and commitment for fire safety programs at the highest levels of agency management.”

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

✦ Commission recommended five actions:


1. Secretarial reaffirmation of the validity and applicability of both industry and DOE-promulgated fire safety criteria.
2. Management systems at all sites should manifest a “forceful and measurable commitment to fire safety.”

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Recommendations (cont.)

3. Site fire departments and brigades should be certified.
4. DOE sites should strengthen relationships with Federal, State, and local responders.
5. Management should work with DOE's "fire safety community," including DNFSB and the Fire Safety Committee.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

 “While welcoming the opportunity to provide the Secretary with an independent perspective of DOE fire safety, the Commission noted the nationally acclaimed expertise that is available both within the Department and with the Defense Nuclear Facilities Safety Board. The DOE Fire Safety Committee is one mechanism, among others, that can provide management with advice and perspective on the vast array of fire safety issues confronting the Department. This resource should be utilized.”

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

✦ Most of the technical content ended up in “Observations” attached to the letter to the Secretary. Excerpt from one example:

Strengthening Emergency Preparedness Relationships

Observation:

DOE sites are situated in communities across the country. Mutual aid agreements and the coordination of emergency preparedness response plans is a fundamental basis for developing an effective and coordinated response to potential fire hazards. DOE facilities have resources that can aid in emergency responses occurring within surrounding communities and vice versa. Risk awareness between the sites and their neighbor communities makes for a better understanding of what needs to be done collectively to protect their respective people and properties.

Concern: The Fire Safety Commissioners expressed concern on the need for more extensive coordination and planning efforts to occur between DOE facilities and their surrounding communities. They need to assign direct organizational responsibility for assessing and responding to the risk of wildfire both inside and outside the gates.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- ✦ The DNFSB sent a letter to the Secretary on July 17, 2002, requesting a report within 60 days on “the specific actions DOE will take to implement” the Commission’s recommendations.
- ✦ DOE responded to the Board on January 3, 2003.
- ✦ DOE letter attached an “Action Plan” (oddly dated July 17, 2002) to be carried out by EH-1.



DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Action Plan to address the Defense Nuclear Facilities Safety Board (DNFSB) Letter

1.0 Background

The Department of Energy (DOE) Commission on Fire Safety and Preparedness issued its final report on May 28, 2002. While noting both strengths and weaknesses in the Department's fire protection programs, the Commission recommended several actions to improve fire safety across the complex. In a letter dated July 17, 2002, Chairman Conway of the DNFSB requested a response that outlines the specific actions that DOE will take to implement the recommendations of the Commission.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Action Plan Elements:

- Review Order 420.1 and make changes as needed, due date January 31, 2004.
- Revise ES&H reporting requirements to measure fire safety performance, due date January 31, 2004.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Action Plan Elements (cont.):

- Support Baseline Needs Assessments
- Issue a Wildland Fire Safety Policy and Guidelines, due March 31, 2003. (both later issued)
- Continue support of the DOE Fire Safety Conference and Committee.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

2.5 Recommendation #5 - Work with the Department's fire safety community.

The Commission's recommendation is intended to foster a greater degree of communication between management and the Department's fire safety professionals. It is DOE's expectation that subject matter experts be involved with any significant decision that affects the environment, safety, and health within the Department. DOE supports the continued professional development of the safety staff, including training, professional conferences, and technical committee membership. In addition, the Department supports the continuing work and scheduled meetings of DOE topical committees, including the DOE Fire Safety Committee.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

- What was the result of all this work?
- Memorandum from Secretary Richardson, January 19, 2001, to Program Secretarial Officers, Operations Office Managers, Field Office Managers:

Attached you will find a matrix identifying each major recommendation from the report. Section 4.0, *Opportunities for Improvement*, that provides additional detail on each recommendation, is also attached for your reference. For each recommendation, the matrix identifies the responsible organizations. Each organization should develop an implementation plan for these actions within 60 days of receipt of this memorandum. Copies of these plans should be submitted through the applicable program offices to Environment, Safety and Health, Office of Independent Oversight and Performance Assurance, and Office of Emergency Operations. Implementation plans should identify specific steps to be taken, responsible organizations and individuals, and key milestones.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

DEPARTMENTAL LEVEL IMPROVEMENTS

Improvement	Responsible Organization
1. Revise existing fire protection and emergency response orders and guidance to clearly convey Departmental expectations for site wildland fire programs.	EH (for relevant ES&H directives), SO (for relevant emergency management directives)
2. Issue a DOE-wide policy on prescribed burning. DOE sites have been under a prescribed burn moratorium since May 2000.	EH
3. Institutionalize the process for interacting with national wildland fire organizations to ensure consistency with national standards and effective coordination.	EH & SO
4. Revise the budget process to identify and allocate financial resources for wildland fire programs.	LPSO
5. Reinforce the roles, responsibilities, and authorities within and between the Headquarters, operations office, and site tiers of DOE's emergency response organization, including communications protocols for channeling all information requests through the Headquarters emergency operations center.	SO, HQ program offices and field offices
6. Establish an agreement immediately with the U.S. Environmental Protection Agency for conducting independent environmental monitoring during wildland fire events that may impact hazardous materials.	SO

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

SITE LEVEL IMPROVEMENTS

Improvement	Responsible Organization
1. Evaluate and document the hazard from, and potential consequences of, wildland fires.	LPSOs, DOE Field Offices, DOE contractors
2. Expand the fire protection baseline needs assessment to reflect wildland fire response needs. A fire protection baseline needs assessment is required by DOE Order 420.1.	LPSOs, DOE Field Offices, DOE contractors
3. Ensure that fire protection program implementing procedures adequately address wildland fire prevention and mitigation.	LPSOs, DOE Field Offices, DOE contractors
4. Ensure that fire and emergency response plans and procedures adequately address wildland fires.	LPSOs, DOE Field Offices, DOE contractors
5. Conduct drills and exercises on wildland fire scenarios with fire and emergency response organizations that would be involved in responding to a major wildland fire at the site.	SO, LPSOs, DOE Field Offices, DOE contractors program
6. Implement or expand fire safety and emergency management self-assessments to include wildland fire prevention and response capabilities.	LPSOs, DOE Field Offices, DOE contractors
7. Implement appropriate actions to address applicable lessons learned from the CY 2000 wildland fires (compiled in Appendix B of the report)	LPSOs, DOE Field Offices, DOE contractors

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Personal Observations:

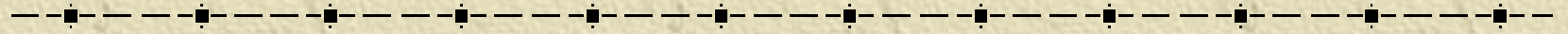
- In retrospect, somewhat remarkable that two successive Secretaries (from opposing parties) publicly endorsed and financially supported a fire safety enhancement program that went well beyond wildland fires.
- Viewed from the inside, Chairman Cozen and all support staff, federal and otherwise, worked hard and were dedicated to the Commission's safety objectives.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION

Observations (cont.):

- Ambitious plans for observation of site and facility assessments fell through when the time and resources needed were fully understood.
- Four Commission subcommittees held public meetings but did not produce much content.
- The DNFSB fully supported the Commission's work and findings, but eventually became concerned that DOE might not fully carry out the recommendations.
- Ultimately, DOE partly implemented some of the suggested actions, but lost interest as time passed.

DOE FIRE SAFETY AND PREPAREDNESS COMMISSION



✦ Comments/Recollections?