

# The National Response Team

A Report on the National Oil and Hazardous Substances Response System



ANNUAL REPORT

March 1989



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### About This Annual Report

The National Response Team (NRT) has been in existence for almost 20 years, but this is its first annual report. Because many readers may be unfamiliar with the NRT and the other response groups established by the National Contingency Plan, this report blends background information with the usual contents of an annual report -- a review of the year's activities and accomplishments. This report does not attempt to address all Federal response actions and, in particular, does not address Superfund remedial actions. The EPA annual report, *Progress Toward Implementing Superfund: Fiscal Year 1987*, provides a detailed report on Superfund response actions.

The report is structured to follow the involvement of the Federal government in an oil or hazardous substance incident, from the first notification to the Federal response and the planning that makes that response possible. The report concludes with a discussion of future directions of the NRT.

There are several appendices. Appendix A is a report of activities and plans for each of the 13 Regional Response Teams. Appendix B includes a brief description of the key responsibilities and expertise of each of the 14 current NRT member agencies. Appendix C is the NRT Workplans for Fiscal Years (FY) 1988 and 1989. Appendix D is a brief history of the National Response System.

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# National Response Team

of the National Oil and Hazardous  
Substances Contingency Plan  
G-WER/12, 2100 2nd Street SW, Washington, D.C. 20593

March 6, 1989

We are pleased to issue this first Annual Report of the National Response Team.

## NRT

Environmental  
Protection  
Agency

United States  
Coast Guard

Department of  
Commerce

Department of  
Interior

Department of  
Agriculture

Department of  
Defense

Department of  
State

Department of  
Justice

Department of  
Transportation

Department of  
Health and  
Human Services

Federal  
Emergency  
Management  
Agency

Department of  
Energy

Department of  
Labor

Nuclear  
Regulatory  
Commission

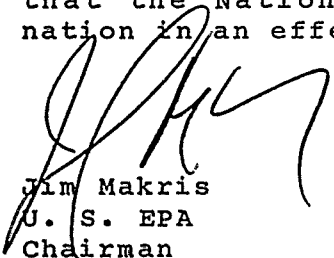
The National Response Team (NRT) is a unique organization composed of 14 Federal agencies, each having broad responsibilities in environmental areas. With a legal basis in executive order, regulation and statute, the National Response Team has served the public in minimizing environmental insults and health impacts from accidents for almost 20 years. The National Contingency Plan (NCP), promulgated under the Clean Water Act (CWA) and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), establishes the NRT as one of the major components of the National Response System. It is the national body responsible for coordinating Federal planning, preparedness, and response actions related to oil discharges and hazardous substance releases. The strength of the NRT resides in the sharing of resources and expertise of the member agencies; the commitment of those agencies to a clean and safe environment; and the willingness to place that goal above interagency differences and even individual agency preferences. This cooperative spirit has led to many joint projects, discussed in this report, and has avoided redundant federal efforts.

Integral to the National Response System is a strong Regional Response Team structure including active and effective State participation. This is particularly reflected in the accomplishments of each region. During a response, the purpose of both the NRT and the RRTs is to support, provide guidance to, and assist the federal On-Scene Coordinators (OSCs); at all other times the purpose is to assure that an effective and functional infrastructure is in place at all levels of government- Federal, State and local - for response, preparedness and mitigation. OSCs and their State and local counterparts are the backbone of the system, responsible for ensuring quick and efficient response to oil and hazardous chemical spills and releases.

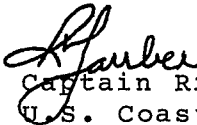
Report Oil and Chemical Spills Toll Free (800)424-8802

The success of the National Response System depends on the combined efforts of all agencies and organizations working together at the national, regional, State and local levels. This first Annual Report of the NRT presents the past year's activities and accomplishments. Perhaps the greatest achievement of the system may be the routine manner in which thousands of spills and releases have been handled by local, State and Federal officials and industry without crisis. Even the few major spills that make national headlines are ably coordinated by experienced personnel working through multi-agency organizations following well practiced contingency plans. Environmental harm is minimized and the public and the environment benefit. This does not mean the system is flawless. One of the NRT's objectives is to strengthen and enhance coordination among members at the national and regional levels to deal with the weaknesses in the system as they are discovered. Every representative plays a vital role in a response incident and the best response is the result of active participation from all involved parties before an incident occurs.

Our goal for the future is to make a good system better. We are proud of our accomplishments and look forward with confidence that the National Response System will continue to serve the nation in an effective and efficient manner.



Jim Makris  
U. S. EPA  
Chairman  
National Response Team



Captain Richard M. Larrabee  
U. S. Coast Guard  
Vice Chairman  
National Response Team

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Figure 1

## FEDERAL AGENCY MEMBERSHIP NATIONAL RESPONSE TEAM

(A more detailed description of each agency's roles and responsibilities can be found in Appendix B.)

**ENVIRONMENTAL PROTECTION AGENCY, CHAIR**  
*(environmental effects and pollution control techniques)*  
*(planning and response for inland areas)*

**U.S. COAST GUARD, VICE-CHAIR**  
*(planning and response for coastal areas)*

**FEDERAL EMERGENCY MANAGEMENT AGENCY**  
*(emergency planning, training and relocations)*

**DEPARTMENT OF DEFENSE**  
*(specialized response equipment and personnel)*  
*(response to certain incidents)*

**DEPARTMENT OF ENERGY**  
*(response to radiological hazards)*

**DEPARTMENT OF AGRICULTURE**  
*(evaluation of impact on natural resources)*

**DEPARTMENT OF COMMERCE**  
National Oceanic and Atmospheric Administration  
*(scientific support for coastal response)*

**DEPARTMENT OF HEALTH AND HUMAN SERVICES**  
Agency for Toxic Substances and Disease Registry  
*(health hazards to responders and public)*

**DEPARTMENT OF THE INTERIOR**  
*(protection of natural resources)*

**DEPARTMENT OF JUSTICE**  
*(legal expertise)*

**DEPARTMENT OF LABOR**  
Occupational Safety and Health Administration  
*(worker safety)*

**DEPARTMENT OF TRANSPORTATION**  
Research and Special Programs Administration  
*(transportation of hazardous materials)*

**NUCLEAR REGULATORY COMMISSION**  
*(radioactive materials)*

**DEPARTMENT OF STATE**  
*(international agreements)*

## 1. INTRODUCTION

Every day in the United States, oil and hazardous substances are spilled or released into our harbors and waterways, onto the ground, and into the air. Some of these incidents are relatively minor; some cause major disruptions without inflicting serious damage -- for example, an overturned tank truck that shuts down a major highway for hours. Other incidents, however, cause extreme damage -- for example, the refinery explosion in Norco, Louisiana, that killed seven workers, injured almost 50 people, and forced the evacuation of 2,500 nearby residents.

Between October 1987 and September 1988, the National Response Center in Washington, DC, received over 16,000 reports of these types of incidents, or an average of 44 calls a day. Many additional reports are made to other Federal agencies. The number of reports to the Center has risen steadily since 1978 (see Figure 2).

INCIDENT REPORTS TO THE NRC \*

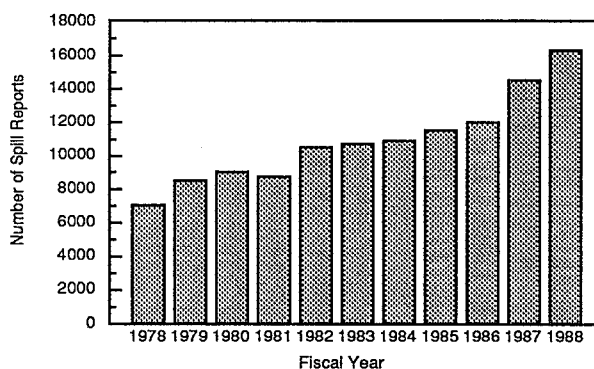


Figure 2

\* The increase in the number of reports may reflect better compliance with reporting requirements rather than an increase in the number of incidents.

Most such incidents are handled at the local level, by local fire fighters, police, and emergency medical teams. In many cases, the owner or operator of the facility or vehicle responsible for the incident will handle the cleanup or provide help to the local responders, sometimes in the form of technical advice or a trained hazardous materials team.

Some incidents, however, are so serious that local authorities must call in additional help. State police and environmental agencies can provide expertise and management over a wider area. If additional help is still needed, or if several States are involved -- such as when a spill affects a river flowing through several States -- a single call to the National Response Center will activate the National Response System.

The National Contingency Plan was developed to ensure that the resources and expertise of the Federal government would be immediately available for those relatively rare but very serious oil and hazardous substance incidents that require a national or regional response. The NCP established a hierarchy of mechanisms that together form the National Response System.

The **National Response Team (NRT)**, a body of 14 Federal agency representatives with expertise related to handling incidents, coordinates the system. The National Response Team oversees the nation's ability to respond effectively and efficiently to oil and hazardous substance incidents.

The **Regional Response Teams (RRT)** work with State governments to provide guidance and assistance within their regions. They ensure that in an emergency appropriate Federal assistance will reach the scene quickly when the On-Scene Coordinator requests it.

The On-Scene Coordinator (OSC) manages these Federal responses.

The National Response Center (NRC) acts as the national communications center, receiving reports of incidents and notifying the OSCs.

This report provides a review of each of these mechanisms, their roles and responsibilities, and their recent activities. While these activities (such as the hundreds of Federal response actions, the 40 RRT activations, the development and publication of unified Federal guidance) are important in themselves, the real accomplishments of the National Response System are things that did not happen:

- The water supplies of 750,000 people along the Ohio River were not contaminated by a major oil spill because the Federal response system was able to activate quickly and provide tracking and advice to cities and towns downstream.
- Valuable marshlands in San Francisco Bay were not destroyed because the Federal

OSC was able to obtain Navy equipment to help contain a major oil spill.

- The people of Nitro, West Virginia, were not injured by piles of hazardous substances at an abandoned chemical manufacturing facility because the Federal OSC moved in to explode cylinders of hydrogen cyanide and remove other hazardous substances.

Where once an incident could have meant serious damage to the environment, now governments at all levels are prepared to respond quickly to contain and cleanup spills to mitigate the damage.

In the 20 years since the first National Contingency Plan was developed (see box), the National Response System has evolved from being a Federal agency system to being a system that includes States and neighboring countries working together for coordinated response and preparedness activities. Throughout this period, however, the goal of the National Response System has remained the same: to protect public health and safety and the environment.

### National Contingency Plan

In the late 1960s, a major oil spill in Europe made the Federal government question its ability to respond to such spills if they occurred here. As a result, several Federal agencies developed the National Multiagency Oil and Hazardous Materials Contingency Plan (later known as the National Oil and Hazardous Substances Pollution Contingency Plan or simply the National Contingency Plan (NCP)) for bringing Federal agency expertise to bear during responses to oil spills and releases of hazardous substances.

The first NCP was adopted in 1968. The NCP was promulgated as a Federal regulation in 1973. The NCP establishes the mechanisms for a National Response System -- the NRT, the RRTs, the OSCs, and the National Response Center. The two primary legal authorities for the NCP are the Clean Water Act, which establishes a fund for Federal responses to oil spills, and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), which establishes the Superfund for Federal responses to releases of hazardous substances. (See Appendix D for a history of the NCP.)



## 2. THE NATIONAL RESPONSE CENTER

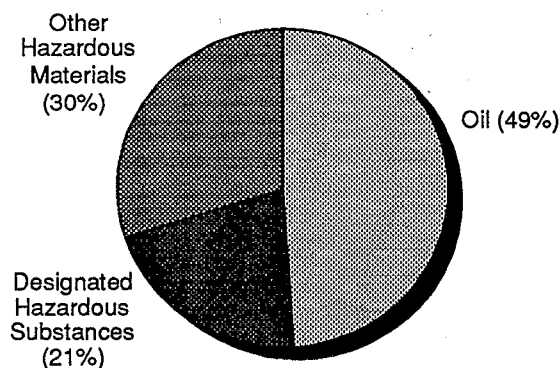
If an incident involves a spill or release of more than legally specified quantities of oil or hazardous substances, the party responsible for the incident is required by law to notify the National Response Center. The Center, located in Washington, DC, is staffed 24-hours a day and can be reached by telephoning 1-800-424-8802.



The Center, funded by the Department of Transportation and EPA, is staffed by Coast Guard officers and Marine Science technicians. These staff are trained to collect specific information from the people reporting incidents. Several people may call in to report a single incident. Between October 1987 and September 1988, the Center received more than 16,000 notifications. The types of incidents reported include oil spills, derailed tank cars or overturned trucks leaking toxic gases, and fires and explosions that release hazardous substances. Designated hazardous substances were involved in 21 percent of the reports, oil and oil products in 49 percent, and other hazardous materials (such as natural gas and explosives) were involved in 30 percent (see Figure 3).

When the reported incident involves an oil spill or a release of a hazardous substance, the Center notifies a predesignated On-Scene Coordinator assigned to the area of the incident. The Center uses a variety of computer systems to locate information to assist the OSC. For example, the Oil and Hazardous Materials Technical Assistance Data Systems (OHMTADS) and the Chemical Hazard Response Information System (CHRIS) are used to identify chemicals when only partial information is available. Other systems help to predict the likely direction of a spill's movement. A marine transportation data base provides access to historical information on vessels, hazardous cargos, and parties who may be involved.

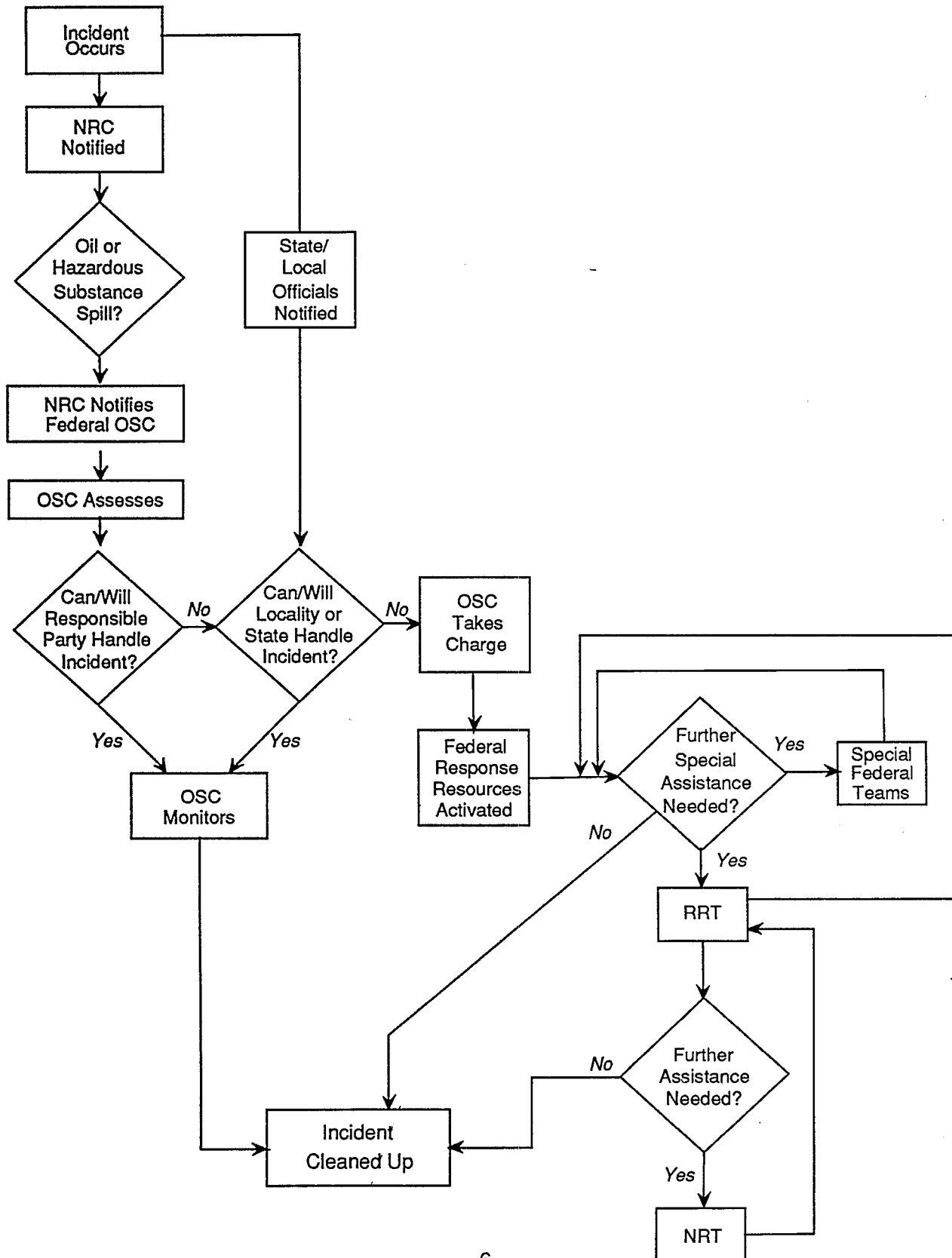
**FY 88 INCIDENT REPORTS TO THE NRC  
BY POLLUTION CATEGORIES**



*Figure 3*

Figure 4

# INCIDENT RESPONSE CHART



### 3. ON-SCENE COORDINATORS

The OSCs, usually EPA or Coast Guard staff who have been trained to respond to incidents, are the principal focus for the Federal response effort. At present the U.S. Coast Guard has designated 48 OSCs; EPA has designated 145 OSCs. In addition, Remedial Project Managers (RPMs) at Superfund sites act as OSCs when an emergency response is required at a Superfund site.

#### OSC Assignment

The location and source of an incident determines which predesignated OSC is called.

- For spills or releases to coastal zones (coastal waters and adjacent shorelines and certain designated inland river ports and harbors) and the Great Lakes, the U.S. Coast Guard designates the OSCs.
- For spills or releases to inland zones, the U.S. Environmental Protection Agency (EPA) designates the OSCs.
- For releases of hazardous substances, pollutants, or contaminants that are on, or originate from, a facility or vessel under the custody and control of the Departments of Defense or Energy, those Departments designate OSCs for such releases.

The OSCs are responsible for managing Federal response actions. Using procedures established for the area in the Regional Contingency Plan, the OSC can draw on the expertise and resources of the RRT. The OSC may take a number of steps as warranted by the incident, as can be seen from Figure 4.

RPMs manage Superfund remedial actions. The Superfund annual report, *Progress Toward Implementing Superfund: Fiscal Year 1987*, provides a detailed report on Superfund removal and remedial actions and activities of RPMs. As is the case for OSCs, the RRTs and the NRT are available to assist and support RPMs when called

upon, using procedures outlined in the NCP and Regional Contingency Plans.

**Assessment.** The OSC evaluates the extent of the incident, the potential hazards, the types of resources needed, and the ability of the responsible party or local officials to handle the incident.

**Monitoring.** Most incidents are cleaned up by the party responsible for the incident or by local firefighters, police, or other public safety officials. In these cases, the OSC may monitor the response action, either at the site or from the OSC's office depending on the seriousness of the incident and the type of assistance that may be needed. The OSC may provide technical advice to ensure that the steps taken are appropriate and effective.

During FY 1988, OSCs monitored over 300 hazardous substance incidents and over 275 oil spills. For example, the tankship NORD PACIFIC spilled 645,000 gallons of heavy crude oil into the Corpus Christi Industrial Channel. The Coast Guard OSC monitored a responsible party cleanup that recovered 500,000 gallons of oil and oily debris. The nearby biologically sensitive Tule Lake Marsh was unaffected by the spill. The number and type of incidents reported to the RRTs, by region, is shown in Figure 5.

**Response Action.** The OSC decides whether Federal funds are needed to handle an incident. Once Federal funds are activated, the OSC is in charge of the response. Using either the Oil Pollution Fund or the Superfund, the OSC may secure contractors and mobilize response equipment, resources, and personnel to contain, remove, and dispose of the spilled material.

OSCs activated the Oil Pollution Fund for cleanups more than 50 times during the FY 1988 and spent \$1.4 million from the Fund to clean up oil spills. One such cleanup began on January 31, 1988, when a tank barge sank off the Washington coast with approximately 415,000 gallons of gas oil aboard. The Coast Guard OSC assumed control of the salvage by obtaining a suitable derrick barge and hiring a salvor. The OSC immediately called the Coast Guard Strike Force team and sought RRT assistance to obtain help from the Navy. The NOAA Scientific Support Coordinator tracked weather conditions and predictions for safe diving times. State and local agencies supplied beach monitoring personnel. By March 1, the barge was



#### Special Help for OSCs

If an OSC needs a particular kind of technical help during a response action, a number of special groups are available.

- The Coast Guard's **National Strike Force** consists of two Strike Teams that are trained and equipped to assist in responding to major spills and releases. The teams' specialty is the marine environment. The teams are based on the Pacific and the Gulf coasts.
- EPA's **Environmental Response Team** is a group of highly trained scientists and engineers. The team provides multi-media sampling and analysis, hazard evaluation, environmental assessment, and cleanup technique information.
- The Coast Guard's **Public Information Assist Team** is a unit of public affairs specialists. The team concentrates on maintaining a flow of timely information from the OSC to the public.
- The National Oceanic and Atmospheric Administration's (NOAA) **Scientific Support Coordinators** serve as members of the coastal zone OSC's staff as technical and scientific advisors. They also serve as the principal contact point for members of the scientific community. EPA supplies Scientific Support Coordinators for the inland regions.

refloated and pumped dry, having lost only 67,000 gallons to the environment.

OSCs activated the Superfund to begin more than 200 hazardous substance cleanups during FY 1988; over 200 Superfund-financed actions were completed during the same time. (Because hazardous substance cleanups may take months to complete, the start-ups and completions do not necessarily cover the same projects.) During FY 1988, \$94.7 million was spent from the Superfund on emergency response actions.

One of the larger response actions begun during FY 1988 was at the abandoned Fike chemical manufacturing site in downtown Nitro, West Virginia. The EPA OSC found piles of deteriorating drums, cylinders containing unknown chemicals, and surface impoundments. Because of the number of flammables and the unknown

cylinders, the OSC activated the Superfund for an emergency response action. Besides removing the drums for safe disposal offsite, the OSC worked with the State and local officials to evacuate the town while the cylinders were exploded. The cylinders were found to contain hydrogen cyanide.

**Reporting.** The OSC files pollution reports during incidents. At the end of a major response action, the OSC files a report to summarize the actions taken or assistance provided. These reports are used by individual agencies' management, and by the RRTs and the NRT to identify problem areas and lessons learned that can be shared with others to make the system work better.

If the OSC requires support from other Federal agencies with response resources or expertise, the OSC may request an incident-specific RRT activation, as described in the next chapter.

## INCIDENTS BY REGION FOR FY 1988\*

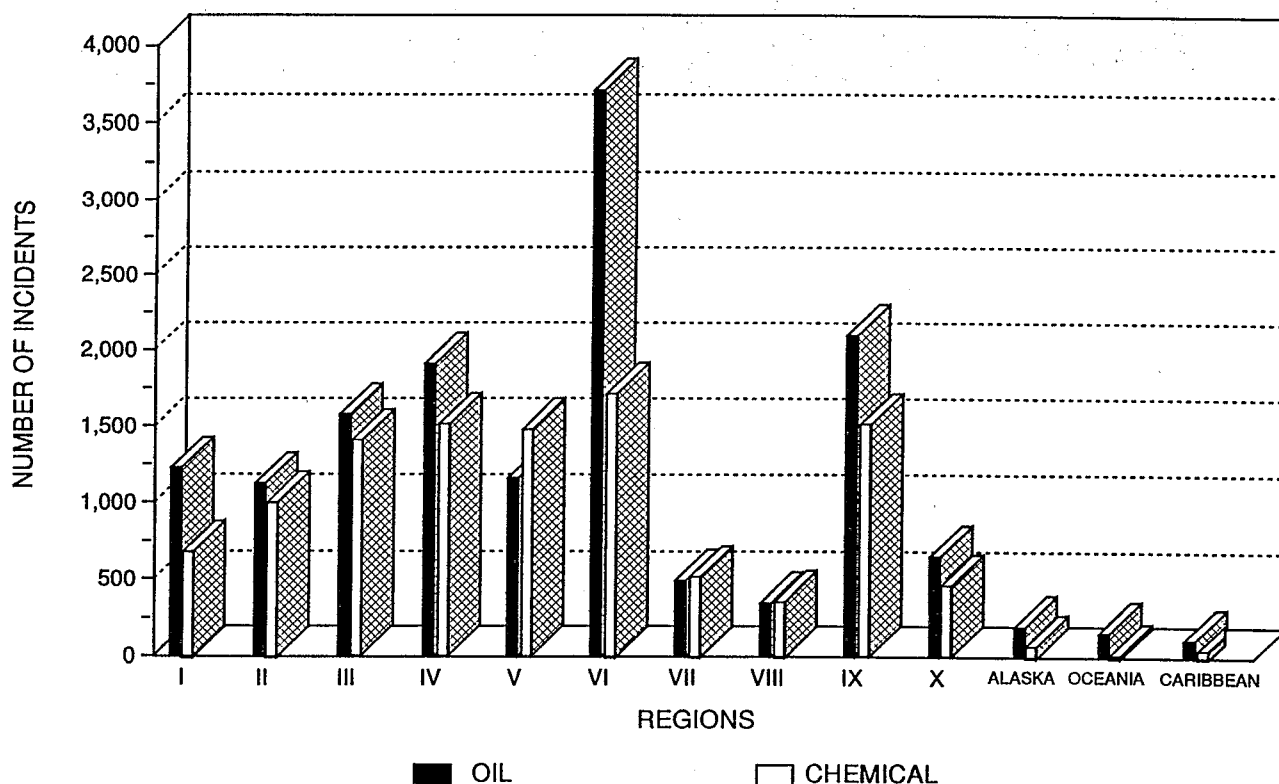


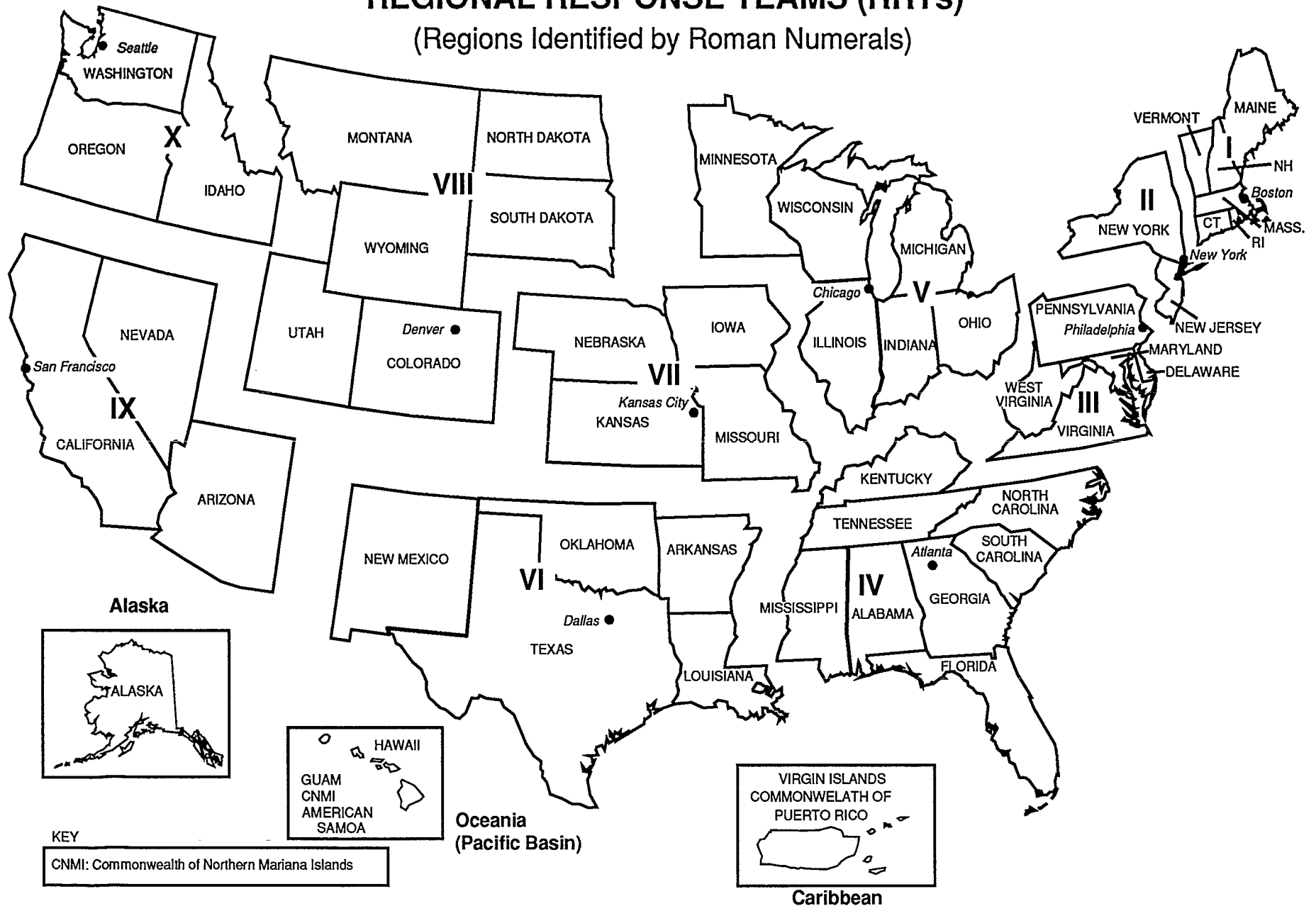
Figure 5

\* The numbers on this chart are based on incidents reported or referred to the Regional Response Teams (RRTs).

Figure 6

## REGIONAL RESPONSE TEAMS (RRTs)

(Regions Identified by Roman Numerals)



#### 4. REGIONAL RESPONSE TEAMS

To meet the demands of an incident, the OSC can call on the Regional Response Team for advice and assistance. There are 13 standing Regional Response Teams (RRTs), one for each of the ten Federal regions plus one each for the Caribbean, Oceania (Pacific Basin), and Alaska (see Figure 6). The RRT members include representatives of the NRT member agencies that have regional field offices. NRT member agencies that do not have field offices (for example, the Departments of Justice and State) may designate representatives to attend RRT meetings. The RRTs also include representatives of each State within the region.

**Response.** The RRT provides a scheduled forum within which Federal agency field offices and States exchange information on their capabilities for response in support of OSCs. During an incident, an RRT may be activated on-scene, or through conference calls as an incident-specific RRT. The incident-specific RRT consists of selected agency representatives who have the technical expertise or contacts needed by the OSC for the particular incident. Depending on OSC needs, the incident-specific RRT members may provide technical advice or actual resources needed on-scene such as equipment or manpower.

During FY 1988, RRTs were activated for 40 incidents. These ranged from the Ashland spill described on page 12 to telephone notifications alerting RRT members that their assistance might be needed. Besides the Ashland spill, other major incidents were a 212,000 gallon oil spill in the Chesapeake Bay, a 990,000 gallon spill of carbon black feed stock oil into the Mississippi River, a pesticide fire in North Dakota, a 365,400 gallon oil spill in San Francisco Bay, and a 600,000 gallon oil spill in the Gulf of Alaska.

**Planning.** Each RRT has developed a Regional Contingency Plan to ensure that in an actual incident, the response roles and responsibilities of the agencies and States are clear. The plan describes how all levels of government will be able to respond and interact effectively if called upon in an emergency. The RRT reviews the reports of the OSCs to identify problems in the response capabilities of the region, to revise the plan as needed, and to work with States. The RRTs also work with the OSCs on OSC Contingency Plans for specific areas in the region.

**Training and Exercises.** Individual RRT member agencies provide response and contingency planning courses through the States. The RRT conducts simulation exercises of the Regional and OSC Contingency Plans to test Federal response capabilities and coordinate with State and local planning and response. Any major problems identified in an exercise are factored into the planning process so the same problems will not arise during a response to an actual incident.

RRTs conducted six major exercises as well as two international exercises during FY 1988. See page 13 for a description of one exercise. The two international exercises were held with Canadian participation; in addition, a team from the USSR observed a specially designed exercise in Alaska leading to the development of a US/USSR Joint Contingency Plan. In addition to these RRT exercises, RRT members assisted and participated in exercises conducted by States and observed some exercises carried out by other groups.

**Coordination.** Through its activities the RRT identifies what resources are available from each Federal agency and State in the region and notes the shortcomings or duplications in resources and equipment, guidance, training, and technical expertise needed for an oil or hazardous substance incident. The RRTs can discover and solve these kinds of problems because they bring together knowledgeable officials from the key Federal agencies and States within their regions. They also prepare for the possibility of interaction with adjacent regions -- for example, when a spill or release occurs in a river between two regions. Under the Emergency Planning and Community Right-to-Know Act of 1986 (Title III of the Superfund Amendments and Reauthorization Act (SARA)), RRTs may review local plans at the request of the Local Emergency Planning Committee (LEPC). NRT guidance to RRTs suggests accepting such plans only after the State Emergency Response Commission (SERC) has completed its review. Selected plans would be forwarded through State RRT representatives. One of the primary purposes of RRT review is to offer follow-up technical assistance to SERCs and LEPCs that might enhance planning.

Appendix A provides summaries of each RRT's activities for FY 1988.

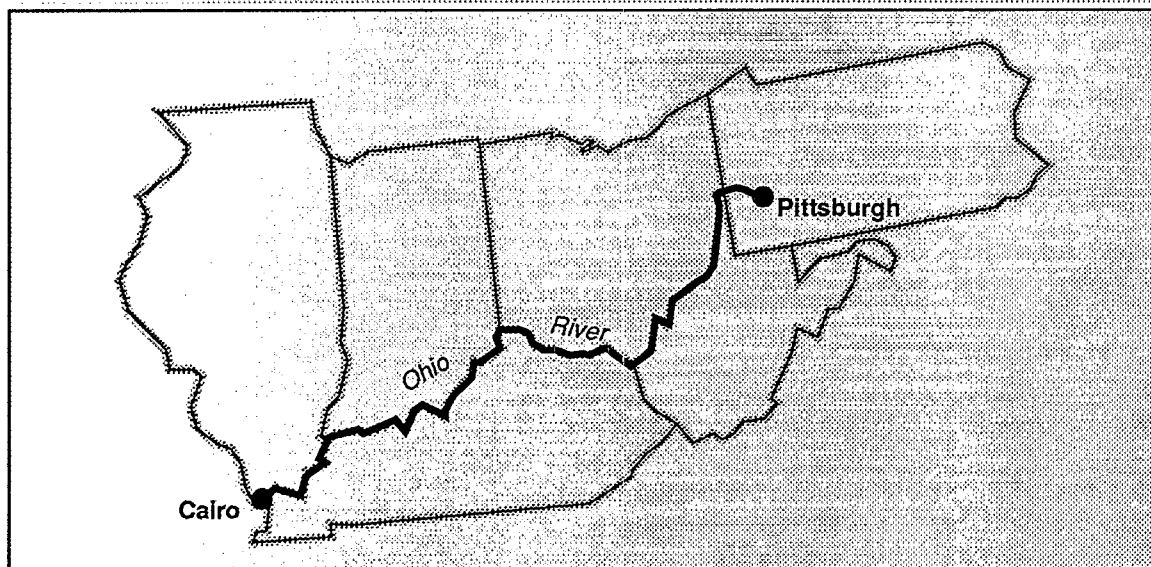
### A Major Response

At 5:10 p.m. on January 2, 1988 -- a bitter cold holiday weekend -- a four-million gallon tank collapsed and a wave of oil washed over the containment dike at an Ashland Oil terminal near Pittsburgh. About one million gallons of oil escaped into the Monongahela River through storm sewers -- a major oil spill. Ashland employees promptly notified the National Response Center and the Coast Guard; they in turn notified EPA, which provided the designated On-Scene Coordinator.

Local authorities were the first responders on the scene. They, and Ashland's cleanup contractor, worked to prevent the oil from reaching the river. However, initial response actions were hampered by several factors. Because the initial evaluation took place in the dark, the early reports greatly underestimated the spill's magnitude. All electrical and telephone lines were disconnected at the terminal after a report of a gasoline leak and about 250 people were evacuated because of the fear of explosion or fire. The resulting confusion made site access difficult and impeded the first responders' efforts.

The Coast Guard, the first Federal agency on the scene, controlled river traffic and mobilized a National Strike Force team. The EPA On-Scene Coordinator arrived at first light the next morning, along with the EPA Technical Assistance Team. Ashland agreed to assume full responsibility for the costs of the cleanup and accepted EPA's direction of the response action. The incident-specific RRT was activated on January 4. The RRT included seven Federal agencies, two State agencies each from Pennsylvania, West Virginia, and Ohio, and one Kentucky agency. The RRT members acted as conduits for information to and from their agencies.

Three types of monitoring took place: monitoring of the rivers to define spill mass and track spill movement, monitoring of intakes to protect water supplies, and monitoring of the effects on fish and wildlife. Several Federal and State RRT member agencies tracked the spill and took samples until mid-February when the spill had dispersed to the point where sample results were inconclusive. The sampling extended down the Ohio River to Illinois (see map below). Provision of information by the emergency response agencies enabled downstream water suppliers to implement treatment procedures and increase storage volume before the spill affected their intakes.







### OSC/RRT Exercise

One way in which RRTs test the contingency plan and identify problem areas is to conduct exercises that simulate an accident and the response. For example, on July 13, 1988, over 500 members of Regions II and III response communities -- fire departments, state environmental agencies, public safety officers, the media, and the interested public groups -- gathered for an OSC/RRT simulation.

According to the scenario for the simulation, two vessels had collided in the Delaware River, spilling oil, and were interlocked. They were drifting into another tanker. The audience watched the OSC -- the Coast Guard Marine Safety Officer in Philadelphia -- and the RRT, who were in separate rooms, on two screens. OSC requests for assistance came to the control room, where the simulation was being managed. Control room staff might respond to a request or, if the Federal agency had a representative present, that person was paged and asked to come to the control room and respond as if it were an actual emergency. The OSC and RRT consulted directly as well. Midway through the exercise, the OSC presented himself to the audience for a mock press conference.

The day after, the OSC and key RRT representatives held a debriefing for the audience to summarize lessons learned and discuss major issues that surfaced during the exercise. The debriefing also gave the audience a chance to comment on the response aspects of the simulation and to suggest improvements.

## 5. NATIONAL RESPONSE TEAM

The NRT coordinates the activities of its 14 member agencies from the national down to the regional level to ensure a unified Federal approach on policy questions about national oil and hazardous substance response and preparedness.

The major areas of NRT activities are response, the NCP, preparedness, training, international coordination, support of the RRTs, and management of the National Response System. The work of the NRT extends over longer periods of time than does the work of the more response-oriented NRC, OSCs, and RRTs because the NRT is primarily a planning and coordinating body. A major influence on the NRT's FY 1988 activities were the requirements included in the Superfund Amendments and Reauthorization Act of 1986 (SARA).

**Response.** The National Response Team does not respond directly to incidents, but stands ready to provide assistance if requested during an incident. In FY 1988, no incident required NRT assistance. The NRT, however, reviewed the OSC reports on major incidents such as Ashland to determine whether the lessons learned from the incidents indicated the need for changes in local or regional plans or in the NCP.

**The National Contingency Plan.** As discussed on page 4, the NCP was established to create the framework by which Federal agency programs and policies related to response and preparedness are coordinated. The NRT reviews the NCP and, based on its experience, recommends changes to improve the National Response System.

In line with its responsibility to suggest improvements in the NCP and in compliance with SARA, in FY 1988 the NRT helped EPA draft a revised Subpart B, which defines the organizational structure and responsibilities of the NRT, RRTs, OSCs, and NRC. The NRT also provided comments and review for EPA's revisions to the other parts of the NCP.

**Preparedness.** Before 1984, the National Response System's emphasis was on response and preparedness for oil spill incidents and similar releases of hazardous substances. The chemical release in Bhopal, India, which killed over 2,000 people in December 1984, and a subsequent release in Institute, West Virginia, heightened the

nation's awareness of the need for emergency planning for major accidental releases from fixed facilities as well as transportation modes. Responding to this need, the NRT undertook a Preparedness Initiative in 1985 to enhance State and local preparedness, working through the RRTs. The NRT Preparedness Committee was established to provide coordinated staff support.

Before 1986 a number of Federal agency guidance documents on emergency planning had been produced. In April 1986, an NRT work group composed of representatives from EPA, FEMA, the Coast Guard, the Department of Transportation, OSHA (from the Department of Labor), and the Agency for Toxic Substances and Disease Registry (Department of Health and Human Services) began to work on unified Federal planning guidance. The result became the *Hazardous Materials Emergency Planning Guide*, a first draft of which was published and circulated in August 1986.

On October 17, 1986, SARA was signed into law. SARA Title III, the Emergency Planning and Community Right-to-Know Act, contained a requirement for the NRT to publish planning guidance for local emergency planning committees. The NRT then revised the draft of the Planning Guide to include a summary of Title III, as well as specific guidance indicating how local emergency planning committees could fulfill the Title III provisions.

The NRT approved the Planning Guide and published it as "NRT-1," the first official publication of the National Response Team. NRT-1, often referred to as the "orange book" by planners because of the color of its cover, was published in March 1987. About 100,000 copies of NRT-1 have been distributed.

An NRT working group is reviewing various agencies' technical guidance on hazards analysis for the possible development of a coordinated document. During 1988, the NRT considered issuing a supplement to NRT-1 to provide additional guidance for State and local emergency planners as they move beyond the initial planning stage. The NRT decided it was premature to issue a supplement until they have more information on the first round of Title III plans.

**Training.** As incidents involving hazardous materials have attracted more public attention during the past two decades, officials throughout the country have become increasingly concerned about the quality and the availability of special training required so that emergency planning and response personnel (such as members of the fire service and police departments, as well as medical workers) can safely and effectively prepare for and respond to hazardous materials incidents.

The NRT Training Committee reviewed relevant training agendas of member agencies and identified the significant issues related to hazardous materials training. In particular, the NRT noted the apparent lack of coordination among Federal training agencies as well as among the Federal, State, and local levels and the private sector. They found that relatively little information existed about what training courses are still needed and how many responders need to be trained.

The Training Committee developed a "training strategy" accepted by the NRT in January 1987. This strategy recognized that emergency preparedness and response training must be managed at the State and local levels. Federal involvement in training should be limited primarily to developing and making available to States and localities selected courses and programs, coordinating Federal agency training efforts, and facilitating the flow of information about training needs and available learning materials and courses. The strategy called for the NRT to lead in coordinating the various Federal hazardous materials emergency preparedness and response training offerings. The NRT Training Committee is a focal point for regular sharing of training information and expertise.

Examples of Federal agency FY 1988 activities that are consistent with the NRT training strategy include:

- FEMA publishes and updates the Digest of Federal Training in Hazardous Materials.
- FEMA, EPA, and DOT work together to deliver a "train-the-trainer" course on contingency planning at the Emergency Management Institute in Emmitsburg, Maryland; the course can then be delivered by State trainers in the field.
- ATSDR, FEMA, and EPA sponsored a video conference on emergency medical activities during a hazardous materials response.
- EPA has prepared a detailed analysis of tasks performed by hazardous materials response team members and identified which Federal training courses are related to each task.
- The National Strike Team helps train hundreds of first responders as well as Federal OSCs in annual training performed at Coast Guard Marine Safety Offices and at local county offices.

**International.** The NRT plays a role in the development of joint contingency plans with neighboring countries and the adjacent RRTs. Joint plans exist with Mexico and Canada for marine incidents (see box on page 16). In 1988, an Inland Joint Contingency Plan between the U.S. and Mexico was negotiated by EPA with its Mexican counterparts. The plan establishes procedures and policies for responding to incidents along the inland border regions. A similar inland agreement with Canada is being negotiated.

The Coast Guard is working with USSR counterparts to negotiate a US/USSR Joint Contingency Plan for the Bering and Chukchi Seas. This initiative was started in 1985 to ensure an oil spill contingency plan is in place before oil exploration begins in the Alaska area. In 1988, a Russian delegation actively participated in an RRT exercise held in Anchorage, Alaska, as part of the effort to develop the US/USSR Joint Contingency Plan.

Through the NRT forum, interested agencies are apprised of and given the opportunity to participate in joint international endeavors. For example, EPA, NOAA, and the Coast Guard participate in chemical emergency preparedness and prevention projects underway in the United Nations Environment Program (UNEP) and the Organization for Economic Cooperation and Development (OECD).

**Support of RRT Activities.** The NRT monitors and assesses the effectiveness of RRT operations. The NRT may recommend specific activities to all RRTs and individual RRTs as needed. For example, the NRT may ask an RRT to focus on significant lessons learned from a specific incident

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### Joint Response Teams

The National Response System and the National Contingency Plan have provided models for the development of joint contingency plans with Canada, Mexico, and the USSR. In fact, the National Response Center and Regional Response Teams play a key part in these international plans. Response activities to a specific incident are under the direction of On-Scene Coordinators. The following two examples illustrate the interplay between the National Response System and two international contingency plans.

- Canada and the United States signed a joint marine pollution contingency plan in September 1983. The plan includes five annexes, one each for distinct segments of the U.S. - Canadian border. For each annex there is a Joint Response Team. U.S. members of the Joint Response Team include predesignated members of the appropriate Regional Response Team. The U.S. co-chairman of the Joint Response Team is the Coast Guard representative. The U.S. and Canada are also developing an inland plan.
- The U.S. and Mexico signed a joint inland contingency plan for accidental releases of hazardous substances in January 1988. (The two countries have long had a joint marine plan.) The NRT had reviewed the draft plan. This plan provides for notification of the National Response Center when a spill or release occurs within 100 kilometers of the U.S. - Mexican border. EPA and the Secretaria de Desarrollo Urbano y Ecologia (SEDUE) are responsible for implementing the plan and coordinating the activities of various agencies. EPA and SEDUE are the members and co-chairs of a Joint Response Team. The co-chairs can invite representatives from other organizations with the appropriate resources, capabilities, and expertise for joint response efforts to join the team. On the American side, those invited representatives would include the appropriate Regional Response Team members.

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so that information can be conveyed throughout the National Response System. The NRT also attempts to solve problems referred to it by the RRTs.

Providing support for RRTs is a critical NRT function. Reviewing RRT programs can contribute to the overall effectiveness and efficiency of the National Response System. The NRT may also review the RRTs' Regional Contingency Plans to ensure that they are consistent with national policy. The NRT provides guidance on planning and supports the RRTs' review of selected local plans by providing guidance on the criteria that should be applied. To help the RRTs review selected Title III plans, the NRT issued *Criteria for Review of Hazardous Materials Emergency Plans* (NRT-1A) in May 1988.

The NRT meets once a year with all RRT co-chairs to discuss problems and future directions.

These meetings provide a forum for sharing ideas and concerns and for reaching a national consensus. During 1988, NRT members made an effort to attend meetings of the RRTs and continued to observe selected RRT exercises and briefings on specific incidents. The NRT has also worked through the interagency budget process to increase staffing to support RRT activities.

**Computer Applications.** During FY 1988, the NRT appointed a new Computer Applications Committee to develop a directory of Federal information resources for emergency planning and response. The directory will address both automated and manual sources of information. The initial edition is expected to be available in early 1989.

NRT member agencies have already been active in the computer area. FEMA and DOT developed and support the Hazardous Material Information

Exchange (HMX) to provide Federal, State, local, and private sector organizations with a means to share information about the prevention of, preparation for, and mitigation of, hazardous materials emergencies. NOAA, with EPA support, developed a self-contained computer program with a searchable chemical data base, an air plume model, and mapping capabilities to assist first responders. Known as CAMEO (Computer-Aided Management of Emergency Operations), the program has been expanded to enable local planners to manage Title III data. CAMEO software has been distributed to more than 2,600 public and private users.

**Management of the National Response System.** NRT committees are formed to collect information and draft documentation to focus NRT members' attention on agreed-upon issues. Each committee operates on a limited charter of a year's duration, renewed as needed by vote of the members. In 1988, there were four committees in operation:

the Preparedness Committee, the Training Committee, the Computer Applications Committee, and the Management Committee. The Management Committee developed the annual work plan and standard operating procedures, reviewed potential agenda items, and discussed issues needing staff or other focus to ensure effective presentation for NRT consideration.

EPA uses the NRT as the mechanism to coordinate budget requests from NRT member agencies that receive Superfund monies through support and site-specific interagency agreements. EPA develops a consolidated Superfund Interagency budget. At a special NRT meeting, each agency presents an outline of its proposed activities in support of Federal response, preparedness, and associated efforts. The proposed activities are generally linked to the NRT/RRT annual work plans. The NRT reviews the process annually to make recommendations for improvements for the following year.

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### Highlights of 1988 Activities

#### NRT

- Helped review and revise the NCP as required by SARA.
- Began a review of agencies' technical guidance on hazards analysis to develop a coordinated Federal guidance document.
- Coordinated Federal emergency preparedness and response training activities.
- Reviewed Mexican and Canadian Joint Contingency Plans developed through negotiations between EPA and Mexico and the Coast Guard and Canada. Reviewed the development of a US/USSR Joint Contingency Plan.
- Developed *Criteria for Review of Hazardous Materials Emergency Plans* (NRT-1A) to help the RRTs review selected local emergency response plans required by SARA Title III.
- Met with the RRT co-chairs and continued to work to increase staffing support for RRTs.

- Appointed a Computer Applications Committee, which has drafted a directory of Federal information resources for emergency planning and response.

#### RRTs

- Activated 40 times to provide support to the OSCs during incidents.
- Conducted six exercises plus two international exercises with Canada. Participated and observed a number of State and private exercises.

#### OSCs

- Actively monitored over 600 incidents; Managed more than 275 Federal response actions.

#### NRC

- Received and processed more than 16,000 reports of incidents.
-

# Development of the

## External Event

Torrey Canyon Oil Spill

Argo Merchant Oil Spill

Santa Barbara Channel Oil Spill

Ixtoc Oil Spill

## Executive Action

President Initiates NCP Development

Initial NCP Released by DOI With DOT DOD HEW OEP

NCP Delegated to Council on Environmental Quality

Revised NCP Establishes EPA as NRT Chair

NCP Reorganizes NRS Into NRT, NRC, and RRTs

President Delegates NCP to EPA

## Legislative Action

FWPCA Amendments

FWPCA Amendments

Clean Water Act

Superfund (CERCLA)

## NRT/RRT Action

Specific Response and Clean-up Activities

1967 1968 1970 1971 1972 1976 1977 1980 1981

# National Response System

Bhopal,  
India  
Methyl  
Isocyanate  
Release

Institute,  
West  
Virginia  
Aldicarb  
Oxime  
Release

Kerr  
McGee  
Hydrogen  
Fluoride  
Release

SARA  
Title III  
Local  
Emergency  
Plans  
Required to  
be  
Completed

Superfund  
Amendments  
and  
Reauthor-  
ization Act  
(Title III)

Management  
Committee  
Formed

NRT  
Initiates  
Prepared-  
ness  
Survey

NRT/RRT  
Report  
on  
Emergency  
Prepared-  
ness  
Activities

NRT/RRT  
Prepared-  
ness  
Initiative

Prepared-  
ness  
Committee  
Formed

Training  
Committee  
Formed

NRT Issues  
Standard  
Operating  
Procedures

NRT  
Issues  
Title III  
Planning  
Guide  
(NRT-1)

Computer  
Applications  
Committee  
Formed

NRT  
Issues  
Plan  
Review  
Criteria  
(NRT-1A)

RRTs  
Review  
Selected  
Title III  
Local  
Emergency  
Plans

1984

1985

1986

1987

1988

## 6. FUTURE DIRECTIONS

### NRT Objectives

1. *To strengthen coordination among member Federal agencies at national and regional levels; and*
2. *To enhance coordination of National Response System activities -- including the broader community of government and private organizations responsible for responding to oil and hazardous substance incidents -- to increase capabilities for response, preparedness, and prevention.*

Future activities of the National Response Team to reach these objectives will build upon the past. The basic purposes of the National Response System remain the same year-to-year -- protecting public health and safety and the environment in the event of spills or releases.

The chart on pages 18-19 highlights some key moments in the history of the National Response System. (A more detailed history is found in Appendix D.) Sensitized by major oil spills -- Torrey Canyon, Argo Merchant, and Santa Barbara Channel -- in the early years of the NCP the Federal government sought to establish authorities and responsibilities for Federal response activities. After the release of methyl isocyanate in Bhopal, India, and a subsequent release in Institute, West Virginia, NRT coordination and cooperation among member agencies at the national level took on new significance. Analyzing events since then, NRT members note that teamwork has increased measurably as the NRT coordinates more and more Federal activities across a broad range of oil and hazardous substance issues.

The events that led the NRT to focus on preparedness also led the Congress to enact SARA in October 1986. SARA Title III embedded the existing National Response System in a nationwide network of planning and preparedness activities that tied in State and local governments and, a crucial link, the private sector.

The following sections briefly outline future activities that the National Response Team and

Regional Response Teams will undertake to achieve the two strategic objectives listed above.

### **Coordination among Federal Agencies in the National Response System**

The NRT will continue to capitalize on the close cooperative relationships among its member agencies at the national level. The NRT will test the readiness of all components of the National Response System to respond during actual incidents, and will continue to enhance coordinated planning and preparedness activities at all levels of government and in the private sector.

The NRT's special emphasis on the support of the Regional Response Teams will continue, reinforcing ongoing RRT efforts to reach out to a broad-based constituency of State, local, and private industry officials. The NRT will:

- Work with member agency officials at headquarters to ensure that RRT members have the same key information and management support for RRT operation as do NRT member agencies;
- Share information with RRTs on how to use agency staff on RRT projects, on technologies for communications during incidents, and on computer applications;
- Work to involve RRT representatives regularly in NRT meetings and continue the regular NRT/RRT co-chairs meetings with improved study and preparation on issues well in advance of meetings;



- Have NRT members and staff contribute to selected RRT meetings, reaching all 13 RRTs on a periodic basis; and
- Develop procedures for identifying RRT successes and issues of general interest for sharing with other RRTs and discussion by the NRT.

RRT member agencies will improve the capability to communicate on a day-to-day basis as well as during an incident. A number of RRTs are planning to make better use of regional electronic mail systems. At least one RRT will host a meeting of all agencies' On-Scene Coordinators within the region to explore ways in which the RRT can improve the quality and timeliness of help provided the OSCs. The RRTs will continue to work for increased active State participation on the RRTs.

The NRT will monitor Federal training programs and courses through the Training Committee to eliminate duplications and to ensure the availability of Federal oil and hazardous substances training. Emphasis will be on new and effective ways to deliver training at the State and local level.

The NRT will continue to cooperate with EPA in developing a new subpart for the National Contingency Plan that considers response and remedial actions at Federal facilities. The NRT will also review public comments on the proposed revisions to the NCP and make recommendations to EPA for the final rule.

RRTs will update their notification lists and procedures in their Regional Contingency Plans and begin revising the Regional Contingency Plans to conform to the revised NCP.

#### **Coordination of All Levels of Government and the Private Sector**

The NRT will continue to focus resources on improving the National Response System by transferring to State and local governments and the private sector timely information on new authorities, new and amended guidance, technologies, and training opportunities. Both NRT and RRTs will seek regular feedback on the effectiveness of Federal support.

Title III provided that the RRTs could review selected local emergency plans at the request of

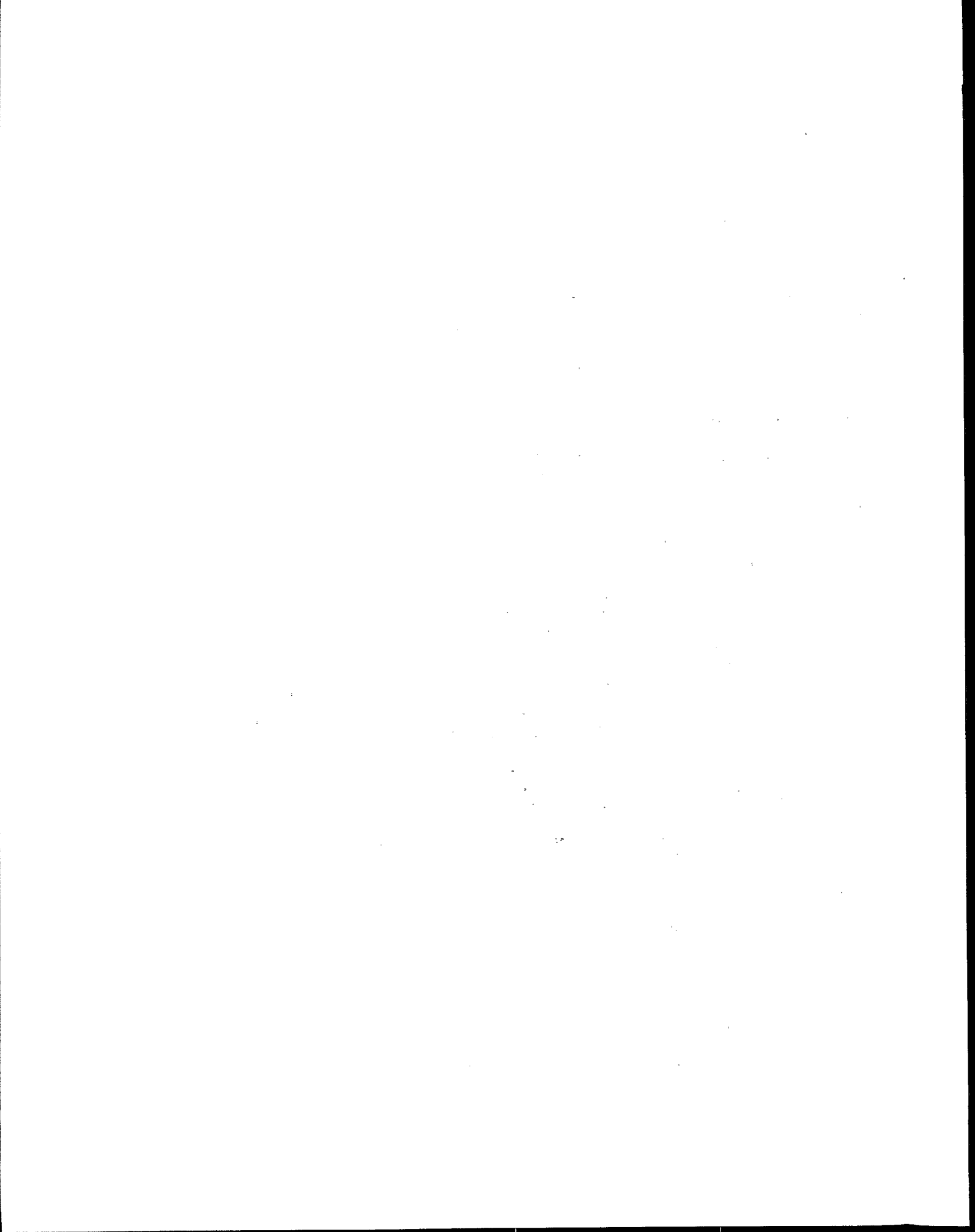
local planning committees. Local Title III plans were due in October 1988. RRTs will be reviewing only a limited number of these plans, perhaps one or two per State. To ensure the effectiveness of this plan review process, some RRTs will attend meetings of the State Emergency Response Commissions in their region.

The NRT is uniquely able to highlight parallels and differences in management principles and in technologies applied during a response. The NRT will support the 1989 biannual Oil Spill Conference and the development of the 1990 biannual Hazardous Materials Spills Conference with substantive input on appropriate national policies, new rules, and other issues. Federal agency sponsorship is shared with private sector groups such as the American Petroleum Institute and the American Institute of Chemical Engineers. In planning support of the 1991 biannual Oil Spill Conference the NRT will explore means of enhancing its traditional role, informing the response community about national authorities and requirements as well as resources available through the National Response System.

The NRT plans to sponsor a National Hazardous Materials Training Conference in 1989 to bring State and Federal hazardous materials training officials together to exchange ideas, views, and concepts concerning hazardous materials training issues; to showcase innovative training efforts; and to share lessons learned from successful initiatives.

NRT member agencies will concentrate on systematic ways of selecting, collecting, and distributing more widely the relevant experience and expertise of individuals, agencies, and organizations. The NRT will expedite use of the observations of individual OSCs and RRTs to identify lessons learned in response and preparedness that can be targeted to others facing similar situations.

The NRT and RRTs will work with the State Emergency Response Commissions to evaluate the experience of Local Emergency Planning Committees. In addition, the NRT will consider new guidance on hazards analysis to complement the general planning guidance in NRT-1. Future efforts to develop guidance will expand the consensus-building process involved in drafting NRT-1 to give more field practitioners, particularly those at State and local levels, better opportunities to participate.



## APPENDIX A

### SUMMARY OF REGIONAL RESPONSE TEAM (RRT) ACTIVITIES

The following are summaries of RRT activities as submitted by the RRT co-chairs. The content of each summary depicts the activity within the particular RRT and the distinctive style of each report reflects the unique and individual character of the respective RRTs.

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## REGION I

(Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont)

### RESPONSE ACTIVITIES

**Major Incidents:** During a major chlorine release and fire on June 17, 1988, in Springfield, MA, the OSC requested the RRT to assist in obtaining CAMEO. CAMEO's Air Model was used to determine the downwind impact area.

#### Simulations/Exercises:

- OSC/RRT Exercise, Lowell, MA on 2-3 December 1987 conducted by USCG RTC Yorktown Marine Safety School staff - attended by over 300 local, State, and Federal officials. The exercise simulated the collision of an oil tanker and a container vessel.
- An OSC/JRT exercise, CANUSLANT '88, was conducted in St. John, New Brunswick, Canada the last week of September 1988. The simulation exercised the Canada-U.S. Joint Marine Pollution Contingency Plan designed to help mitigate oil and hazardous materials incidents occurring on the border. Such international exercises are held every two years and are hosted alternately by the US and Canadian Coast Guards. CANUSLANT '88 included dispersant and boom deployment drills requiring coordinated effort of two Canadian Coast Guard vessels and one US Coast Guard vessel and one US Navy oil skimmer.



#### RRT Meetings

- Lowell, MA on 3 December 1987 following OSC/RRT Exercise.
- Portland, ME on 11 May 1988 to discuss CANUSLANT '88 attendance - 29.

### GENERAL PREPAREDNESS/CONTINGENCY PLANNING

#### Regional Contingency Plan:

- Membership list updated. Review and update, if necessary, planned in FY 1989.

- Atlantic Operational Appendix to Canada-U.S. Joint Marine Contingency Plan being revised prior to CANUSLANT '88.

**RRT Organization:** Organizational review.

**RRT Committees/Work Groups:** Steering Committee and Secretariat. Discussion of Work Group reorganization and responsibilities is a possible agenda item for the next RRT meeting.

**Technical Assistance:** No requests have been received from States for local plan review under SARA Title III. Individual agencies have provided technical assistance such as CAMEO.

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## REGION II

(New Jersey, New York)

### RESPONSE ACTIVITIES

**Simulations/Exercises:** OSC/Joint Region II/III RRT Exercise, Philadelphia, PA on 13-14 July 1988 conducted by USCG RTC Yorktown Marine Safety School staff.

#### RRT Meetings

- New York, NY on 28 October 1987; attendance - 29.
- New York, NY on 24 February 1988; attendance - 31.
- Philadelphia, PA on 14 July 1988; a joint meeting with Region III RRT following the OSC/RRT Exercise.



### GENERAL PREPAREDNESS/CONTINGENCY PLANNING

**Regional Contingency Plan:** Membership list updated quarterly.

**RRT Committees/Work Groups:** A Dispersant Work Group and a Disposal Work Group were formed.

#### Technical Assistance

- No requests have been received from States for local plan review under SARA Title III. Individual agencies have provided technical assistance such as CAMEO.
- Quarterly RRT Newsletter initiated.

## FUTURE PLANS

- RRT meeting to discuss FY 1989 Workplan.

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## REGION III

(Delaware, Maryland, Pennsylvania, Virginia, West Virginia)

### RESPONSE ACTIVITIES

#### Major Incidents

- Most noteworthy during this period was the Ashland Oil Company spill on the Monongahela River near Pittsburgh, PA. Approximately 3.7 million gallons of Number 2 Diesel Oil spilled when a tank ruptured on 2 January. An estimated one million gallons escaped the containment dike around the tank and flowed into the Monongahela River. Ashland Oil Company immediately took financial responsibility throughout this spill; some RRT members participating at the spill site. An incident specific RRT was activated to assist the OSC throughout the response.
- Artel/Fike chemical site in West Virginia, a small abandoned batch chemical plant requiring extensive cleanup by EPA Removal Program. Shock-sensitive, highly toxic chemicals are on site. An initial activation of the RRT was conducted to place RRT members on notice of possible future issues requiring RRT assistance.
- Information Activation of Incident-Specific RRT for a potential major spill of Nr. 6 heavy fuel oil (235,000 gallons) due to the grounding of the M/V Meisteringer (PN) in the vicinity of Cape Henry Light, VA., on 18 December 1987.
- Information Activation of Incident-Specific RRT for a valve leak of 35,000 gallons from a Nr. 2 Fuel Oil tank (6,000,000 gallon), Diamond Fuel Co., Christiana River, Wilmington, DE., on 30 July 1988. An estimated 250 gallons from the land spill actually spilled into the water.
- Activation of Incident-Specific RRT for a major spill of 212,000 gallon mixture of fuel oil and gasoline spilled from Tank Barge 565 (US) in Chesapeake Bay, on 24 August 1988.
- Activation of Incident-Specific RRT for potential major spill of light Nigerian crude oil (35,243,670 gallons) from the Tank Vessel Jahre Spray (LI), Big Stone Anchorage, Delaware Bay, on 7 October 1988 (included members of both Federal Regions II and III).



- Activation of Incident-Specific RRT for potential major spill of asphalt (924,000 gallons) and diesel fuel (15,000 gallons) due to fire on Tank Barge Smith Point, five miles due east of Atlantic City, New Jersey on 7 October 1988 (included members of both Federal Regions II and III).
- Information Activation of Incident-Specific RRT for potential major spill of Arabian crude oil (21,367,374 gallons) from the Motor Tanker Sea King (LI) aground seven nautical miles east-southeast from Cape Henry, VA. on 25 October 1988.

**Simulations/Exercises:** On 13-14 July 1988, an On-Scene Coordinator/Regional Response Team Simulation Drill was conducted in Philadelphia, PA. Approximately 450-500 people attended this combined Region II and III activity. This exercise included a real time notification drill conducted in advance. All member States participated except New York, Maryland, and West Virginia who cited out-of-State travel bans or personnel shortages for their non-participation. Government and industry participants came from as far away as Seattle, Washington, and Pascagoula, Mississippi, respectively. Team members participated in a variety of other exercises, such as the HazMat Casualty drill conducted in the Port of Baltimore in November, 1987.

**RRT Meetings:** Three meetings were held this year. The first was held in Williamsburg, VA (which included a tour and demonstration of the Navy's SUPSALV (Supervisor of Salvage) Pollution and Salvage Equipment at Cheatham Annex, Yorktown, VA), the next in Baltimore, MD, and a combined meeting with Region II in Philadelphia, PA (in conjunction with the OSC/RRT Simulation Drill). Each meeting normally lasts approximately 10-12 hours over a two-day period with workgroups and special projects teams meeting before or after.

**RRT Evaluation:** A post-incident evaluation of the Ashland Oil Spill response was prepared by the Ashland Incident Specific RRT.

## GENERAL PREPAREDNESS/CONTINGENCY PLANNING

**Regional Contingency Plan:** Revised July, 1988, culminating over six months of work, which included the movement of all data into a new computer program and revisions to deal with numerous changes in the law.

**RRT Organization:** A very strong almost family-like group. Has been very active in major issue areas: dispersant use and communications. RRT specific organization worked well during Ashland Spill. Phone-conferences, NOAA Electronic Mail, and sub-area workgroups provided information during incident on the following issues: (1) water supplies, (2) river cleanup, (3) river monitoring and (4) site cleanup. No significant change. Still no designated DOD representative. First Army and Corps of Engineers have taken active roles.

### RRT Committees/Work Groups

- Four committees are in operation. Dispersants WG has done a literature review complete with National Academy of Sciences Study to formulate regional position, addressing States' concerns, gathered scientific data, and researched technical and policy problems (extremely active and enthusiastic workgroup). Two year development plan addresses all sides of issue. Communications WG is working on E-Mail implementation, a command and control frequency for OSCs, a Joint Information Center policy, a member communication survey, a notification requirements survey for members and related agencies, development of an interagency communication link on first responders level, and standardized reporting protocols for POLREPS. Disposal WG is initiating a survey of sites that will accept oil and/or hazardous wastes from cleanups and researching alternative disposal technologies. As disposal areas pose greatest challenge to OSC, the process is being examined to streamline inter-State agreements. Delaware Bay WG has obtained agreement from interested parties for experimental use of dispersants under

certain conditions, has cooperated in revision of local co-op plans, and is monitoring natural resource studies.

- All workgroups meet approximately once between each RRT meeting and once in conjunction with each RRT meeting, and report progress at each RRT meeting.

#### **Technical Assistance:**

- The approach of SARA implementation dates has increased requests for assistance. Innumerable questions have been answered and referrals made. CAMEO demonstrations have been given to many audiences.
- Second District provided Ashland Oil spill brief to NRT 24-26 February.
- EPA has offered training to OSC (and States on a limited basis) on: Title III, removal, and first responder.
- Title III emergency response plans for Hopewell, VA. and Bucks County, PA were reviewed by the RRT.

**FUTURE PLANS:** Continuation of present activities, instituting an RRT newsletter, training of all RRT members in use criteria/requirement for CERCLA and 311K funds, notification drills, increasing participation in and use of NOAA E-Mail system for RRT communications, increased frequency of information notifications of RRT (to increase preparedness and ensure optimal responses). Continuation of the refinement of the lessons learned during the Ashland Spill and provision of informational briefings to all levels of government as required (from State to congressional subcommittee). Work to increase State RRT activity including meetings and working groups.

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## **REGION IV**

(Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee)

### **RESPONSE ACTIVITIES**

**Major Incidents:** Four telephone activations/notifications of the RRT were made during the year.

- On 5 October 1987 the M/V Balsa II with 67,200 gallons of fuel oil onboard grounded in Tampa Bay with no apparent damage. The vessel was refloated within an hour of grounding with no pollution.
- On 11 October 1987 the dredge tending barge BOOSTER BARGE 25 sank by the bow in the St. Mary's River with approximately 35,000 gallons of oil onboard. The barge was refloated with a loss of approximately 1,000 gallons of oil.
- On 30 December 1987 the 534 foot M/V HANSEATIC REEFER grounded in Tampa Bay. The ship was successfully refloated without any apparent loss of oil.
- On 4 June 1988 the dredge CREST was sunk in heavy weather in the entrance channel to St. Mary's River. The dredge was carrying 40,000 gallons of fuel oil when it sank. Approximately 10,000 gallons escaped before all vents on the dredge could be plugged. RRT members have been actively engaged in salvage planning to minimize any environmental damage during the raising of the vessel.

**Simulations/Exercises:** The RRT participated in a unique OSC/RRT exercise which simulated a major incident involving two OSCs supported by the RRT. In addition to the training benefit received by the OSCs and RRT, the exercise held in Jekyll Island, GA provided valuable insights for the local response community into the role of the National Response System.

**RRT Meeting:** Due to the expanding role of the RRT, Region IV has increased the frequency of meetings to three per year. Meeting locations are selected throughout the region to facilitate State and local participation and to familiarize the RRT membership with areas of concern. RRT work group meetings are usually held in conjunction with the RRT meetings to reduce travel expenses. Participation has been very good at the last several meetings with over 50 people attending.



#### **GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** The review and update of the Regional Contingency Plan is a major work plan objective of the upcoming year. This project has been delayed in anticipation of the publication of the revised National Contingency Plan. The regional plan update is being spearheaded by the RRT Preparedness and Training Work Group. This work group is also steering RRT activities in regard to preparedness planning issues including technical assistance to State and local planning committees and review of local emergency response plans.

**RRT Organization:** The RRT organization includes the Standing RRT made up of Federal and State designated members. The Working Groups are made up of representatives of member agencies and States with specific interest or responsibilities in the work group areas. Currently the RRT has four working groups; Preparedness and Training, Communications, Disposal and Dispersants. Each working group develops a work plan to support the RRT work plan.

#### **FUTURE PLANS**

The RRT remains dedicated to the support of On Scene Coordinators and State and local emergency planners. Major activities planned this year include major OSC/RRT response simulations in Wilmington, NC and Paducah, KY, and a training conference/workshop on use of dispersants for oil spills.

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## REGION V

(Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin)

### RESPONSE ACTIVITIES

#### Major Incidents:

- Canadian Coast Guard invoked the Canada - United States Joint Marine Pollution Contingency Plan on 22 September 1988 for an oil discharge on the St. Clair River. The Joint Response Team, which includes the Region V RRT members, was notified by message.
- Radiological site, Ottawa, IL; physical assembly of RRT in November 1987 at EPA regional office in Chicago.
- Ashland Oil Spill; joint Region III, IV, and V RRT phone conferences in January 1988.
- Dayton Tire & Rubber PCB incident; physical assembly of RRT in March at Dayton, OH.



#### Simulations/Exercises:

- RRT/State of Illinois/City of Chicago tabletop exercise on 18 April 1988.
- In August 1988, RRT began planning for OSC/RRT exercise scheduled for Milwaukee, WI in April 1989.

**RRT Meetings:** The Region V RRT conducted its first routine meeting in at least two years on 14 April. Attendance was good. Among Federal member agencies, all but DOD, DOJ and DOC attended. Among the States, only the Minnesota Pollution Control Agency was absent. A subsequent meeting was held in St. Paul, MN on 8 September. Representatives of all six Region V States attended. The Team reached consensus on the role of a "standing RRT" in coordinating training and planning at the regional level. A workplan for FY 89 was adopted.

### GENERAL PREPAREDNESS/CONTINGENCY PLANNING

**Regional Contingency Plan:** As an element of the FY 89 workplan, the RRT will update the Regional Contingency Plan (RCP) to reflect changes to agency responsibilities and to improve procedures for notification of incidents and coordination of response operations. If the National Contingency Plan (NCP) is released in FY 89, the affected the segments of the RCP will be revised.

**RRT Organization:** With the exception of rare, incident-specific meetings, the Region V RRT has been inactive in recent years. However, EPA, FEMA, and OSHA representatives have since December 1987 worked jointly throughout the region in Title III activities.

**RRT Committees/Work Groups:** Recognizing that, as a practical matter, any staff work carried out by the RRT would be conducted by the persons in CERCLA funded positions, the RRT has formed a single work group, the Management Work Group, comprised of those individuals. Its composition is as follows: Coast Guard, EPA, DOI, OSHA, SSC, and FEMA (two representatives). In addition to the two RRT meetings, the Management Work Group met on three occasions in FY 88. It should be mentioned that the representative of the State of Michigan has volunteered to coordinate the RRT review of the proposed revision to the NCP.

**Technical Assistance:**

- At the request of the FEMA Region V office, representatives of the EPA, USCG, OSHA, and DOI assisted FEMA in the review of State requests for section 305 HAZMAT training funds. The individuals participating were essentially those who later comprised the Management Workgroup.
- The RRT has requested and received section 305 funding for the following initiatives:
  - Title III training for Indian tribes
  - A conference for State HAZMAT training managers
  - Funding support for local exercises within the region
- The FEMA representative on the RRT has arranged a Region V RRT "bulletin board" on HMIX.
- EPA, FEMA, and OSHA RRT members attended SERC meetings for all Region V States but Illinois and gave presentations on CERCLA (Superfund) and Title III matters.
- On 22 and 23 June, representatives of the Region V and Region VII RRTs jointly conducted an information management conference in Kansas City, MO.
- RRT representatives (FEMA, EPA, OSHA, USCG) attended and discussed CERCLA and Title III matters at conference of more than 200 Michigan LEPC representatives on 11 and 12 July at Traverse City.
- On 26 and 27 July in Duluth, MN, EPA and FEMA RRT representatives provided CERCLA and Title III training for members of Region V Indian Tribes.

**FUTURE PLANS**

- Conduct routine meetings in the first, second, and fourth quarters; next meeting scheduled for 12 and 13 January in Cincinnati, OH.
- Conduct an OSC/RRT exercise in Milwaukee, WI on 19 and 20 April 1989.
- Coordinate development on HMIX of an index of FWPCA/CERCLA/ SARA Title III substances.
- Consistent with RRT policy, review LEPC plans submitted by SERCs.
- Review proposed revision to the NCP and submit comments to the NRT.
- Publish a newsletter quarterly.
- Review nature and means of RRT support to OSCs during response operations.
- Participate in FEMA review of State requests for FY 89 section 305 funding and evaluate

section 305(a)-funded courses.

- Representatives of the RRT will attend one SERC meeting for each Region V State annually.
- Provide technical support for local exercise to be conducted at Muskegon, MI in Spring 1989.
- Develop lines of communication with outside entities, e.g., ORSANCO, Upper Mississippi River Basin Association, etc.
- Improve communication with common boundary RRT's (III, IV, and VII).

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## REGION VI

(Arkansas, Louisiana, New Mexico, Oklahoma, Texas)

### RESPONSE ACTIVITIES

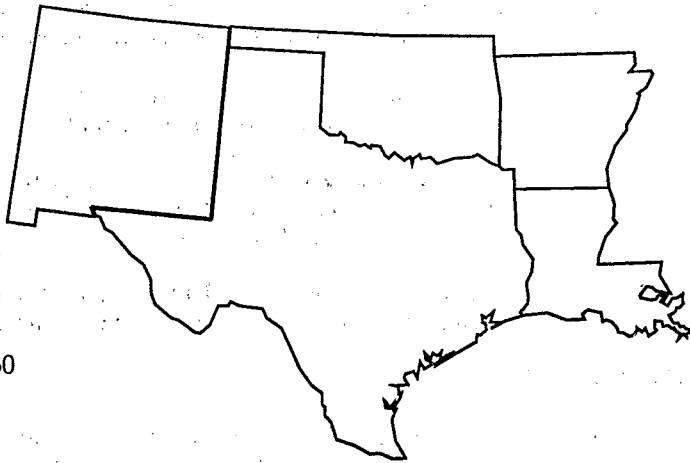
#### Major Incidents:

- YUM II oil well blowout in Mexican Gulf of Mexico. RRT involvement was limited to notification. No impact on U.S. waters/shores.

- Shell Oil Co. refinery at Norco, LA experienced an explosion in one of its catalytic cracking units and a subsequent fire on 5 May 1988 which killed seven Shell employees, injured 17 other employees, and injured at least 30 nearby residents. An estimated 2,500 residents were evacuated from the area. Damage to the refinery was extensive. In the town of Norco, windows on

houses had been blown out and front doors and garage doors had been ripped off. Plate glass windows businesses were shattered. Firefighters allowed the fire to burn out. The fire was under control by mid-afternoon on the 5th, but small fires burned all night. Firefighting efforts were hampered by loss of electricity and water at the refinery due to the effects of the explosion. Shell assisted the community in making temporary repairs to structures and in housing displaced people. Prior to the explosion, the refinery produced about 130,000 barrels of gasoline per day, processing 200,000 barrels of crude oil per day. About 26,000 barrels of miscellaneous hydrocarbons were involved in the fire. EPA Region VI provided the Federal On-Scene Coordinator (OSC) with assistance from the U.S. Coast Guard.

- On 13 July 1988, the Singapore flagged tankship NORD PACIFIC suffered an eight foot gash in its port side while mooring at the Southwestern Oil and Refinery dock in Corpus



Christi, TX, spilling 645,000 gallons of heavy crude oil into the Corpus Christi Industrial Canal. The Coast Guard OSC from Marine Safety Office Corpus Christi monitored a responsible party cleanup that recovered 500,000 gallons of oil and oiled debris. The spill was near the biologically sensitive Tule Lake Marsh which was unaffected by the spill. The Coast Guard OSC requested permission from the RRT to use the oil coagulating agent Elastol on the spill. EPA, DOI, and the State of Texas all gave their approval. Notably, approval for the "dispersant" use as granted in only four hours. The Federal OSC decided not to use the Elastol since mechanical removal of the oil was progressing satisfactorily without. The spilled oil collected in an accessible location due to wind action and removal went smoothly. Subsequent to this action, the manufacturer of Elastol initiated an inquiry into the decision not to use the product. EPA responded to a Congressional inquiry by saying that the use of Elastol was not necessary to satisfactory completion of the cleanup as determined by the OSC.

- On 3 September 1988, the M/V ESSO PUERTO RICO, a 628 foot Bahamian flag tanker, downbound at mile 114 in the Lower Mississippi River holed its number one starboard cargo tank, spilling 990,000 gallons of carbon black feed stock oil into the river. The tanker was carrying 7,770,000 gallons of the product. According to initial reports, the vessel dragged bottom briefly at mile 114, just upstream from the Huey P. Long Bridge, creating a 14 by 32 inch hole in its cargo tank. The vessel, ignorant of the damage, continued downriver to mile 75, where the pilot noticed a list on the vessel and anchored. The Coast Guard OSC surveyed the river from mile 114 to mile 75 using boats and aircraft, but did not detect the pollutant (carbon black feedstock oil is heavier than fresh water). Survey activity was hampered by low visibility due to heavy rainstorms on the 3rd and 4th. The OSC called in the Atlantic Area Strike Team to assist in the surveys. The Scientific Support Coordinator advised that the spill presented a low environmental threat due to the product's low toxicity and non-reactivity and that the oil would probably ball up and sink to the river bottom where it would slowly move with the current. The Louisiana Department of Environmental Quality and the Department of Interior for Region 6 were notified. DOI expressed concern for the Delta National Wildlife Refuge, a major wintering ground for waterfowl, located near the mouth of the Mississippi. Exxon, owner of the PUERTO RICO, outfitted a vessel and began sampling the river bottom, starting at mile 114, in an attempt to locate the lost cargo. DOI personnel assisted in the coordination of the survey activity. The Louisiana Department of Environmental Quality noted that the Mississippi River is from one-half to one mile wide and from 50 to 130 feet deep along the 40 mile spill site. He said that the spill would probably have minimal environmental impact. No fish kills or oil accumulations were observed. No oil was recovered.
- On 8 September 1988, the barge CHOTIN 3294, carrying a cargo of styrene grounded on a sand bar at mile 342 of the Lower Mississippi River. The barge's number 2 cargo tank breached releasing about 42,000 gallons of product. USCG Marine Safety Office New Orleans, the On-Scene Coordinator, closed the river to traffic, and called in the Atlantic Strike Team who assisted with the transfer of the remaining cargo to another barge. Most of the spilled product was recovered since it solidified in the river. The river was reopened to traffic on 10 September after the barge was refloated. Environmental impact was reported to be minimal.
- A reaction of incompatible waste materials in a waste holding tank resulted in a fire at 1400 hours on May 23, 1988. The fire spread throughout the laboratory where other chemicals were stored, producing several explosions and generating fumes. 600 local residents were evacuated to a school and approximately 40 people, including 7 firemen, were treated for eye and skin irritation and respiratory problems. The Harris County Sheriff's Department and the South Houston Police Department responded to the incident.

Contaminated surface water runoff from firefighting activities entered the storm drain system and flowed into a roadside drainage ditch. The Texas Water Commission provided oversight of the cleanup conducted by the company. EPA Region 6 provided technical assistance with an OSC and the Technical Assistance Team (TAT).

- A fire and explosion occurred at the Chevron USA refinery in Port Arthur, Texas at 0945 hours on June 8, 1988. The fire, which originated at a pump located in a blending/storage area, spread to and ignited three 100,000 gallon aromatic distillate hydrogenation (ADH) storage tanks, which were destroyed. A plume of an undetermined quantity of ADH was released over the city of Port Arthur. TAT responded to the incident and conducted on-site and off-site monitoring.

According to the company, notification was made to the Jefferson County LEPC at 1015 hours and the local U.S. Coast Guard office at 1140 hours. The fire was extinguished at 0501 hours on June 9. Cause of the fire is still unknown and is under investigation by the company. The TAT has noted that although the company had a contingency plan they did not follow emergency procedures outlined in the plan.

#### **Simulations/Exercises:**

- On 7 and 8 September 1988, the Eight Coast Guard District hosted an On-Scene Coordinator/Regional Response Team Oil and Hazardous Chemical Discharge Simulation in New Orleans, LA. The scenario for the simulation began with the collision of a tank-barge two with an oceangoing vessel carrying a deck-stowed cargo of one ton chlorine cylinders in the Mississippi River in the heart of the metropolitan area. Subsequent to the collision, one of the barges, containing heavy fuel oil was holed and began discharging oil as it drifted downriver. Another barge, containing crude oil was not damaged, but was set adrift. The cargo of the third barge, benzene, ignited and this barge drifted against a nearby wharf located near Jackson Square. The wharf was engulfed in flames and a cargo of hazardous materials stowed there became involved. Aboard the oceangoing vessel, one of the chlorine cylinders was damaged and released its contents some of which drifted over a passing Canal Street Ferry. Needless to say, the OSC and the local emergency response personnel were busy. The simulation was attended by approximately 300 people from Federal, State, and local agencies and from industry. Participation and involvement by response personnel from the many agencies improved coordination of the simulation and probably will result in better coordination among response agencies. A delegation of Mexican Navy officers and PEMEX officials attended representing the Joint Response Team.

The next OSC/RRT Simulation in Region VI will be held at MSO Morgan City, LA in June of 89. The Eighth Coast Guard District has requested that one of these simulations be held in the Eighth District annually.

- The DOE Strategic Petroleum Reserve exercise scheduled for 14 September 1988 was cancelled due to Hurricane Gilbert.
- The Region 6 RRT participated in an exercise with emergency response and planning personnel from the State and local government and industry in El Dorado, Arkansas on April 28, 1988. The main objective of the simulated exercise was to test the capability of the RRT to communicate during an emergency incident via the NOAA E-Mail network recently acquired by RRT member agencies. The exercise proved to be successful to the extent that Agencies currently utilizing the NOAA E-Mail system were able to effectively communicate during the drill. Those agencies not currently on the system were able to communicate effectively via telephone.

## RRT Meetings

- Two business meetings of the RRT were conducted during FY 88. The first one was conducted in Little Rock, Arkansas on February 10-11, 1988. The second meeting was held on September 8-9, 1988, following the OSC/RRT Simulation, in New Orleans, Louisiana. The focus of both meetings has been RRT involvement in Title III activities, particularly relative to providing technical assistance to SERCs and LEPCs; interagency coordination prior to and during an incident; and dispersants planning.
- The U.S./Mexico Joint Response Team (JRT) met in Mexico City in January, 1988 to sign the U.S./Mexico Joint Contingency Plan for Accidental Releases of Hazardous Substances (JCP). The JCP marks the first time two countries have joined efforts to enhance environmental protection in a contiguous inland area. It is currently being shared with the European Community as a model plan.
- In a subsequent meeting held on June 16, 1988 in San Diego, California, the JRT agreed to include the border States in future meetings and to begin planning with the 14 sister cities to parallel planning efforts at the Federal level. Further, EPA and representatives from the Mexican Secretariat of Ecology and Urban Development (SEDUE) agreed to plan for a bi-national conference in the Spring, 1989. The conference is intended to provide a forum to introduce cooperative emergency preparedness initiatives along the common border.

## GENERAL PREPAREDNESS/CONTINGENCY PLANNING

**Regional Contingency Plan (RCP):** The list of RRT representatives has been updated as of September 1988. Revisions to the remainder of the RCP are pending promulgation of the final NCP.

Several LEPCs in the coastal zone are preparing to test their plans with exercises. Coast Guard OSCs have been participating in the planning process and will assist with development and execution of the exercises.

The Atlantic Area Strike Team has completed OSC training in the Eighth District. The LAST area of responsibility has increased dramatically due to the merger of the Atlantic and Gulf Teams. As a result, next year, the LAST will probably not be able to provide training to all CG OSCs in the region. They will try to bring personnel from the OSCs to the LAST to offset this reduction.

In October 1988, the Coast Guard OSC at Corpus Christi sent a member of his organization to Tampico, Mexico to participate in an oil spill control course sponsored by PEMEX and the JRT.

Region VI has been pushing for integration of all member agencies into the NOAA E-Mail network. CG OSCs have been urged to begin sending their POLREPS to appropriate RRT members, particularly the States, via E-Mail. Most member agencies are using the system.

**RRT Committees/Work Groups:** Region VI Dispersant Work Group met on 2 August to finalize work on the R6 Dispersant Use Plan, Subpart H to the RCP. The plan was approved by the RRT at its September meeting for inclusion into the RCP.

**Technical Assistance:** The NOAA SSC for Coast Guard District Eight is on duty at the District Office in New Orleans.

## RRT PREPAREDNESS ACTIVITIES

- The EPA OSC and preparedness staff conducted a site visit of the Marathon Petroleum Company in Texas City, Texas on April 22, 1988. The purpose of the visit was two-fold: (1) to follow up on the OSC's report of the October, 1987 incident involving the accidental release of over 50,000 pounds of hydrofluoric acid into the atmosphere and (2) to obtain additional information from the company relative to their response to EPA's Accidental Release Information Program (ARIP) questionnaire.

The site visit was conducted jointly with representatives of the Texas Water Commission, Texas Air Control Board, Texas Department of Health, and the Galveston County Health District. OSHA cited the company for several violations related to the incident.

The EPA OSC prepared and submitted his report to the RRT per the National Contingency Plan (NCP) subsequent to the incident. RRT members provided comments which were transmitted to the NRT. A report of the followup visit was prepared and submitted to the EPA Headquarters preparedness staff.

- Earthquake Planning: The development of the Region VI Annex (ESF#10) to the Federal Response to a Catastrophic Earthquake Plan is in progress. EPA Region VI has made appropriate Federal and State contacts to begin setting up the planning network. Final draft of the plan is expected to be ready by December 1988. While the effort was resource intensive, Federal support agencies and State agencies have shown remarkable interest in accomplishing the goals of the task.

## FUTURE PLANS

- Coast Guard OSCs will all be equipped with CAMEO by January 89. The NOAA SSC will be providing training in the program.
  - Planning for the next OSC/RRT Simulation in Morgan City, LA.
  - Develop quality control/monitoring protocols for dispersant use.
  - Conduct/participate in field exercise in Louisiana to test Subpart H (dispersants) using Louisiana Offshore Oil Port as a test site for actual dispersant application.
  - Continue review and update of USCG OSC Local Contingency Plans.
  - Increase involvement of LEPCs and local response agencies in Strike Team training conducted at the Coast Guard OSCs. Encourage OSCs to foster relationships with LEPCs and local responders.
  - Promote relationship and interaction with the Mexican Joint Response Team.
  - RRT will review Title III local plans upon request subsequent to review by SERCs.
  - The next semi-annual business meeting of the RRT will be held in January, 1989. The focus of the meeting will be inter-agency coordination which will be emphasized by testing the RRT, via a table top exercise, on coordination during an incident involving radioactive materials.
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## REGION VII

(Iowa, Kansas, Missouri, Nebraska)

### RESPONSE ACTIVITIES

**Simulations/Exercises:** Pending development. Last major exercise held during 1987 in St. Louis, Missouri.

**RRT Meetings:** Due to Ashland Oil response and drought operations in 2nd District, meetings were pushed back to October 1988.

### GENERAL PREPAREDNESS/CONTINGENCY PLANNING

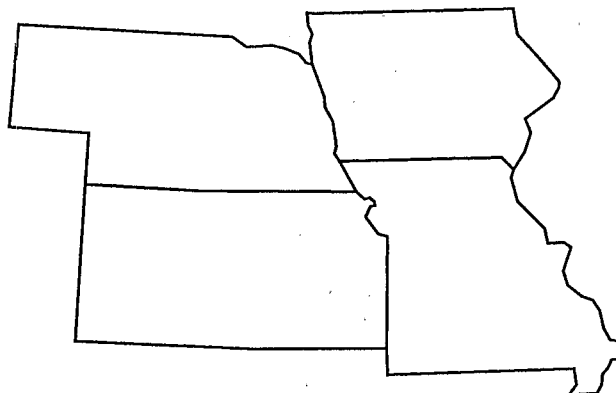
**Regional Contingency Plan:** Pending review and update.

**RRT Organization:** This is a very loose working group having a fairly low interaction level. The thrust of the October meeting will be to stimulate interaction with new co-chair and members and formulate working groups to address the major RRT issues.

**RRT Committees/Work Groups:** Formation planned for October.

**Technical Assistance:** A lot of interaction on the State level has been undertaken in the area of Title III. However, the volume of requests is restrained by low State resources.

**FUTURE PLANS:** To overcome the setback due to the impact of the Ashland Oil Spill and the Summer Drought Operations, the RRT planned an extensive meeting for October. Development of work groups for major RRT issues (Communications, Disposal, Exercises and RCP revision) is planned. To improve membership interaction, a RRT Region VII E-Mail system is being developed.



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## REGION VIII

(Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming)

### RESPONSE ACTIVITIES

**Major Incidents:** North Dakota's West Chem Pesticide Fire site was a major incident triggering RRT involvement. The site has been cleaned up and soil samples taken from the fire site and the creek to the land farm area nearby indicate chemicals are in the final stages of biodegradation.

**Simulations/Exercises.** A tabletop simulation has been proposed to be conducted in conjunction with the RRT meeting scheduled for March, 1989 in Salt Lake City, Utah.

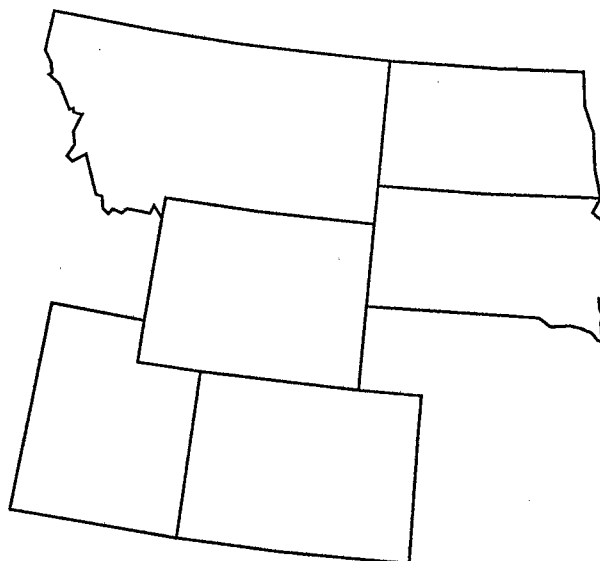


**RRT Meetings:** Held in May and September 1988 in Denver, Colorado.

## **GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** Call list, resources directory, and State legal authorities have been updated and are currently being incorporated into the initial draft interim update of the entire RCP to be completed in October 1988.

**RRT Organization:** RRT will conduct its next meeting in Salt Lake City, Utah. Consideration is being given to continue rotating regularly scheduled semi-annual meetings to a different State in Region VIII in order to accommodate State RRT Representatives trying to cope with State-imposed travel restrictions. Workgroups formed at the May 1988 meeting have made substantive proposals that were discussed and acted upon at the September 1988 meeting. The Coast Guard and EPA will alternatively moderate future RRT meetings. Voluntary participation on all workgroups has significantly increased.



### **RRT Committees/Workgroups:**

- **Workplan:** FY 89 Workplan includes establishment of Preparedness and Training Workgroups, and establishment of an RRT Support Committee in addition to Notification/ Communication, Exercises, Information Dissemination, Priority Areas, and Workplan Workgroups already established.
- **Notification/Communication:** Developed survey form for RRT members' notification requirements, recommended approval and printing of proposed RRT letterhead stationary, will conduct E-Mail and telephone notification drills in October, 1988. Committee is co-chaired by DOE and CG.
- **Information Dissemination:** Will publish RRT Newsletter in January 1989, and proposed establishment of HMIX Bulletin Board as central gathering and distribution point for RRT relevant information. FEMA will coordinate use of and training on HMIX. Committee is chaired by EPA.
- **Exercises:** Workgroup members attended/participated in FEMA sponsored Exercise Design Course in Bismarck, North Dakota. FEMA sponsored Exercise Design course will be conducted in Salt Lake City, Utah, for RRT members in conjunction with the regularly scheduled meeting in March 1989. Tabletop simulation conducted as a part of the Exercise Design Course will substitute for the OSC/RRT drill. Committee is chaired by CG.
- **Priority Areas:** State RRT Representatives, will designate "key planning areas" in their States to aid the RRT in determining resource allocations. Committee is co-chaired by DOI and Corps.
- **Preparedness:** Workshop members will investigate means and implement methods to enhance awareness of the RRT and preparedness activities at Federal, State, and local

enhance awareness of the RRT and preparedness activities at Federal, State, and local levels of Government. Committee is chaired by CG.

- **Training:** Identify training needs of RRT membership, compile lists of available training, provide technical assistance in development of training exercises and exercise programs for Federal, State, and local entities. Committee is co-chaired by FEMA and CG.
- **RRT Support:** Responsible to RRT Co-Chairs. Will develop meeting agendas, arrange for meetings, prepare semi-annual reports, monitor RRT activities, monitor RRT workgroup activities, and function as a catalyst to keep all RRT activities on track and moving ahead. Committee is co-chaired by DOI and FEMA.

**Technical Assistance:** Technical assistance offered by the RRT will become available as the Workgroups accomplish their tasks and provide information, guidance, and suggestions to the general RRT membership.

**FUTURE PLANS:** The RRT will lean heavily on direction and guidance established by the Workgroups. Workgroup proposals made at the September RRT Meeting set the RRT activity level for FY 89. The Region VIII RRT FY 89 Workplan is very ambitious and reflects a significant improvement in participation levels from all member agencies.

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## REGION IX

(Arizona, California, Nevada)

### RESPONSE ACTIVITIES

#### Major Incidents:

- On April 22-23, 1988 the Shell Oil Company Manufacturing Complex in Martinez, CA spilled over 365,400 gallons of San Joaquin crude oil into Peyton Slough and Shell Marsh and eventually out into Carquinez Straits. The internal floating roof drain of a Shell tank had failed allowing the crude oil to escape into the tank's containment system. A valve in the containment levee surrounding the tank was allowed to remain open during periods of rainfall, providing an escape route for the oil leaking from the storage tank. Shell assumed responsibility for the cleanup, but the On-Scene Coordinator (OSC), Commanding Officer Marine Safety Office San Francisco Bay, partially federalized the spill to obtain additional skimmers from the Naval Supervisor of Salvage (NAVSUPSALV). The Regional Response Team was activated and convened to discuss the cleanup and wildlife issues. The On-Scene Coordinator Report is due in October 1988.
- On May 4, 1988 the Pacific Engineering Products Company (PEPCO) rocket fuel plant at



Henderson, NV experienced a fire and series of explosions. The blast leveled the company and a candy producer next door, broke windows for miles around and was strongly felt 12 miles away. Ammonium Perchlorate, Ammonia, Chlorine, Sodium Hydroxide and other rocket fuel chemicals were burned/released requiring evacuation of local residents. EPA provided an On-Scene Coordinator (OSC) and on-site technical assistance. The Regional Response Team was alerted but not activated.

**Simulations/Exercises:** On March 29, 1988 All American Pipeline conducted a drill in Bakersfield, CA. The drill tested shutdown and response procedures for a simulated rupture in a major oil pipeline. RRT members participated.

**Regional Response Team (RRT) Meetings:**

- 8-9 October 1987, RRT Standing Team meeting in Phoenix, AZ.
- 3-5 December 1987, Joint Response Team (JRT) meeting in Ensenada, Mexico, hosted by Mexican government. Strengthened protocol for border crossing of equipment and personnel, communications, and established dispersant use and information-sharing as official subcommittee, headed by U.S. EPA.
- 11-12 February 1988, RRT Standing Team meeting in Santa Barbara, CA.
- 28 April 1988, Incident-Specific (Shell Oil Spill) RRT meeting in Alameda, CA.
- 10-11 May 1988, RRT Standing Team meeting in Las Vegas/Boulder City, NV.
- 7 July 1988, RRT working group meeting in San Francisco, CA for refining RRT activation procedures and defining RRT roles and responsibilities.
- 23 August 1988, RRT Executive Session to review protocols and recommendations of 7 July 1988 work group.

**GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** The Region IX - Mainland Oil and Hazardous Substance Pollution Contingency Plan Underwent extensive review and rewrite during FY 88. Approved by RRT Co-Chairs 30 September 1988. Distribution scheduled for early FY 89.

**RRT Organization:** RRT now holding meetings in other States besides California (Meetings now rotated California, Nevada, California, Arizona, California, etc.). This has fostered more active participation by infrequently attending State members. USDA (Forest Service) and Department of Energy (DOE) now actively participate.

**RRT Committees/Work Groups:** RRT work group formed and developed Supplement to Region IX - Mainland RRT Oil and Hazardous Substance Pollution Contingency Plan for the Colorado River. First Federal inland plan in region, and first plan to address entire river system.

**Technical Assistance:**

- On 4 May 1988, EPA Region IX provided technical assistance to State and local officials responding to the PEPCO rocket plant explosion in Henderson, NV.
- On June 15, 1988, RRT hosted workshop for Indian tribes in Phoenix, AZ for Title III implementation and training.
- Pacific Area Strike Team (PST) conducted training at all Marine Safety Offices in Region

IX. Mexican JRT members observed 23 March 1988 Oil/HazMat response training in San Diego, CA.

- RRT used Section 305 funds to enhance RRT HazMat Lending Library. Over 700 items loaned last year.

## **FUTURE PLANS**

Conduct On-Scene Coordinator/Regional Response Team (OSC/RRT) drills for Colorado River area 14-15 December 1988 and for MSO Los Angeles/ Long Beach area August 2-3, 1989.

Review Title III plans as received.

Host all Region IX - Mainland OSCs at future RRT meeting to discuss what RRT can provide OSC during a spill, and what the RRT needs from the OSC to better perform their mandated functions.

Schedule for FY 89 RRT Meetings:

- November 9-10 - San Diego, CA.
- December 15 - Henderson, NV (Executive session following Colorado River OSC/RRT Drill).
- May - Tucson, AZ.
- August 3 - Long Beach, CA (Executive session following Marine Safety Office Los Angeles-Long Beach OSC/RRT Drill).
- September - Eureka, CA.

Review the Sister City Plans which are being developed with Mexico as a result of JRT initiatives and the Joint Contingency Plan for Inland Spills along the Border with Mexico. (EPA Lead)

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## **REGION X**

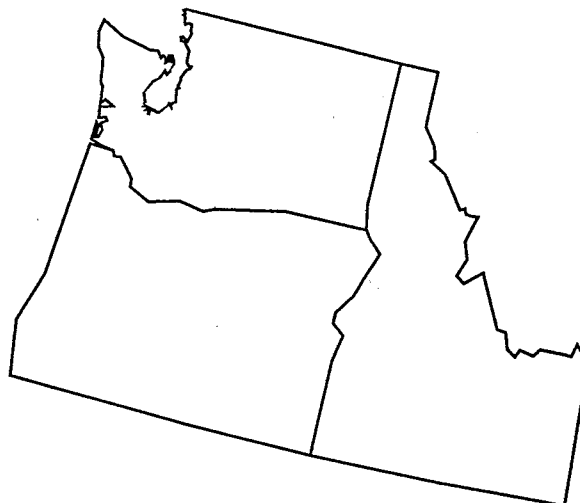
(Idaho, Oregon, Washington)

## **RESPONSE ACTIVITIES**

**Major Incidents:** During the period covered by this report the RRT was involved with the pollution response and salvage operation resulting from the sinking of the tank barge MCN No. 5. At the time of the sinking the barge was loaded with approximately 414,000 gallons of petroleum products of which approximately 392,000 gallons were Heavy Cycle Gas Oil, a product having the consistency of thick molasses. It is estimated that 70,000 gallons of the heavy oil was released. On February 10, the OSC assumed partial control of the response and salvage operation and on February 25, full Federal control was assumed. The pollution fund was opened and subsequent spending authorizations set spending ceiling at a limit not to exceed 1.37 million dollars. The RRT was activated by telephone and provided advice and assistance when requested by the OSC. Through the use of NOAA's RRT hotline, members of Region X were provided daily updates of the response.

**Simulations/Exercises:** The Pacific Area Strike Team conducted a chemical response exercise in Port Angeles, WA on 21 September 1988. The purpose of the exercise was to evaluate the feasibility and test procedures for making Level B protective clothing entries by helicopter into a toxic environment resulting from a marine casualty.

**RRT Meetings:** Region X has held three meetings this year rotating the location between Portland, OR and Seattle, WA.



## **GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** Membership list was updated and submitted to the NRT.

**RRT Committees/Work Groups:** At the November 87 meeting an ad hoc committee was formed to study and propose an organization for the Region 10 RRT. In May the membership voted on a proposal to establish five standing committees. These committees: Management, Preparedness, Dispersant, Disposal, and Natural Resources, which follow those of the NRT, should provide a stronger working relationship within the RRT and a standing team to work on preparedness issues. The Management committee is made up of personnel whose positions have been funded by CERCLA.

In October 1987, the SSC as chairman of the dispersant committee, conducted a two day symposium on the use of dispersants and other additives. This was as a result of feedback to the RRT that the States within the region did not have enough knowledge of dispersants and their uses to enable them to agree on any type of preapproval policy. This symposium was well received by the States.

**Technical Assistance:** Technical assistance was provided to the OSC during the entire spill response and salvage of the MCN No. 5. NOAA through it's facility at Sand Point, WA assisted the OSC with divers and supported the SSC with data analysis. The Department of the Interior and U.S. Fish and Wildlife as well as NOAA assisted in the application for an EPA ocean dumping permit, a contingency for the disposal of the MCN No. 5 once salvaged.

The EPA Regional Preparedness Coordinator and the FEMA Hazardous Materials Coordinator have participated in approximately 30 Hazardous Materials Contingency Planning Courses presented by the States of Washington, Oregon, and Idaho. In many cases the majority of the course presentation was conducted by these coordinators due to a lack of qualified instructors from the States. Public Official conferences have also been conducted in these States.

## **FUTURE PLANS**

- The previous two meetings of the RRT have been very well attended and received. Plans are to hold meetings three times per year, with the standing committees meeting more frequently.
- Some of the projects on this year's Work Plan will be continued into next year. Specifically the RRT will:
- Continue to assist and advise State Emergency Response Commissions and Local

Emergency Planning Committees in preparedness and planning activities.

- Continue to demonstrate the NOAA developed microcomputer-based emergency planning/assistance project to State and local priority area groups.
- Participate in exercises in conjunction with Region X States.
- Assist State/local personnel in training for contingency planning, hazardous materials awareness, response operations, and incident management.
- In addition: The dispersant committee will be working with the States of Washington and Oregon to develop a dispersant use policy for the region.
- The disposal committee will be working with the States to develop a list of acceptable disposal sites for materials removed during an oil discharge or hazardous materials release.
- The natural resources committee will:
  - Develop Trustee notification procedures for the OSCs.
  - Develop beach cleanup policies and procedures.
  - Develop bird cleaning policies and procedures.
  - Develop a technical/biological workgroup for providing technical and biological data to the OSCs.
- The preparedness committee will review the Regional Contingency plan and update/revise as necessary.

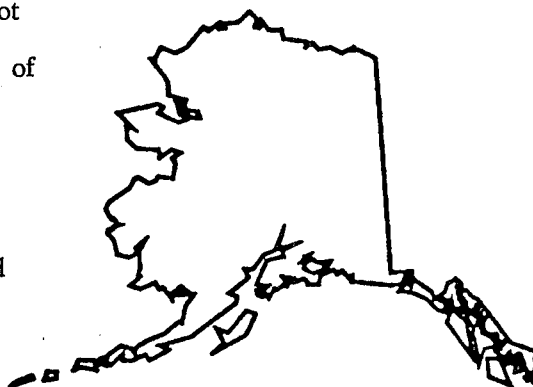
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## ALASKA

### RESPONSE ACTIVITIES

#### Major Incidents:

- T/V STUYVESANT was struck by a 90 foot wave in the Gulf of Alaska, damaging hull plating resulting in a loss of 600,000 gallons of crude oil.
- Grounding of the T/B SEASPAN 824 in Wrangell Narrows with the loss of 16,500 gallons of fuel oil.
- Continued remedial actions on the Standard Steel Hazardous Waste site and renewed actions at the Husky Battery sites in Anchorage and Fairbanks.
- Blowout and fire on the Steelhead oil/gas



platform in Cook Inlet.

- Grounding of the M/V FRANK H BROWN in Wrangell Narrows with the loss of about 5,500 gallons of diesel.

**Simulations/Exercises:**

- An OSC/RRT simulation was held in Anchorage in May with a scenario that involved USSR participation with a delegation at the exercise as well as communication with Moscow.
- A River Booming exercise was observed by the ARRT on the Chena River in Fairbanks sponsored by Aleyska Pipeline Services.

**RRT Meetings:** ARRT met in Ketchikan in January, Anchorage in May, and Fairbanks in August.

**GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** Update completed and distributed for comments.

**RRT Organization:** The ARRT is organized as a team with each agency's interest represented. The EPA/CG Co-Chairmen sponsor and moderate alternate meetings. Taskings involving policy, research, and programs to be developed are accomplished by working groups comprised of affected agencies. USCG CERCLA billets coordinate and participate in ARRT and SARA Title III activities, develop work and training plans, and respond to the needs of the ARRT.

**RRT Committees/Work Groups:** The ARRT has active working groups tasked with dispersant usage, SARA Title III, and oiled wildlife. Each group works independently after receiving direction from the RRT and actions recommended are approved by the RRT.

**Technical Assistance:** Technical assistance was requested to the ARRT by an OSC wishing to use a cleanup enhancement product on a spill of opportunity. Within 45 minutes, the ARRT approved the use of the chemical with certain conditions, demonstrating the ability of a diverse organization to rapidly respond to the OSC's needs.

**FUTURE PLANS:** The ARRT is dedicated to providing support to the OSCs and to being prepared to mitigate damages to the harsh but fragile arctic environment.

- Complete Dispersant Use Guidelines for Prince William Sound to provide the OSC with spill mitigation options in a timely manner.
- Finalize Wildlife protection guidelines in order to deal with endangerment to wildlife from oil and hazardous materials spills.
- Develop an information guide database for Federal pollution response programs and Federal agency roles.
- Provide avenues for communication concerning cultural resources that could be threatened by spills or responses to spills. This State has numerous archaeological sites or potential sites that could be impacted during response activities.
- Develop guidelines and considerations for In-Situ burning as a possible response mechanism for oil spills.
- Assemble a computerized database on Chemical Countermeasures other than dispersants

that can be used by OSC's to mitigate spills.

- Develop utilization of the State Emergency Broadcasting Network to notify persons in remote areas of potential dangers from spills.

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## CARIBBEAN

(Commonwealth of Puerto Rico, US Virgin Islands)

### RESPONSE ACTIVITIES

**Major Incidents:** Seven telephone activations of the RRT were made during the year.

- On 16 July 1987, EPA responded to a groundwater contamination problem on St. Thomas, USVI.
- On 11 December 1987, the MSO San Juan responded to a release of approximately 50 gallons of chloroacetyl chloride at Pier 8, San Juan.
- On 31 December 1987, the MSO San Juan responded to a spill into Charlotte Amalie Harbor, St. Thomas, USVI. EPA assumed OSC in rectifying what proved to be an underground leak from a gasoline station.
- On 19 January 1988, the container vessel LONG BEACH grounded in the entrance to San Juan. The vessel was refloated without spilling any of its 348,000 gallons of fuel.
- On 9 February 1988, the M/V CARAIBE entered Ponce, PR with several damaged internodal containers loaded with various chemicals. The vessel was later allowed to depart.
- On 22 May 1988, approximately 21,000 gallons of diesel fuel and gasoline were released from the Texaco Caribbean Terminal on the south side of St. Croix. The spill was cleaned up without impacting a nearby turtle nesting area.
- On 28 July 1988, the container vessel SEALAND DISCOVERY grounded at the entrance to San Juan. The vessel was refloated without spilling any of its 18,000 bbls of fuel onboard.



In addition, an incident-specific meeting was held on 21 October 1987 to address an ongoing problem in the USVI with disposal of waste oil. The USVI has designated waste oil as a "hazard waste." This action has made it difficult to dispose of waste oil, mainly used motor oil. As a consequence, the amount of oil being stored on the islands has increased considerably. This increases the chance of accidental spills or fire. The USVI has been examining the problem of disposing of this material and is in the process of developing a pilot disposal program.



## GENERAL PREPAREDNESS/CONTINGENCY PLANNING

**Regional Contingency Plan:** A review of the regional contingency plan is included in the annual workplan and necessary amendments are issued on a quarterly basis with input from all agencies.

The RRT is active as a coordinating body in scheduling and conducting training. Training schedules/courses are published in the annual workplan and all Federal and State agencies are actively participating in the training provided. Course content includes reference materials available, Federal and State resources and response structure, and incident scenarios/discussions.

**RRT Committees/Workgroups:** The RRT has been meeting twice a year; once in Puerto Rico and once in the U.S. Virgin Islands. These meetings are usually scheduled for a day and half with a workgroup meeting prior to the actual RRT meeting. This workgroup prepares the annual workplan which is presented to the RRT for consideration.

**Equipment Inventory:** An inventory of each member agency's response equipment was created and updated this year. This inventory should lead to easier identification of available resources in the event of a chemical spill.

**CRRT Newsletter:** A bi-monthly newsletter was initiated to inform RRT members of recent events/accomplishments, upcoming activities and other items of interest. Topics for this informal publication are solicited and encouraged from all agencies.

**FUTURE PLANS:** The RRT will continue its efforts in the area of preparedness activity and especially in coordinating training. A dispersant committee has been reconstituted and a workplan for the committee will be developed. The need for additional workgroups will be discussed at the next RRT meeting scheduled for 1-2 November 1988. The RRT requested that an OSC/RRT exercise be held in Puerto Rico during FY 89. An exercise was not available during FY 89 and the RRT will, most likely, make the request again for FY 90.

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## OCEANIA (PACIFIC BASIN)

(American Samoa, Commonwealth of the Northern Mariana Islands, Guam, Hawaii)

### RESPONSE ACTIVITIES

**Simulations/Exercises:** Held an OSC/RRT exercise in Honolulu on 30-31 March 1988. It included both an oil spill and hazardous materials release.

#### RRT Meetings:

- An RRT meeting was held in Guam on 17-18 November 1987 and in Saipan on 19 November 1987.
- RRT meeting was held in Honolulu on 29 March 1988.

**Dispersant Use Training:** A work shop was held in Honolulu, HI on 19-21 October 1988 on field observations of dispersant use. The course reviewed practical considerations to be made in the field during an oil spill, factors to consider in



the decision to use dispersants or other chemical agents, and protocols for making field observations.

#### **GENERAL PREPAREDNESS/CONTINGENCY PLANNING**

**Regional Contingency Plan:** The Oceania Oil and Hazardous Materials Pollution Contingency Plan was published.

##### **RRT Committees/Work Groups**

- The Dispersant Use Workgroup is currently revising the monitoring requirements in the Hawaii Dispersant Use Agreement. The Workgroup held a meeting in Honolulu on 21 October 88 to discuss changes to the Agreement and established a schedule for making those changes. The goal is to have a modified agreement by the next RRT meeting.
- The RRT set up workgroups to review OSC reports as well as local contingency plans when requested by the State and Territories.

##### **Technical Assistance**

- Research Planning Institute (RPI) has completed the Environmental Sensitivity Mapping for the State. In addition, RPI has completed a port study of each of the major ports in Hawaii. A draft of this study is currently being reviewed by MSO Honolulu.
- FEMA and EPA conducted First Responder Training and Hazardous Materials Contingency Planning classes in Guam, Commonwealth of the Northern Marianas (CNMI), and American Samoa.
- Coast Guard Pacific Area Strike Team conducted oil and hazardous materials spill response training in Hawaii, Guam, CNMI, and American Samoa.

#### **FUTURE PLANS**

Starting in FY 89, RRT meetings will be held three times per year vice semi-annually. Next RRT meeting to be held in Hilo, HI February 89 and will have chemical release simulation full field exercise.

Hold RRT meeting in Guam and Saipan in June 1989.

FEMA, EPA, and CG Pacific Area Strike Team to hold oil and hazardous materials spills response training in the Pacific as a follow-on to the training held in FY 88 listed above.

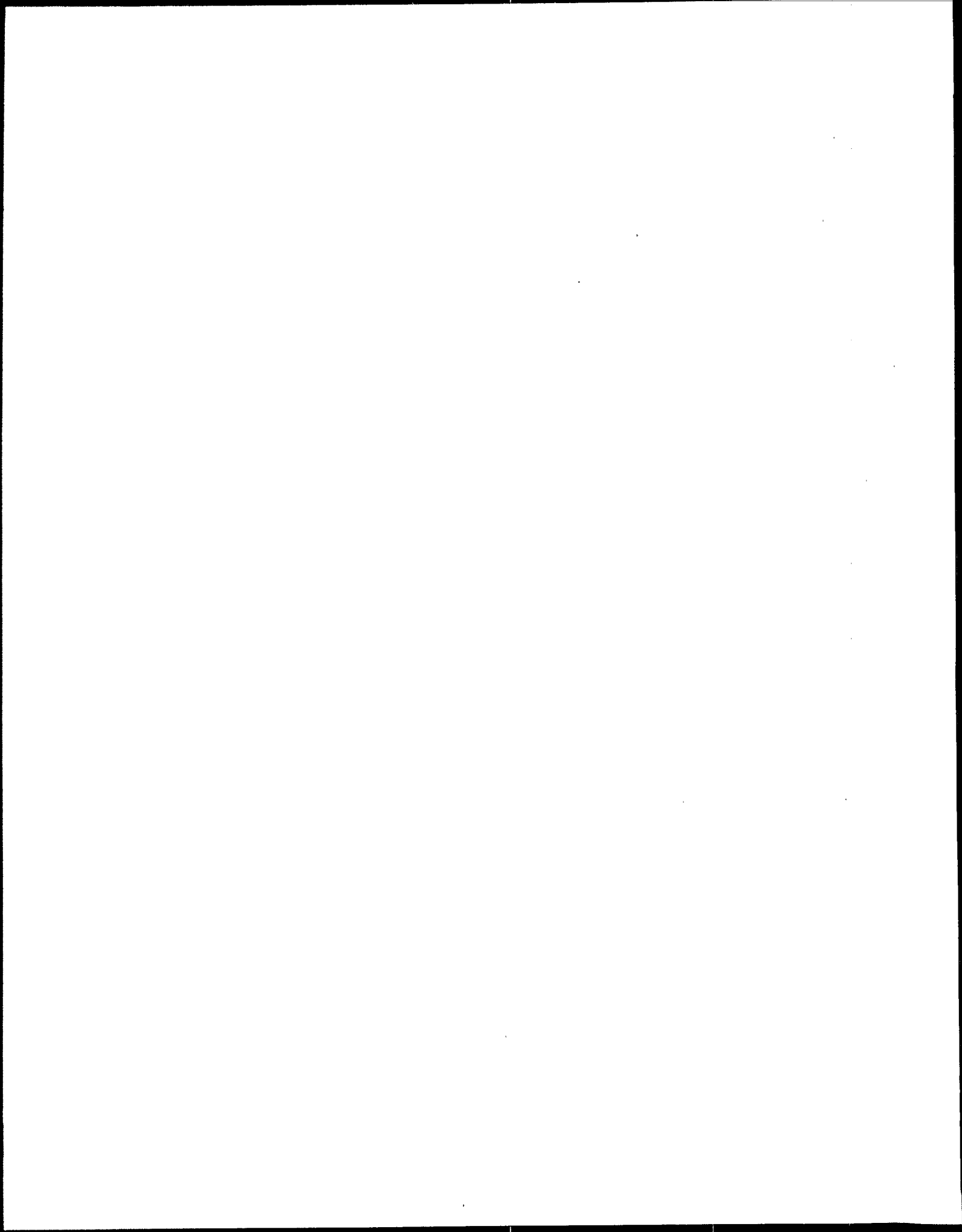
Revise the Hawaii Dispersant Use Agreement.

Update the Oceania Region Contingency Plan.

Continue efforts to resolve issues brought up during the OSC/RRT Exercise.

# CURRENT CO-CHAIRS OF REGIONAL RESPONSE TEAMS

Region	EPA	USCG
I	Edward Conley	Capt. David Folson
II	Richard Salkie	Capt. David Folson
III	Dennis Carney	Capt. Kurt Martin
IV	Bob Jourdan	Capt. David Whitten
V	Mary Gade	Capt. L.A. Murdock
VI	Russell Rhodes	Capt. Keith Pensom
VII	Ron Ritter	Capt. L.J. Balok
VIII	Robert Duprey	Capt. L.J. Balok
IX	Kathleen Shimmin	Capt. George Casimir
X	James Everts	Capt. D.A. Anderson
Alaska	Al Ewing	Capt. Glenn Haines
Caribbean	Richard Salkie	Capt. David Whitten
Oceania (Pacific Basin)	Kathleen Shimmin	Capt. A.E. Tanos



## APPENDIX B

### NRT MEMBER AGENCIES

The **Environmental Protection Agency (EPA)** chairs the NRT, co-chairs the standing RRTs, provides predesignated On-Scene Coordinators for the inland zone, and Remedial Project Managers (RPMs) for remedial actions, and generally provides scientific support coordinators for the inland zone. EPA provides expertise on environmental effects of releases and on environmental pollution control techniques. EPA provides guidance, technical assistance, and training in hazardous materials preparedness and response. EPA also provides legal expertise on the interpretation of CERCLA and other environmental statutes. EPA may enter into a contract or cooperative agreement with the appropriate State to implement response actions.

The **United States Coast Guard (USCG)** provides predesignated On-Scene Coordinators for the coastal zone, co-chairs for the standing RRTs, and the NRT vice-chair. The USCG staffs and administers the National Response Center; maintains the continuously manned facilities that can be used for command, control, and surveillance of releases in coastal waters; and serves as fund manager for the Pollution Fund established under the Clean Water Act. The Coast Guard's National Strike Force is specially trained and equipped to respond to major marine pollution incidents. In water pollution incidents in which the USCG has financial responsibility jurisdiction, the USCG ensures that responsible parties, both US and foreign, are able to compensate the US and other damaged parties through the Certificate of Financial Responsibility program.

The **Federal Emergency Management Agency (FEMA)** provides guidance, policy, and program advice, and technical assistance in hazardous materials and radiological emergency preparedness activities (planning, training, and exercising) to state and local governments. In a response, FEMA provides advice and assistance to the lead agency on coordinating relocation assistance and mitigation efforts with other Federal agencies, State and local governments, and the private sector. FEMA may enter into an agreement with the appropriate political entity to implement relocation assistance in a response.

The **Department of Defense (DOD)** must take all action necessary with regard to releases of hazardous substances where the release is on, or the sole source of the release is from, a facility or vessel under jurisdiction, custody, or control of the DOD. DOD may also, consistent with its operational requirements and at the request of the On-Scene Coordinator, provide locally deployed U.S. Navy oil spill equipment and provide assistance to other Federal agencies on request. The following two branches of DOD have particularly relevant expertise:

- The U.S. Army Corps of Engineers has specialized equipment and personnel for removing navigation obstructions and accomplishing structural repairs.
- The U.S. Navy (USN) has an extensive array of specialized equipment and personnel available for use in ship salvage, shipboard damage control, and diving.

The **Department of Energy (DOE)**, except as otherwise provided in Executive Order 12580, provides designated On-Scene Coordinators/RPMs that are responsible for taking all response actions with respect to releases of hazardous substances where either the release is on, or the sole source of the release is from, any facility or vessel under its jurisdiction, custody or control. In addition, under the Federal Radiological Emergency Response Plan (FRERP), DOE provides advice and assistance to other On-Scene Coordinators/RPMs for emergency actions essential for the control of immediate radiological hazards.

The **Department of Agriculture (USDA)** has scientific and technical capability to measure, evaluate, and monitor, either on the ground or by use of aircraft, situations where natural resources including soil, water, wildlife, and vegetation have been impacted by hazardous substances. The USDA may be contacted through Forest Service emergency staff officers who are the designated members of the RRT. Agencies within USDA with relevant expertise are: the Forest Service, the Agriculture Research Service, the Soil Conservation Service, and the Food Safety and Inspection Service, and the Animal and Plant Health Inspection Service.

The Department of Commerce (DOC), through the National Oceanic and Atmospheric Administration (NOAA), provides scientific support for responses and contingency planning in coastal and marine areas, including assessments of the hazards that may be involved, predictions of movement and dispersion of oil and hazardous substances through trajectory modeling, and information on the sensitivity of coastal environments to oil or hazardous substances. NOAA provides scientific expertise on living marine resources it manages and protects. It also provides information on actual and predicted meteorological, hydrologic, ice, and oceanographic conditions for marine, coastal, and inland waters as well as tide and circulation data.

The Department of Health and Human Services (HHS) is responsible for providing assistance on matters related to the assessment of health hazards at a response and protection of both response workers and the public's health. HHS is delegated authorities under CERCLA relating to a determination that illness, disease, or complaints may be attributable to exposure to a hazardous substance, pollutant, or contaminant. Agencies within HHS that have relevant responsibilities, capabilities, and expertise are the Agency for Toxic Substances and Disease Registry (ATSDR) and the National Institutes for Environmental Health Sciences (NIEHS).

The Department of the Interior (DOI) has expertise on and jurisdiction over a wide variety of natural resources and Federal lands and waters as well as certain responsibilities for native Americans and U.S. territories. The DOI may be contacted through Regional Environmental Officers (REO), who are the designated members of RRTs. Bureaus and offices with relevant expertise are: Fish and Wildlife Service; Geological Survey; Bureau of Indian Affairs; Bureau of Land Management; Minerals Management Service; Bureau of Mines; National Park Service; Bureau of Reclamation; Office of Surface Mining and Reclamation Enforcement; and Office of Territorial Affairs.

The Department of Justice (DOJ) provides expert advice on complicated legal questions arising from discharges or releases, and Federal agency responses. In addition, the DOJ represents the Federal government, including its agencies, in litigation relating to such discharges or releases.

The Department of Labor (DOL), through the Occupational Safety and Health Administration (OSHA) and the States' operating plans approved under the Occupational Safety and Health Act of 1970, has authority to conduct safety and health inspections of hazardous waste sites to assure that employees are being protected and to determine if the site is in compliance with safety and health standards and regulations. On request, OSHA will provide advice and assistance regarding hazards to persons engaged in response activities.

The Department of Transportation (DOT) provides response expertise pertaining to transportation of oil or hazardous substances by all modes of transportation. Through the Research and Special Programs Administration (RSPA), DOT offers expertise in the requirements for packaging, handling, and transporting regulated hazardous materials. RSPA promulgates and enforces the Hazardous Materials Regulations. RSPA provides technical assistance in the form of Emergency Response Guidebooks and, in a joint effort with FEMA, has developed HMIX. RSPA also provides planning support in the development of protective action decision strategies and exercise scenarios.

The Department of State (DOS) takes the lead in the development of international joint contingency plans. It also helps to coordinate an international response when discharges or releases cross international boundaries or involve foreign flag vessels. Additionally, DOS coordinates requests for assistance from foreign governments and U.S. proposals for conducting research at incidents that occur in waters of other countries.

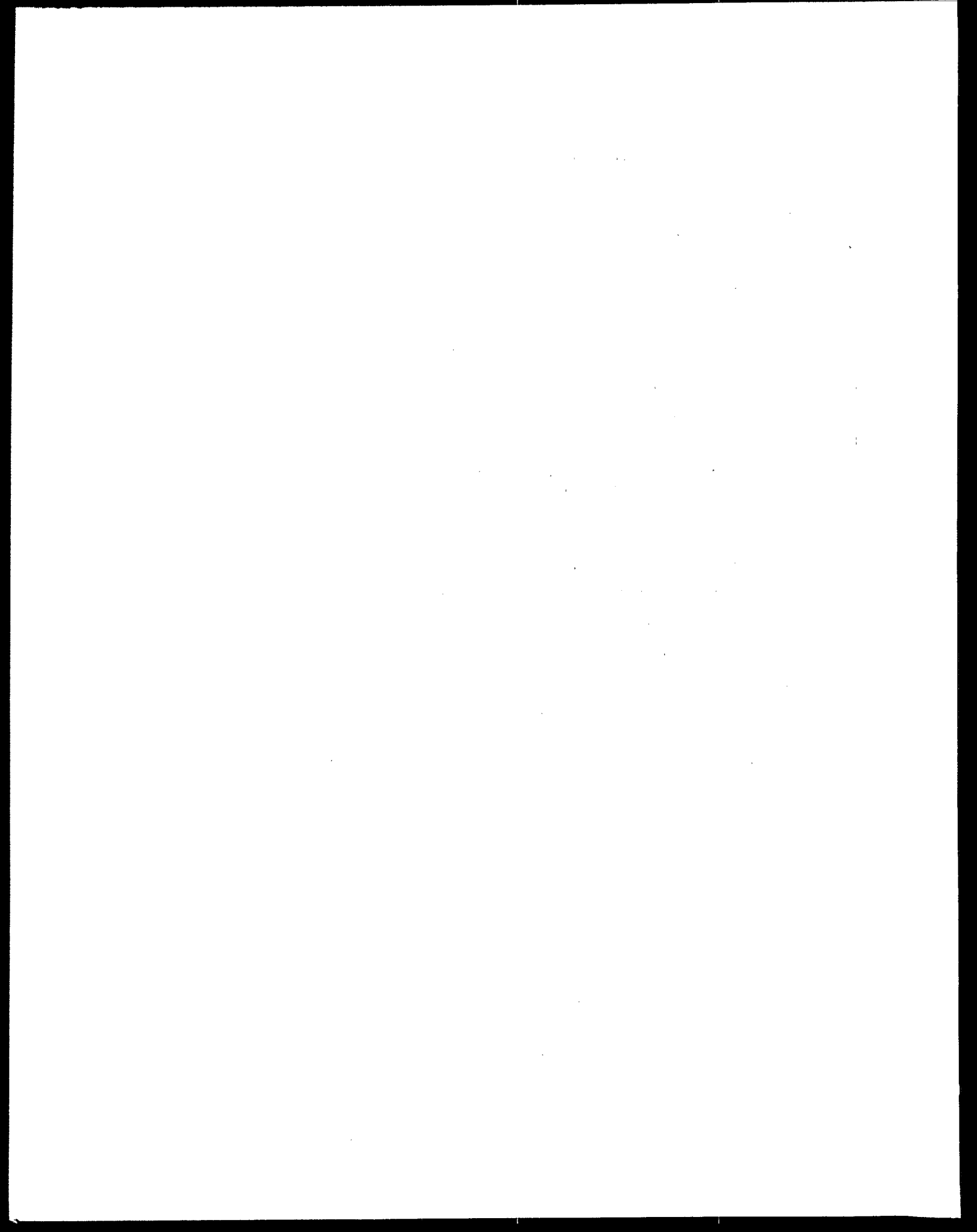
The Nuclear Regulatory Commission responds, as appropriate, to releases of radioactive materials by its licensees, in accordance with the NRC Incident Response Plan (NUREG-0728). In addition, the NRC will provide advice to the On-Scene Coordinator/RPM when assistance is required in identifying the source and character of other hazardous substance releases where the Commission has licensing authority for activities utilizing radioactive materials.

## CURRENT NATIONAL RESPONSE TEAM MEMBERS

Department of Agriculture	Mr. Bill Opfer
Department of Commerce (NOAA)	Mr. George Kinter
Department of Defense	Mr. Brian Higgins
Department of Energy	Mr. Richard Dailey
Environmental Protection Agency	Mr. Jim Makris, Chair
Federal Emergency Management Agency Agency	Mr. Richard Krimm
Department of Health and Human Services (ATSDR)	Ms. Georgi Jones
Department of the Interior	Mr. Bruce Blanchard
Department of Justice	Ms. Sheila Jones
Department of Labor (OSHA)	Mr. Frank Chalmers
Department of State	Mr. Bob Blumberg
Department of Transportation (Coast Guard)	Capt. Richard Larrabee, Vice-Chair
Department of Transportation (Research and Special Programs Administration)	Mr. Alan Roberts
Nuclear Regulatory Commission	Mr. Bernard Weiss

### NRT Committee Chairs

Management	Mr. Bruce Blanchard
Preparedness	Mr. Richard Krimm
Training	Mr. Jim Makris
Computer Applications	Mr. Frank Chalmers





## APPENDIX C

### NATIONAL RESPONSE TEAM WORK PLANS

The following are the Work Plans adopted by the NRT for FY 1989 and 1988. The plans are divided into seven major areas. For each area, objectives are listed as well as activities to meet the objectives. The committees, groups, or individual members designated to carry out the activities are listed after each entry.

#### FISCAL YEAR 1989 NATIONAL RESPONSE TEAM PROGRAM/WORK PLAN

Adopted June 23, 1988

Introduction - In FY 1989, the NRT will continue to place special emphasis on support of the Regional Response Teams (RRTs). This support is intended to reinforce ongoing broad-based RRT efforts to enhance preparedness and response management capabilities. Support efforts will include optimizing available regional staffing; supporting State and local planning and response efforts, and identifying priority goals, objectives, and accomplishments through RRT work plans and semi-annual reports. The objective is to ensure that RRTs become an effective Federal/State team to carry out their CERCLA, Title III, and Clean Water Act responsibilities.

The NRT will also emphasize preparedness planning and, in particular, the initiatives associated with Title III of the Superfund Amendments and Reauthorization Act. RRTs should focus, in particular, on local plan reviews using NRT guidance and other available technical assistance.

Other elements, including Response Management, Information Transfer, Training, External Relations and NRT Management, round out the FY 1989 work plan. The general thrust is very similar to the FY 1988 work plan. The major changes are in activities within goals, where projects were completed and others are planned. Committee charters cover many ongoing activities, so a lack of change in work plan language does not signify a lack of accomplishment. Rather, there is a baseline level of NRT activity and interest that continues, appropriately, from year to year.

The NRT will continue to fulfill its responsibilities in these areas and assign specialized tasks to individual NRT members and workgroups, as indicated in the work plan. The purpose of this work plan is to present the activities that the NRT will undertake in FY 1989, and to indicate areas of particular emphasis. RRTs should take this work plan into account in developing their FY 1989 work plans and determining their priority activities.

#### I. RESPONSE MANAGEMENT - (CERCLA/SARA, CWA, E.O. 12580, NCP)

##### A. Objectives

1. Effective nationwide response mechanism.
2. Up-to-date, workable National Contingency Plan.
3. Assistance in development of adequate response mechanisms for international incidents affecting domestic NRT/RRT responsibilities (e.g., USSR, Canada, Mexico, Caribbean) and/or for coordination of limited use of appropriate agencies' expertise.
4. Systematic oversight of proposed legislation which could affect NRT operations such as Clean Air Act Amendment, Oil Spill Liability Act, Transportation Act Amendments, etc.

B. Activities

1. Continue to review NRT/RRT/OSC system for possible gaps in national response coverage including special consideration for releases during transportation-related incidents.

Preparedness Committee

2. a. Continue review of proposed NCP revision, including a possible Subpart K, and participate in review and resolution of comments on specific NCP sections of interest to the NRT.

NRT NCP workgroup

- b. Ensure timely distribution and understanding of revised NCP; provide procedural guidance to RRTs as necessary to accommodate new requirements (i.e., revisions of RCPs).

Management Committee

3. Continue providing appropriate international assistance through special efforts such as US-USSR JRT contingency planning and exercises. Coordinate appropriate NRT member agency assistance on an incident-specific basis.

EPA, CG Lead, with State

4. Monitor Congressional action, provide a forum to discuss and share strategies. Provide consistent comments, through member agencies, on issues relevant to the NRT.

Individual NRT members

II. PREPAREDNESS INITIATIVES

A. Objective

Enhanced preparedness capabilities at national, regional, State, and local levels, and implementation of SARA Title III responsibilities.

B. Activities

1. Develop and issue supplemental guidance to NRT-1, Hazardous Materials Emergency Planning Guide, to incorporate requirements such as SARA Title I OSHA planning, SPCC, DOT routing, natural resource planning, other requirements. Complete NRT-2, guidance on hazards analysis.

Preparedness Committee

2. Analyze RRT activities for preparedness issues and problems to provide recommendations/lessons learned to NRT and RRTs.

Preparedness Committee

3. Conclude efforts to clarify jurisdictional responsibility and visual identification of Federal agency OSCs.

Preparedness Committee

III. SUPPORT OF RRTs

A. Objectives

1. Maintaining active participation by NRT member agencies in RRT execution of priority NCP responsibilities.

2. Continued emphasis on RRT work plans and reports, increased NRT understanding and support of agreed upon RRT priorities.

B. Activities

1. Schedule NRT presence/participation at selected RRT meetings, reaching all 13 RRTs periodically. Continue to identify successes and generic issues for dissemination to other RRTs and discussion by NRT.  
Management Committee, individual NRT Members
2. Schedule regular RRT involvement in NRT meetings.  
Management Committee
3. Support active State involvement in NRT/RRT system.  
Management Committee
4. Schedule, scope, and plan periodic RRT Co-chairs meeting.  
Management Committee
5. Assist RRTs in optimizing staffing and management capability (e.g., ensure necessary contacts and communications, suggest way RRTs can work with agencies' resources in field locations, offer advice/guidance on RRT management and work group procedures).  
Management Committee
6. Track progress of RRT work plans and semiannual reports; provide program policy and direction, where needed, to ensure timely completion of work plans and reports.  
Management Committee
7. Clarify contact points and communication lines between NRT principals and their agency field structures.  
Individual NRT Members

IV. INFORMATION TRANSFER

A. Objective

Improved capability for continued communication between NRT and RRTs, between RRTs and OSCs, and with States, local governments, Indian tribes, etc.

B. Activities

1. Support 1989 biannual oil spill conference (e.g., participate in conference planning, preparation, and events). Explore NRT presence at conference (i.e., booth, NRT meeting). Support development of 1990 biannual hazardous materials spills conference. Review enhanced role for NRT in 1991 biannual oil spill conference.  
Coast Guard, EPA leads
2. Continue selection, adaptation, and transfer of relevant information developed by or known to individual member agencies; review significant and relevant documents (i.e., reports to Congress, proposed rulemaking, Federal agencies' response/preparedness program initiatives).  
Committees, Individual NRT Members

3. Monitor OSC reports for preparedness and response issues and problems to provide lessons learned and recommendations to NRT and RRTs.  
Preparedness Committee
4. Support the Hazardous Materials Information Exchange, and encourage expanded assistance and input to the information base.  
Computer Applications Committee
5. With assistance from RRTs, inventory Federal, State, and local information and communications systems used for hazardous materials planning and response coordination, and available data bases relevant to support of NRT activities.  
Computer Applications Committee

## V. TRAINING

### A. Objective

Improved coordination of Federal training efforts in oil and hazardous substances release response, planning, and preparedness.

### B. Activities

1. Support the National Hazardous Materials Training Conference to be held at Emmitsburg, Maryland, on November 30 - December 2, 1988.  
Training Committee
2. Develop concept paper on Federal/State roles, responsibilities, and relationships in HAZMAT training.  
Training Committee
3. Review FEMA-EPA exercise strategy paper for implications to other Federal agencies.  
Training Committee
4. Review EPA efforts to identify target audiences for first responder training, analyzing first responder tasks and existing core courses.  
Training Committee
5. Brief appropriate national trade organizations on current Federal/State HAZMAT training activities and coordinate schedules of training.  
Training Committee

## VI. EXTERNAL RELATIONS

### A. Objective

Improved contacts with private (trade and professional) and public interest groups and governmental organizations.

### B. Activity

Continue to explore regular communication with and/or appropriate representation of interested parties on subjects of mutual interest (e.g., trade and professional associations, public interest groups, and government entities).

Management Committee

## VII. NRT MANAGEMENT

### A. Objectives

1. Systematic NRT management across full range of responsibilities with focus on strengthening institutional linkages.
2. Maximum effective use of available resources.

### B. Activities

1. Prepare annual system-wide report; match accomplishments to goals and objectives; evaluate effectiveness of use of resources, present plan for following year.  
Management Committee
2. Improve NRT agency input to EPA's CERCLA/SARA interagency budget process.  
Management Committee and Individual NRT members
3. Produce annual work plan.  
Management Committee
4. Develop NRT Standard Operating Procedures, as appropriate.  
Management Committee

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## FISCAL YEAR 1988 NRT WORK PLAN Adopted June 26, 1987

## I. RESPONSE MANAGEMENT - (CERCLA/SARA, CWA, NCP)

### A. Objectives

1. Ensure effective response system.
2. Update National Contingency Plan.
3. Deliver appropriate international assistance through:
  - a. JRT contingency planning and exercises; and
  - b. NRT member agency assistance on an incident-specific basis.
4. Stay abreast of proposed legislation which could affect NRT operations.

### B. Activities

1. Continue to review NRT/RRT/OSC system for possible gaps in national response coverage (e.g., releases during transportation, release of explosives, release of hazardous chemicals from facilities covered by radioactive response regulations).  
Preparedness Committee
2. a. Review entire proposed NCP revision.  
NRT work group

- b. Participate in preparation and review of specific NCP sections of interest to the NRT.

NRT work group

- c. Ensure timely distribution and understanding of revised NCP; provide procedural guidance to RRT's as necessary for revisions of RCP's, and any other changes necessitated by revisions.

Management Committee

- 3. a. Ensure availability of appropriate contacts/procedures for technical assistance in international incidents affecting domestic NRT/RRT responsibilities (e.g., Canada, Mexico, Caribbean) and/or for coordination of limited use of appropriate agencies' expertise.

- b. Survey NRT membership to determine which agencies have bilateral agreements for providing international assistance.

Selected NRT members - State  
Department lead

- 4. Monitor Congressional action, provide a forum to discuss and share strategies, and provide consistent comments, through its member agencies, that are relevant to the NRT.

Individual NRT members

## II. PREPAREDNESS INITIATIVES

### A. Objective

Enhance preparedness capabilities at regional, State, and local levels, and meet SARA, Title III responsibilities.

### B. Activities

- 1. Identify NRT/RRT activities required to ensure appropriate Federal role in State and local preparedness.

Preparedness Committee

- 2. Develop needed procedural guidance on RRT use of *Hazardous Materials Emergency Planning Guide* and other basic documents with States, communities and private industry, including:

- a. Criteria and guidance for review of contingency plans at State committee request; and

- b. Technical guidance to supplement the Planning Guide.

Preparedness Committee

## III. SUPPORT OF RRT's

### A. Objectives

- 1. Effective participation of NRT member agencies in RRT implementation of priority NCP responsibilities within available resources.

- 2. Continue useful dialogue on RRT activity plans and reports, increased NRT understanding and support of agreed upon RRT priorities.

B. Activities

1. Schedule NRT presence at selected RRT meetings, reaching all 13 RRT's periodically; continue to observe selected RRT's exercises, incident debriefings, etc.  
Management Committee, individual NRT members
2. Review options for regular RRT involvement in NRT meetings; select option to implement at least on a trial basis.  
Management Committee
3. Schedule, scope and plan periodic Co-chairs Meetings.  
Management Committee
4. Develop procedural guidance for RRT's to maximize available staffing and management capability (e.g., ensure necessary contacts and communications, suggest ways RRT's can work with agencies' resources in field locations, offer advice/guidance on RRT management and work group procedures, etc.).  
Management Committee
5. Review options for ensuring active State involvement in NRT/RRT system.  
Management Committee
6. Review and comment on RRT work plans, semiannual reports; supply policy or program guidance; and undertake activities needed in response to RRT requests, initiatives.  
Management Committee
7. Distribute "The National Oil and Hazardous Substances Spill Response System" pamphlet.  
Management Committee

IV. INFORMATION TRANSFER

A. Objective

Improve capability for continued communication of quality information between NRT and RRT's, between RRT's and OSC's, and to States, communities, local governments, Indian tribes, etc.

B. Activities

1. Support NRT co-sponsored hazardous materials spills conference (e.g., participate in conference planning, preparation, and events).  
EPA lead, individual NRT members
2. Continue selection, adaptation, and transfer of relevant information developed by or known to individual member agencies; review of significant and relevant documents (e.g., reports to Congress, proposed rulemaking, Federal agencies' response/preparedness program initiatives, etc.).  
Committees, individual NRT members
3. Summarize and distribute selected OSC reports, etc.  
EPA, CG, individual NRT members

4. Support the Hazardous Materials Information Exchange, and encourage expanded assistance and input to the information base.

Computer Applications Committee

5. With assistance from RRT's, inventory Federal, State, and local information and communications systems used for hazardous materials planning and response coordination, and available data bases relevant to support of NRT activities.

Computer Applications Committee

## V. TRAINING

### A. Objective

Improve coordination of Federal training efforts in oil and hazardous substances release response, planning, and preparedness.

### B. Activities

1. Coordinate schedule of Federal training exercises.
2. Coordinate planning and development of training programs authorized by recent legislation (e.g., SARA, including Title III, and Hazardous Materials Transportation Act).
3. Review and implement selected initiatives in the NRT Training Strategy.

Training Committee

## VI. EXTERNAL RELATIONS

### A. Objective

Improve contacts with private (trade and professional) and public interest groups, and governmental organizations.

### B. Activity

Continue to explore regular communication with and/or appropriate representation of interested parties on subjects of mutual interest (e.g., trade and professional associations, public interest groups, and government entities).

NRT Chair, Vice Chair, and  
Management Committee

## VII. NRT MANAGEMENT

### A. Objectives

1. Improve of NRT management for full range of responsibilities and strengthen of institutional linkages.
2. Efficient use of available resources.



B. Activities

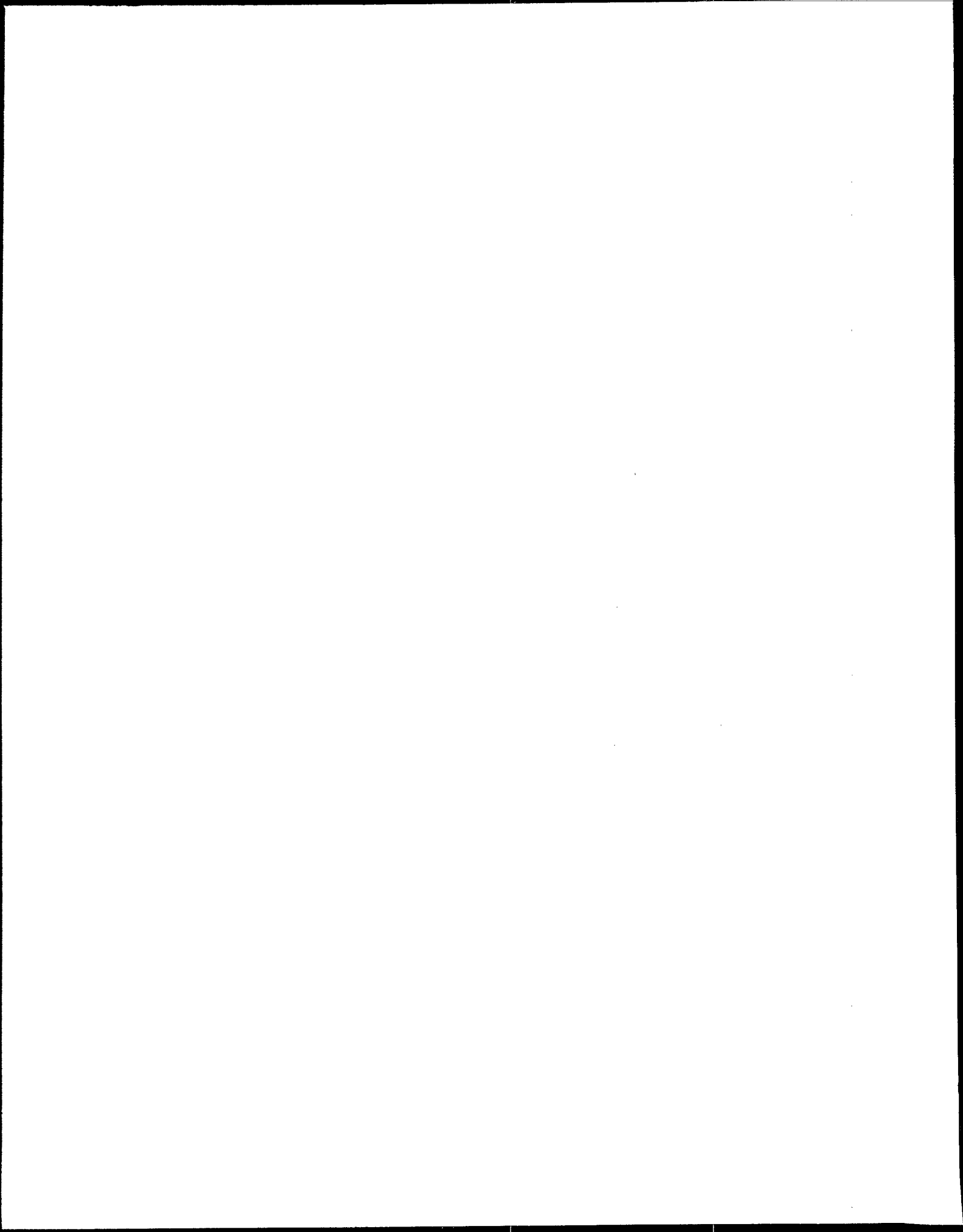
1. Clarify contact points and communication lines between NRT principals and their agency field structures.

Individual NRT members

2. Prepare annual system-wide report; match accomplishments to goals and objectives; evaluate effectiveness of use of resources, etc.

Management Committee

3. Improve NRT agency input to EPA's CERCLA/SARA interagency budget process.  
Management Committee and Individual  
NRT members



## APPENDIX D

### HISTORY OF THE NATIONAL RESPONSE SYSTEM

#### The Beginning of the National Response System

Torrey Canyon. On March 18, 1967, the oil tanker Torrey Canyon ran aground off the southwestern coast of England, spilling over 100,000 tons of oil that eventually washed ashore on English and French beaches, causing massive environmental and economic damage. In the wake of the disaster, President Johnson ordered the Departments of the Interior and Transportation to study the nation's capabilities to handle such disasters. The resulting report "Oil Pollution: A Report to the President" pointed to the need for public action.

On June 7, 1968, the president directed the Secretaries of the Interior (DOI), Defense (DOD), and Transportation (DOT) and the Director of the Office of Science and Technology to assume the responsibility to strengthen the nation's ability to act in the event of an oil spill emergency along the coasts or waterways. The Secretary of the Interior was directed to take the lead in completing a multi-agency contingency plan for responding to such emergencies.

National Multiagency Oil and Hazardous Materials Contingency Plan (NCP). The first NCP was completed in September 1968 and signed by DOI, DOT, DOD, the Department of Health, Education, and Welfare (HEW), and the Office of Emergency Planning (OEP).

The NCP assigned responsibilities for emergency responses to the signatory agencies and established a National Response System comprised of a hierarchy of coordinating entities.

The National Inter-Agency Committee (NIC) of all signatory agencies was the principal group that developed policies and procedures for coordinated response actions. The NIC also reviewed regional contingency plans and made recommendations relating to regional plans, training, research, equipment, and other issues.

The Joint Operations Center provided the facilities needed to coordinate responses and acted as the focal point for national public information releases during pollution incident operations.

The Joint Operations Team acted as an emergency response team whenever an incident exceeded the capabilities of the region in which it occurred, or when an incident affected two or more regions, or when the incident affected national security or presented a major hazard to a substantial number of people. While the Team coordinated the Federal response at a national level and made recommendations to the On-Scene Coordinator, it did not actively participate in carrying out the Federal actions. Its function was to provide advice and coordination rather than to direct the clean-up actions.

The Regional Operations Center was the equivalent of the Joint Operations Center at the regional level.

The Regional Operations Team performed functions within the region similar to those of the Joint Operations Team.

The On-Scene Coordinator (OSC) coordinated and directed Federal efforts at the scene. The OSC was a single person designated in advance by the regional plan to direct and coordinate pollution control activities in each area of the region. While the OSC could seek help from the Regional Operations Team and the Joint Operations Team, neither group had operational control of the OSC.

The National Response System was initially operated under a number of legal authorities available to the signatory agencies, including the following:

The Oil Pollution Act of 1924 as amended (33 U.S.C. 431 *et seq.*) which prohibited discharging oil into navigable waters and gave DOI access to DOD and Coast Guard resources to clean up spills.

The Disaster Relief Act of 1966 (P.L. 89-769) which gave OEP authority to plan and direct Federal disaster assistance.

The Refuse Act of 1899 (33 U.S.C. 407) which covered almost all discharges to navigable waters and was administered by the Army Corps of Engineers.

The Federal Water Pollution Control Act (FWPCA) (33 U.S.C. 466 *et seq.*), which permitted the Federal government, through DOI, to take part in oil or hazardous materials incidents at the request of the States, and to render other assistance to public and private authorities for work related to the causes, control, and prevention of water pollution.

The Outer Continental Shelf Lands Act (43 U.S.C. 1331-1343) which authorized DOI to require the prevention of pollution in off-shore oil or mining operations.

### Revisions to the NCP

Section 11(c)(2) of the Water Quality Improvement Act of 1970 (P.L. 91-224), a major revision of FWPCA, required the revision and preparation of the NCP. Overall, Section 11 created a regulatory structure that included penalties for oil spills and for failure to notify the government. Section 12 required the president to designate a list of "hazardous substances," required notification of hazardous substance spills, and authorized Federal cleanup. The president delegated responsibility for the NCP to the Council on Environmental Quality (CEQ) by letter (35 FR 8423, May 29, 1970). The formal delegation was included in E.O. 11548 (35 FR 11677, July 22, 1970).

On June 2, 1970, the CEQ published the revised NCP (35 FR 8505). The revisions created the National Response Team (NRT), assigning to it the responsibilities previously held by the Joint Operations Team and the public information functions of the original Joint Operations Center. The remaining functions of the Joint Operations Center -- provisions of communications, information storage, personnel, and facilities during responses to spills -- were retained and the organization renamed the National Response Center. The DOI representative was named as chair of the NRT; the DOT representative was executive secretary. The Regional Operations Center and Regional Operations Team were renamed the Regional Response Center and the Regional Response Team (RRT). The Coast Guard provided OSCs for coastal waters and the Great Lakes; DOI provided OSCs for other navigable waters.

The CEQ revised the NCP again on August 20, 1971 (46 FR 16215). The revisions eliminated the NIC and gave its functions to the NRT. The revisions also marked the inclusion of the Environmental Protection Agency (EPA) as a member of the NRT; EPA, which was created by executive order to consolidate Federal environmental actions, took over the chair of the NRT. The Coast Guard remained as vice chair. The membership of the NRT was altered. Four agencies -- DOD, DOI, DOT (Coast Guard), and EPA -- were designated primary agencies with the main responsibility for promoting the effective operation of the plan. Five other agencies were named as advisory agencies: Commerce, HEW, Justice, OEP, and State. The CEQ retained its responsibility over the NCP.

The FWPCA Amendments of 1972 (P.L. 92-500, 33 U.S.C. 1321 *et seq.*) combined the previous sections 11 and 12 into section 311 and required the promulgation of the NCP as a regulation. E.O. 11735 (38 FR 21243, August 7, 1973) continued the CEQ's responsibility for the NCP. The CEQ promulgated the NCP as Part 1510 of 40 CFR on August 13, 1973 (38 FR 21888). The 1972 revisions designated the Commerce Department as a primary agency and added the Atomic Energy Commission (AEC) to the advisory agencies.

The CEQ promulgated the NCP in 1973 without going through the notice and comment procedures normally required of a regulation under the Administrative Procedure Act of 1946. At the time of promulgation, the CEQ requested comments and those received were considered before the next revision to the NCP in February 1975. These revisions made no significant changes in the structure of the National Response System

(40 FR 6282, February 10, 1975) nor did the minor revisions adopted in 1976 (41 FR 12658, March 26, 1976).

In late December 1976, the Argo Merchant ran aground 22 miles from Nantucket Island off Massachusetts. The 7.5 million gallon spill of oil led to the most massive spill response action to that time. Although the weather conditions limited the effectiveness of the response action, the conditions also prevented any of the oil from reaching the shore. In 1978 the State of Massachusetts submitted a petition for rulemaking, asking for changes in the NCP. In addition, earlier in 1978 another spill (250,000 gallons) resulted in significant damage over 27 miles of Chesapeake Bay shoreline.

In response to these accidents and to Congressional investigations, the NRT recommended a number of changes to the NCP. Some problems were also addressed by the Clean Water Act Amendments of 1977 which expanded the scope of the plan to include the economic zone defined in the Fishery Conservation and Management Act of 1976 and applied the NCP to potential as well as actual discharges.

On March 19, 1980, the CEQ adopted a revised NCP (45 FR 17832). The revised NCP eliminated the distinction between primary and advisory agencies and expanded the NRT membership to 12 agencies, adding the Departments of Agriculture and Energy. (DOE took over the AEC role when the AEC was replaced by the DOE and the Nuclear Regulatory Commission. OEP was replaced by its successor agency, FEMA.) State participation as full members in the RRTs was encouraged. To provide coordination with the scientific community during spill action, Scientific Support Coordinators were designated by EPA and the National Oceanic and Atmospheric Administration (NOAA) to work with the OSCs.

#### CERCLA

In December 1980, Congress enacted the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) (P.L. 96-510, 42 U.S.C. 9601 *et seq.*), commonly known as Superfund, to address the problems of hazardous substance spills. The Superfund legislation was developed after a number of hazardous wastes sites, most notably the Love Canal in New York, gained national media attention. The attention given these sites revealed a significant gap in Federal statutory authority: while the Federal government had a mandate to respond to spills of oil and some hazardous substances to navigable waters, Federally funded responses to spills or disposals that affected ground water or other surface water sources, the air, land, or soils were not covered by any Federal law. As a consequence, the Federal government's ability to respond to hazardous substance incidents was limited.

CERCLA provided the Federal government with the authority to clean up hazardous substance releases that affect any environmental media. The primary limitation on the authority is that CERCLA covers only approximately 700 hazardous substances; oil-based fuels and natural gas fuels are not covered. Under CERCLA, the Federal government can identify a hazardous substance release and take removal or remedial action, using the Superfund monies. The government may sue the responsible parties to recover the cost of the action. CERCLA also authorizes the Federal government to issue administrative orders or to seek a court order directing a potentially responsible party to take appropriate response actions.

CERCLA required revision of the NCP to include coverage of spills to any environmental media of any of over 700 designated hazardous substances. (The President directed the revision of the NCP in E.O. 12286 (46 FR 9901, January 19, 1981).) In E.O. 12316, the president transferred authority for the NCP to EPA (46 FR 42237, August 14, 1981). While the structure of the National Response System did not change with the passage of CERCLA or the adoption of the revised NCP (47 FR 31180, July 16, 1982), the actual responsibilities of the various groups necessarily expanded to encompass the much broader range of spills. The 1985 revisions to the NCP (50 FR 47951, November 20, 1985) reestablished the details of agency participation, which had been deleted in the 1982 revisions. However, it should be noted that most of the changes to the NCP since the passage of CERCLA have involved the remedial program -- the program to identify, evaluate, and respond to hazardous waste sites -- rather than the emergency response program. While some Superfund sites require interim response actions, most of the program is directed toward remediation.

## SARA

In 1984, the NRT conducted a survey to assess the preparedness and response capabilities at the Federal, State, and local level. The survey revealed that contingency plans were often poorly done or totally lacking. Training was limited; State responders were frustrated by the low priority given to emergency response training. The survey found that response capability varied greatly from State to State. Many States had only limited amounts of response equipment. The survey also revealed some problems with Federal equipment availability.

Soon after the survey was distributed, the question of preparedness took on heightened importance as the potentially disastrous consequences of chemical accidents were highlighted by the accident in Bhopal, India, where a release of methyl isocyanate killed over 2,000 people. A subsequent release of aldicarb oxime from a facility at Institute, West Virginia, intensified concern in the U.S. In 1985, the NRT developed a Preparedness Initiative to support State and local preparedness and response capabilities (planning, training, exercises, and response operations) through the RRTs.

Congress enacted Title III of Superfund Amendments and Reauthorization Act (SARA) (P.L. 100-499) in October 1986. Title III is also known as the Emergency Planning and Community Right-To-Know Act (42 U.S.C. 11001 *et seq.*). Title III requires local planning committees to develop plans for responding to extremely hazardous substance emergencies and requires facilities to report a variety of information on hazardous chemicals they use or store. Title III required the NRT to publish guidance for the preparation and implementation of the emergency plans that local planning committees are to develop under Title III. Regional Response Teams may review and comment on an emergency plan or other issues related to preparation, implementation, or exercise of such plans upon request of a local planning committee. These Title III provisions were the first statutory recognition of the NRT and RRTs.