Preparedness and Response for an **Nuclear** or **Radiological** Emergency **during** **Involving** the Transport of Radioactive Material

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1. INTRODUCTION

BACKGROUND

1.1. Under Article 5(a)(ii) of the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency [1], one function of the IAEA is to “collect and disseminate to States Parties and Member States information concerning: …methodologies, techniques and available results of research relating to response to nuclear accidents or radiological emergencies”.

1.2. In March 2015, the IAEA’s Board of Governors approved a Safety Requirements publication IAEA Safety Standards Series No. GSR Part 7, Preparedness and Response for a Nuclear or Radiological Emergency, issued in the IAEA Safety Standards Series as Part 7 of the General Safety Requirements (hereinafter referred to as GSR Part 7) [2], which was jointly sponsored by thirteen international organizations. GSR Part 7 establishes requirements for an adequate level of preparedness and response for a nuclear or radiological emergency, irrespective of the initiator of the emergency, which could be a natural event, a human error, a mechanical or other failure, or a nuclear security event.

1.3. IAEA Safety Standards No. SSR-6 (Rev. 1), Regulations for the Safe Transport of Radioactive Material, 2018 Edition (hereinafter referred to as ‘the Transport Regulations’ [3], establishes requirements to be complied with by the competent authorities, package designer, consignor, carrier designers, consignors, carriers and consignees. Meeting these requirements ensures a high level of safety for the transport of radioactive material. However, events during transport may occur, and some of these events might lead to a nuclear or radiological emergency. Advance planning and preparation are necessary to provide an efficient and effective response to such emergencies. Therefore, relevant national organizations should establish arrangements for emergency plans to be followed in the event of an emergency during transport of radioactive material, as specified in GSR Part 7 [2].

1.4. This publication supersedes the IAEA Safety Standards Series No. TS-G-1.2 (ST-3), Planning and Preparing for Emergency Response to Transport Accident Involving Radioactive Material, issued in 2002 [4].

1.5. Packages used for transport of radioactive material are designed with a graded approach to meet requirements that include considerations of the effects on the package of prescribed accident conditions of transport. In addition, the Transport Regulations [3] stipulate control measures to be implemented during transport. Further, the Transport Regulations specify requirements for design

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1 A nuclear or radiological emergency is an emergency in which there is, or is perceived to be, a hazard due to (1) the energy resulting from a nuclear chain reaction or from the decay of the products of a chain reaction; or (2) radiation exposure.
approval and shipment approval. Finally, the Transport Regulations require arrangements for preparedness and response for an emergency during the transport of radioactive material.

1.6. Preparedness and response for an emergency during transport should consider all hazards that may be present. The hazards may include radiological hazards, other hazards from the shipment, operational hazards at the emergency site and environmental factors. Non-radiological hazards are outside the scope of this publication and are addressed only when they impact the radiological hazards or the response to radiological hazards.

1.7. Consequently, most emergencies during transport have limited radiological consequences and can be resolved in a relatively short period. The emergency response may last only hours or days. However, this publication describes emergency arrangements that may be necessary, considers a wide range of possible emergencies, including those relating to events associated with very low probability events that might have significant radiological consequences.

1.5. This publication supersedes IAEA Safety Standards Series No. TS-G-1.2 (ST-3), Planning and Preparing for Emergency Response to Transport Accidents Involving Radioactive Material.

1.6. Unless otherwise specified, terms used in the Safety Guide are as defined in the IAEA Safety Glossary.

OBJECTIVE

1.7. The objective of this publication is to provide guidance and recommendations to relevant organizations in States on emergency preparedness and response for a nuclear or radiological emergency during the transport of radioactive material. These recommendations form the basis of achieving the goals of emergency response described in GSR Part 7.

1.8. The recommendations in this Safety Guide are aimed at the preparedness stage of States, regulatory bodies and response organizations, including consignors, carriers and consignees.

1.9. This publication should be used in conjunction with the requirements established in GSR Part 7 and the Transport Regulations, to prepare for emergency preparedness and response to emergencies during the transport of radioactive material, with due account to be taken of

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3 For reasons of brevity, in this Safety Guide the term ‘emergency’ is intended to mean a nuclear or radiological emergency, unless otherwise specified.

4 GSR Part 7 [2] uses the term ‘state’ while the Transport Regulations [3] use the term ‘country’. In this Safety Guide, the terms ‘State’ and ‘country’ are used synonymously.

5 GSR Part 7 [2] and the Transport Regulations [3] use different definitions of radioactive material. For the purpose of emergency preparedness and response, the first definition of radioactive material from the IAEA Safety

1.10.— The guidance and recommendations provided in this publication form the basis of achieving the goals of emergency response described in GSR Part 7 [2] and the Transport Regulations [3].

SCOPE

1.11. 1.10. This publication provides guidance and recommendations for. Safety Guide considers emergency preparedness and response for a nuclear or radiological emergency during the transport of radioactive material, irrespective of the initiator of the emergency, which could be a natural event, a human error, a mechanical or other failure, or a nuclear security event [2].

1.12. — The term emergency refers to a nuclear or radiological emergency, unless otherwise specified.

1.13. 1.11. The publication scope of this Safety Guide is limited to transport activities under emergency preparedness category IV, as defined in table 1 of GSR Part 7 [2]. It includes guidance and recommendations for States, regulatory bodies, response organizations, including consignors, carriers and consignees, for the implementation of the requirements for transport activities in emergency preparedness category IV, established in GSR Part 7.

1.14. 1.12. The publication This Safety Guide does not apply to events occurring during the transport of radioactive material that do not initiate a nuclear or radiological emergency, for example a vehicle involved in a minor traffic accident or an accident involving radioactive material categorized

Glossary [5] is used, which includes all radioactive material under the definition in the Transport Regulations [3]. For the purposes of implementing the Transport Regulations [3], the second definition is used. In this Safety Guide, the term “radioactive material” means “material designated in national law or by a regulatory body as being subject to regulatory control because of its radioactivity” [4]. This matches the definition in GSR Part 7 [2], and is considered to include all material that falls within the definition of radioactive material within in the Transport Regulations [3]. The term “radioactive material” also includes nuclear material as defined in the Nuclear Security Series.

Emergency preparedness category IV is defined as, “Activities and acts that could give rise to a nuclear or radiological emergency that could warrant protective actions and other response actions to achieve the goals of emergency response in accordance with international standards in an unforeseen location. These activities and acts include: (a) transport of nuclear or radioactive material and other authorized activities involving mobile dangerous sources such as industrial radiography sources, nuclear powered satellites or radioisotope thermoelectric generators; and (b) theft of a dangerous source and use of a radiological dispersal device or radiological exposure device. This category also includes: (i) detection of elevated radiation levels of unknown origin or of commodities with contamination; (ii) identification of clinical symptoms due to exposure to radiation, and (iii) a transnational emergency that is not in category V arising from a nuclear or radiological emergency in another State. Category IV represents a level of hazard that applies for all States and jurisdictions.” [2]
as low specific activity material (LSA-I (Low Specific Activity I)) or surface contaminated objects (SCO-I (Surface Contaminated Objects I)). LSA-I and SCO-I can be transported packaged or unpackaged. An accident during the transport of these types of materials, whether packaged or unpackaged, is unlikely to lead to a nuclear or radiological emergency.

1.15. The publication *This Safety Guide* does not apply to emergencies during involving the movement of radioactive material fully within the site boundaries of authorized facilities. Such emergencies should be addressed as part of the on-site emergency arrangements for the facility, in line with consistent with the relevant requirements in GSR Part 7 [2].

1.16. The *This Safety Guide* publication does not provide guidance concerning address measures specific to nuclear security, which can be found such measures are addressed in the publications of the IAEA Nuclear Security Series. The interface with nuclear security response measures is discussed addressed in Section 5.

1.17. Emergency preparedness and response for transport should consider all hazards that might be present. The hazards may include radiological hazards, other hazards from the shipment and operational hazards at the emergency site. Non-radiological hazards are outside the scope of this Safety Guide and are considered only when they might affect the response to radiological hazards.

**STRUCTURE**

1.18. Section 2 describes the overall national emergency arrangements and framework for emergency preparedness and response for emergencies during transport. It defines the roles and responsibilities of States, regulatory bodies, consignors, carriers and radiological assessors. Section 3 describes preparedness and response elements, including the preparedness stage, the concept of operations, and training, drills and exercises. Section 4 describes specific considerations for each mode of transport, which can be considered in the overall context of the concept of operations described in Section 3. Section 5 describes the interface with nuclear security and provides linkages to references to relevant publications in the IAEA Nuclear Security Series.

1.19. Appendix I provides background information on the requirements of the Transport Regulations [3] that are relevant to emergency response and does not replace the Transport Regulations. Appendix II provides sets out considerations for States that are developing a national capability, for emergency preparedness and response for transport. Appendix III and Appendix IV describe the types of initiating events that could lead to an emergency, as well as the possible radiological consequences. The Annexes provide samples and templates of documents described in the body of the publication, including *Annex I provides an example event notification form*, and *Annex II provides a template for the carrier and consignor emergency response plan for carriers or consignors.*
2. NATIONAL ARRANGEMENTS AND FRAMEWORK

2.1. This Section provides guidance and recommendations for establishing and maintaining arrangements for emergency preparedness and response for an emergency during the transport of radioactive material.

2.2. The arrangements described in this Section are intended to help States achieve the goals of emergency preparedness and response, as defined in para. 3.2 of GSR Part 7 [2], and are intended to be part of an effective governmental, legal and regulatory framework (see IAEA Safety Standards Series No. GSR Part 1 (Rev. 1), Governmental, Legal and Regulatory Framework for Safety [8]) in relation to emergency preparedness and response for emergencies during transport.

EMERGENCY MANAGEMENT SYSTEM

2.3. Consistent with Requirement 1 of GSR Part 7 [2], the government is required to establish and maintain an emergency management system. This system should integrate all relevant elements (e.g. organizational structure, resources, policies and processes) into one coherent system, to enable the organizations involved to set clear goals and strategies in emergency preparedness and response for any emergency during the transport of radioactive material.

2.4. Since emergencies during the transport of radioactive material may occur in any territory, this level of hazard applies to all States and jurisdictions, as defined in emergency preparedness category IV in Table 1 of GSR Part 7 [2].

2.5. The emergency management system should include the relevant competent authorities for emergency preparedness and response, for transport safety and for transport security, in accordance with the relevant national circumstances, which may or may not be the same organization, depending on the structure of the government.
2.8. Within the national coordinating mechanism, various organizations may have distinct responsibilities concerning emergencies during transport emergency. Where practicable, one organization should be assigned responsibility for each aspect of emergency preparedness.

2.9. Emergency arrangements should be put in place for emergencies during transport of radioactive material emergency involving consignors and/or carriers, including foreign consignors and carriers operating within or through the State. The arrangements of those foreign consignors and/or carriers should be compliant with national regulations, and should be compatible with the actions of national response organizations, including issues concerning coordination and communication.

2.10. During the In accordance with para. 5.7 of GSR Part 7 [2], at the preparedness stage, arrangements are required to be made for the establishment of a unified command and control system should be identified and established with clear authority and responsibility7 to direct the response at the site area8 during an emergency, including that of public and private response organizations that may be present for an at a transport emergency during transport.

ROLES AND RESPONSIBILITIES

2.11. During In accordance with Requirement 2 of GSR Part 7 [2], at the preparedness stage, the roles and responsibilities of all organizations for emergencies during involved in emergency preparedness and response for transport — including the government, the response organizations (national and local), and emergency workers, including first responders, radiological assessors, carriers and consignors — should be identified are required to be clearly specified and clearly assigned. In some cases, consignees may also have responsibilities in the event of a transport emergency.

2.12. Example The roles and responsibilities are listed in this section. Since the for preparedness and response actions for a transport emergency involving any class of dangerous goods have much in common, the aspects that are specific to radiological emergencies should be developed and incorporated into the overall emergency management system under the for transport emergencies involving any class of dangerous goods, consistent with an all-hazards approach.

Government

2.13. The government is required in Paragraph 4.5 of GSR Part 7 [2] to “states:

7 This authority and responsibility would typically be assigned to the individual in the organization which has the primary role during each phase of the response. The authority may be transferred between organizations as the emergency response progresses.

8 For any transport emergency during transport, the term ‘site area’ refers to the controlled area or inner cordon off area established by first responders around a suspected hazard [2].
“The government shall make adequate preparations to anticipate, prepare for, respond to and recover from a nuclear or radiological emergency at the operating organization, local, regional and national levels, and also, as appropriate, at the international level”.

**With regard to the transport of radioactive material**, the operating organization includes consignors, carriers, and consignees, as appropriate.

2.13. The relevant governmental bodies should ensure that:

(a) Specific provisions regarding emergency preparedness and response during the transport of radioactive material are taken into account by the national coordinating mechanism, as defined in (see para. 4.10 of GSR Part 7 [2]), which should include representatives of the transport safety competent authorities and are authority. These provisions should be kept up to date.

(b) The national regulatory requirements for emergency preparedness and response requirements for consignors and carriers, including foreign consignors and carriers operating within or through the State, are defined and included in the international dangerous goods regulatory framework for dangerous goods, as appropriate.

(c) Arrangements are in place to respond to the loss or theft of radioactive material during transport. Once radioactive material has been lost during transport, it should be treated as material out of regulatory control; recommendations and appropriate guidance from publications on nuclear and other radioactive material out of regulatory control are provided in the IAEA Safety Standards Series and the IAEA Nuclear Security Series should be considered.

2.14. In developing emergency arrangements, the relevant government bodies, including the competent authorities for transport safety, transport security and emergency preparedness and response, should:

(a) Ensure that legislation defines the areas of responsibility and the functions of the various national authorities that have expertise in transport safety, transport security, and emergency preparedness and response;

(b) Ensure that the national coordinating mechanism includes relevant the transport safety competent authorities;

(c) Define the responsibilities of national and local governments for emergencies during a transport emergency, which may could occur anywhere in the territory;

(d) Identify carriers, consignors, carriers and consignees involved in the regular transport of consignments regularly transiting of radioactive material within or through the State so that the State will be able, to conduct enable an accurate hazard assessment to be performed;

(e) Ensure that any required persons with relevant technical expertise (e.g. experts on the package design, designers, radiological assessors, radiation protection) are available in case the event of a transport emergency during transport;
(f) Identify the authorities and organizations to be notified when an emergency incident occurs during the transport of radioactive material, and establish notification procedures;

(g) Require the periodic review, testing and updating of response organization plans, which may include private response organizations;

(h) Establish proper training, drill and exercise programmes that include all response organizations, including the consignor and carrier;

(i) Consider establishing arrangements with the governments in relevant States, including neighbouring States, for emergencies that may extend beyond national boundaries;

(j) Specify the responsibility for the provision and coordination of public information in the event of a transport emergency, including the role of the consignor and carrier;

(k) Ensure that the necessary human, financial and other resources are available to prepare for and deal with a transport emergency during transport;

(l) Ensure that arrangements are in place for compensation of victims for damage due to a transport emergency during transport.

2.15.2.16 Local governments should develop emergency arrangements for a transport emergency, based on the national requirements and the national hazard assessment. These arrangements should address: the ability to recognize a consignment of radioactive material; being familiar with basic safety precautions; and knowing whom to notify. These arrangements should include the deployment and operation of the local government’s own resources. The elaboration of these arrangements should be coordinated between the local and national governments.

Consignors and carriers

2.16.2.17 The consignor has the primary responsibility for ensuring that adequate emergency arrangements are in place for a given shipment of radioactive material, in accordance with and follow the national emergency arrangements of all the States relevant to the shipment. Some aspects of this responsibility may be assigned to the carrier. The States relevant to the shipment can include the following, as appropriate:

(a) The flag State of the conveyance;

(b) The State of the consignor and that of the consignee;

(c) States with land, air or territorial waters through which the shipment transits.
The consignor should ensure that, before undertaking carriers undertake the transport of a consignment of radioactive material, carriers are provided with the instructions to be followed in case of a transport emergency.

The consignor should provide instructions, when appropriate, provide instructions for any specific environmental considerations relevant to the shipment and its route.

The consignor should ensure confirm that arrangements have been made by the carrier has made emergency arrangements with relevant organizations, which could include private companies, to ensure that emergency arrangements are in place throughout the duration of the transport shipment, through all territories, taking account of the possibility of multiple modes of transport for one shipment. These arrangements should be applied in a graded approach, considering the consignment and based on consider distances, languages, applicable jurisdictional requirements or other factors of the shipment.

The carrier should ensure that written emergency instructions applicable to the consignment of radioactive material being transported are carried on board the conveyance. In addition, efforts should be made by the carrier to ensure that this emergency information will be available to the first responders, even if the carrier personnel are incapacitated.

During an emergency, the consignor and/or the carrier may need to communicate with the media and the public, depending on the national arrangements in place. When required In such cases, the information should be shared between the different authorities and response organizations involved, before being published, to help provide correct ensure that accurate and consistent information is provided.

Radiological assessor

In some events cases, emergency services for conventional emergencies may be are sufficient to respond to a nuclear or radiological emergency. When However, if it is suspected that the integrity of the package may have been compromised, a radiological assessor with specialized expertise may be needed to respond to the emergency. The emergency arrangements should include clear provisions for identifying the necessary expertise and skills needed from a of radiological assessors and activating for the timely involvement of appropriate radiological assessor(s) in the response.

The role of the radiological assessor, which can be either a person an individual or a team, is to perform radiological surveys, perform dose assessments, control and contamination.

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9 Depending on the situation and the national arrangements, the radiological assessor may come from government, technical support organizations or consignors and carriers.

10 Depending on the situation and the national arrangements, the radiological assessor may come from government, technical support organizations or consignors and carriers.
to ensure the radiation protection of emergency workers, and formulate recommendations to advise on protective actions and other response actions. This role, the radiological assessor, may be fulfilled provide advice remotely and/or may be present at the emergency site, area (or both), depending on the emergency situation.

2.24.2.25 As part of the emergency arrangements, a trained and equipped radiological assessor should be available to assess the radiological consequences of an emergency. Radiological assessors should be trained and qualified in their necessary functions, including radiation safety, assessing package containment, radiation making dose rate and contamination measurements, and emergency response advising on protective actions. Depending on the results of the hazard assessment, the radiological assessor may also need to be trained in the assessment and prevention of criticality.

2.25.2.26 Capabilities to communicate. The means of communicating with the radiological assessors should be continuously available so that they can be notified of an emergency requiring in which their expertise is needed.

2.26.2.27 If required under the emergency arrangements, include the presence of radiological assessors at the site of the emergency, such assessors should be able to reach the site of the emergency area within an appropriate response time, based on the hazard assessment, and defined in the emergency arrangements. This could be achieved by identifying teams assessors and equipment across the territory, or by having a pre-identified means of transport for a centralized team of assessors and its equipment, to ensure their timely movement from their location to attendance at the site of the emergency.

2.27.2.28 The radiological assessor should be prepared and equipped to undertake the following:

(a) Travel to the site, if required needed, with the appropriate equipment, within the time specified in the emergency arrangements;

(b) Integrate into the existing emergency response unified command and control system and coordinate with other response organizations;

(c) Operate in emergency conditions, if required necessary, while being protected from radiological and non-radiological hazards;

(d) Evaluate the radiological hazard resulting from the radioactive material, through measurements, observations, sampling and other methods, as required appropriate;

(e) Advise on the appropriate steps to minimize the radiation exposure of persons to radiation and/or radioactive material people;

(f) Minimize the spread of radioactive contamination;

(g) Assess the status of the package safety functions and provide a prognosis of their condition future development;
(h) Provide technical information and advice to the appropriate authorities and response organizations that would help in the emergency response.

HAZARD ASSESSMENT

2.29. Requirement 4 of GSR Part 7 [2] requires that states:

“The government shall ensure that a hazard assessment is performed and that to provide a basis for a graded approach in preparedness and response for a nuclear or radiological emergency”

The potential hazards associated with an emergency during the transport of radioactive material should emergency are required to be identified. The potential consequences of an emergency should be assessed to provide a basis for establishing emergency arrangements for preparedness and response to an emergency that are commensurate with the potential consequences of an incident. The hazard assessment should include identifying potential initiating events that need to be considered, including events of very low probability (para. 4.20 of GSR Part 7 [2]), and their assessment the potential consequences on persons, property and the environment. The hazard assessment provides the basis for a graded approach and allows the development of emergency arrangements commensurate with the potential consequences.

2.28. The hazard assessment should be based on information from provided by consignors, carriers, local governments and competent authorities.

2.29. In accordance with paras 4.18 and 4.24 of GSR Part 7 [2], the potential consequences of the identified hazards should are required to be assessed, including radiation hazards and hazards not related to non-radiation related hazards that may might impair the emergency response. This should include, but should not be limited to, an evaluation of the potential external dose rates and, the potential intake for intakes of radioactive material, and an evaluation of the individual associated internal doses that could be received.

2.30. There are multiple values of Different activity scales for radioactive sources are used for the transport of radioactive material and for emergency preparedness and response. The A₁ and A₂ values defined in the Transport Regulations are used “to determine the activity limits for the requirements of these Regulations” [3]. Similarly, in emergency preparedness and response, D-values have been developed for individual radionuclides to specify the radionuclide specific activity of a source which, if not under control, could cause severe deterministic effects for in a range of scenarios that

11 The Transport Regulations [3] define the A₁ and A₂ values as follows: “A₁ shall mean the activity value of special form radioactive material that is listed in Table 2 of the Transport Regulations or derived in Section IV and is used to determine the activity limits for the requirements of these Regulations. A₂ shall mean the activity value of radioactive material, other than special form radioactive material, that is listed in Table 2 of the Transport Regulations or derived in Section IV and is used to determine the activity limits for the requirements of these Regulations.”
include both external exposure from an unshielded source and internal exposure following dispersal of the source material [10]. Thus, the $A_1$ and $A_2$ values are used to determine the type of package required for package types, with the goal of Transport Regulations, applying the graded approach based on the ability of the Transport Regulations to withstand accident conditions of transport. In contrast, $D$ values should be used for determining the extent of the necessary emergency arrangements according to the — using a graded approach for emergency preparedness and response that is consistent with the recommendations provided in line with GS-G-2.1 [6]-[5] — that are necessary to avoid or to minimize severe deterministic effects, as appropriate.

2.31-2.33. The different types of packages and their radioactive contents transported within or through the State should be considered when completing or revising the hazard assessment. The hazard assessment should consider events leading to single or combined failures of the package safety functions (e.g. containment, protection against external radiation, prevention of damage caused by heat, prevention of criticality), the risks arising from the transport infrastructure, mode and route, and the risk of human error should be considered in the hazard assessment.

2.32-2.34. For the assessment of identified hazards, other external conditions that could hinder or impair the response capability should be taken into account when their combination with an emergency during a transport emergency is foreseeable. These include the following:

(a) A conventional emergency (e.g. earthquake, hurricane, flood, severe weather at sea); see para. 4.20(b) of GSR Part 7 [2];

(b) Another simultaneous emergency affecting a nearby facility that is close to the route of transport;

(c) Non-radiological hazards arising during the transport emergency (e.g. flooding of roads, severe weather at sea).

2.33-2.35. The graded approach to the requirements for package design and classification and design, as described in the Transport Regulations [3], has been developed in part to limit the radiation exposure of workers in an effort to prevent relevant dose limits from being exceeded. However, foreseeable events, even those with low probabilities, where in which the package can be compromised beyond the design requirements should be considered in the hazard assessment. Events of this type include the following:

(a) Operational errors arising from associated with human and organizational factors in package preparation, resulting in excessive dose rates. Examples include errors in primary conditioning for shipment, forgetting to engage a closure bolt and missing complementary material; falling to satisfactorily install shielding material;

(b) Exceptional environment loadings, such as: tunnel fires, burying in soft soil and covering with debris, high energy crushing (exceeding the energy of the 9 metre drop test);...
punching impacts (e.g. impact from a forklift truck), and airplane crashes (except for Type C packages, which are designed to withstand such an event).

2.34.2.36. Modalities of transport should also be considered when identifying initiating events and potential consequences. These include the route, nearby infrastructure, terrain, distance, timing, seasonal weather and sensitive environments (e.g. environments that contain local food and water supplies). Additional factors, including the frequency of transport, may be used to apply the planning basis for emergency preparedness and response.

2.35.2.37. In accordance with para. 4.25 of GSR Part 7 [2], a periodic review of the hazard assessment should be undertaken to ensure that any major change in transport activities is adequately considered, and that existing arrangements remain appropriate, taking into account any information obtained from the implementation or the testing of the emergency arrangements.

**PROTECTION STRATEGY**

2.38. Paragraph 4.27 of GSR Part 7 [2] states that the government shall ensure that, on the basis of the hazards identified and the potential consequences of a nuclear or radiological emergency, protection strategies are developed, justified and optimized at the preparedness stage for taking protective actions and other response actions effectively in a nuclear or radiological emergency to achieve the goals of emergency response.

2.39. Paragraph 4.30 of GSR Part 7 [2] states that the government is required to ensure that interested parties are involved and are consulted, as appropriate, in the development of the protection strategy, including interested parties include regulatory bodies, consignors and carriers.

2.40. Protective actions for emergencies during transport emergencies should be consistent with those for other emergencies and should be based on the reference level, described in terms of residual dose, (see para. 1.24 of IAEA Safety Standards Series No. GSR Part 3, Radiation Protection and Safety of Radiation Sources: International Basic Safety Standards [1], and para. 4.28(2) of GSR Part 7 [2]), and national generic criteria, expressed in terms of projected dose or received dose [2, 7, 11].

2.41. Operational intervention levels (OILs) for a nuclear or radiological emergency are provided in GSG-2 [7]. However, OILs can only be used in conjunction with observables and indicators to initiate an emergency response. Exceeding an OIL value should not be used as the sole basis for initiating an emergency response. The

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12 Operational intervention levels are “a set level of a measurable quantity that corresponds to a generic criterion” [2].
declaration of an emergency class should be based on a specific observable conditions. In some rare cases, such as the active monitoring of the temperature of shipments, Emergency Action Levels (EALs), consignments, emergency action levels may also be used to initiate an emergency response.

2.39. In accidents during transport, measured dose rate measurements in excess of the operational intervention levels should not be used as the sole justification to declare an emergency class and trigger emergency response actions. When dose rate measurements show that operational intervention levels are exceeded, they should be compared with the measurements recorded at the beginning of the shipment process (e.g. transport index) and other observables and indicators to help identify abnormal conditions and trigger emergency response actions, if appropriate.

2.40. States should establish specific cordon off areas to be implemented in an emergency. For radioactive material regularly transported within their territory, the size of any inner cordon off area to be established in an emergency should be determined, based on the national hazard assessment.

2.41. In case of recurring international shipments, governments should, when practicable, harmonize protection strategies for similar postulated emergencies through agreements or working groups.

PLANS AND PROCEDURES

2.42. The national arrangements for emergency preparedness and response relating to transport should incorporate the responsibilities of both domestic and regular foreign consignors and carriers, as applicable. The emergency arrangements of the carrier should be consistent with the national arrangements of all the States in which they operate.

2.43. At the national level, transport emergencies during the transport of radioactive material should be addressed in the national radiation emergency plan (NREP). The NREP should include the results of the hazard assessment and either include or make reference to the protection strategy.

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13 An emergency class is “a set of conditions that warrant a similar immediate emergency response” [2]. In accordance with para. 5.14(e) of GSR Part 7 [2], a transport emergency is classified as other nuclear or radiological emergency, while recognizing that in some States the emergency classes may differ from those specified in GSR Part 7 [2].

14 An emergency class is “a set of conditions that warrant a similar immediate emergency response.”

15 An inner cordon off area is “An area established by first responders in an emergency around a potential radiation hazard, within which protective actions and other emergency response actions are taken to protect first responders and members of the public from possible exposure and contamination” [2].
2.44.2.47. Consignors and carriers are required by para. 304 of the Transport Regulations [3] to have emergency arrangements for their shipments in place. These arrangements should be commensurate with the result of the hazard assessment and be consistent with the national radiation emergency plan of countries where States in which radioactive material is transported.

2.45.2.48. Additional plans and procedures may be developed for specific shipments which occur so infrequently that they are not considered in the national hazard assessment. This will depend primarily on the material being transported. These plans and procedures should be consistent with the existing plans and procedures, to the extent practicable.

2.46.2.49. In accordance with para. 5.6 of GSR Part 7 [2], emergency arrangements should be coordinated and integrated with the arrangements for the response to a nuclear security event during the transport of nuclear or radioactive material (see Refs [12, 13]).

2.47.2.50. All response organizations should ensure that their plans are consistent and compatible with other response organizations. A process to ensure that any changes to existing plans are communicated to affected organizations should be developed and implemented.

National plans

2.48.2.51. There does not need to be a separate national radiation emergency plan for emergencies during transport of radioactive material emergency. In some countries States, the NREP may be part of the all-hazards national emergency plan [14].

2.49.2.52. The emergency arrangements relating to transport should address all the required topics for a NREP as required in GSR Part 7 [2]-national radiation emergency plan. These include the following:

(a) The planning basis and the hazard assessment;
(b) Authorities, responsibilities, capabilities and duties of the organizations involved;
(c) Procedures for alerting and notifying key organizations and persons;
(d) Methods of providing public information, including warning and informing;
(e) Generic criteria, EALs (emergency action levels) (if appropriate), OILs (operational intervention levels), and observables and indicators;
(f) Protective actions and other response actions for the protection of people, property and the environment;
(g) Protection of emergency workers and helpers;
(h) Resources for medical support;

16 An emergency worker is “A person having specified duties as a worker in response to an emergency” [2].
(i) Training, drills and exercise programme;

(j) Procedures for reviewing and updating plans and procedure;

(k) Procedures for response actions involving recovering the recovery of a package;

(l) Analysing the emergency and the emergency response, including implementing actions to address identified gaps.

Local plans

2.50.2.53. The local authorities with a role in responding to emergencies during a transport emergency should develop a plan to enable emergency response functions to be performed. The local emergency plans relating to the transport of radioactive material should address all the necessary topics, including the following:

(a) A list of emergency response facilities in the local area, consistent with the national hazard assessment and planning basis;

(b) The responsibilities, capabilities and duties of the organizations involved, including the allocation of tasks and responsibilities during the response, and the responsibility for management of local operations;

(c) The procedures for requesting information and support from the consignor and the carrier in order to bring effectively respond to the packages under control; emergency;

(d) The procedures for alerting and notifying key organizations and persons, including the fire brigade, the police, emergency medical services, radiological assessors, police and any other experts;

(e) The provision of public information, including warning and informing the public, and links with the media [9];

(f) The procedures for response actions, including the means of communicating with organizations involved in the response, and the conditions for terminating an emergency [87];

(g) The resources for medical support and managing the medical response;

(h) The procedures for training, drills and exercises; (see paras 3.43–3.54);

(i) Maintenance of the emergency plan.

Consignor and carrier plans

2.51.2.54. At the operating organization level, emergency plans for responding to emergencies during a nuclear or radioactive emergency involving the transport of radioactive material should conform, as closely as possible, to the plans for emergencies involving the transport of other dangerous goods and for conventional emergencies. The plans for an emergency involving the transport of
Radioactive material should be integrated with the plans for other emergencies and for conventional emergencies, as appropriate.

2.52-2.55 Consignors and/or carriers conducting international shipments should ensure that their emergency arrangements are compliant with the regulatory requirements of each State through which they conduct shipments.

2.53-2.56 Consignors and/or carriers conducting international shipments should ensure that their emergency arrangements are compliant with the regulatory requirements of each State through which they conduct shipments. The arrangements should be regularly reviewed and updated, as needed, within a defined frequency to include any experience gained from drills, exercises, and actual emergencies. The arrangements should be modified, as appropriate, based on any updates to regulations governing the international transport of dangerous goods, NREP, or local emergency plans. The arrangements should also be modified to take into account any experience gained such as the results of drills, exercises, and actual emergencies. In addition, the contact information of personnel and organizations should be kept up to date. To simplify the frequency of updating, contact names and communication details may be included as an annex to the plan.

2.54-2.57 Consignors and carriers should develop the emergency response plans, as appropriate, for emergencies during transport of radioactive material, in transit facilities, such as consignors, carriers, in-transit facilities, package designers, package owners, and other subcontractors during the preparedness stage or during an emergency response;

(a) A description of the shipments covered under the plan;
(b) The initiating events that can be envisaged;
(c) The responsibilities of response organizations involved in the transport of radioactive material, such as consignors, carriers, in-transit facilities, package designers, package owners, and other subcontractors employed during the preparedness stage or during an emergency response;
(d) The procedures for identifying an emergency and notifying, in particular, the public safety authorities if the carrier is incapacitated or unavailable;
(e) The coordination with public safety authorities;
(f) Any technical support that can be provided, including equipment that can be deployed to the site area for the event for following purposes:
   (i) Measurement and assessment, e.g. of leak tightness, dose rates, contamination levels, meteorological data;
(ii) Mitigation of the radiological consequences, e.g. complementary shields, the provision of additional shielding, tarpaulins, replacement of damaged components, recovery of contaminated items;

(iii) Package recovery, including specific means, e.g. means of lifting equipment, trailers, tie-down system, escort, and a strategy for locations or facilities that can receive the removal of damaged packages; to an interim location.

(g) The likely response actions (including instructions from the consignor to the carrier and response organizations);

(h) The response procedures and time frames; for their implementation;

(i) The means of communication, documentation and recording to be used in the emergency response.

(j) Templates and checklists for the activities of the assigned transport operator; carrier during emergency response;

(k) A quality management programme for emergency preparedness and response; (see para. 6.34 of GSR Part 7 [2]).

(l) Training, drill and exercise A programme; for training, drills and exercises (see paras 3.43–3.54).

2.55. The plan—consignor and carrier plans for emergency response—should cover all phases of the response to an emergency, from:

(a) The emergency response phase, including the initial response actions, and

(b) to the transition phase, which includes preparation for timely resumption of normal social and economic activity [87].

2.59. Annex II to this Safety Guide contains a template for an emergency response plan for consignors and carriers.

TRANSMATIONAL RESPONSES EMERGENCY ARRANGEMENTS

2.57. Appropriate communication and coordination systems should be used by all response organizations when establishing emergency arrangements and when responding to a transport emergency, taking into account the possibility of different countries being involved in the shipment and the emergency response. These systems should include the designation of emergency contact points and mechanisms for communication.

2.58. All response organizations involved in an emergency that may occur during international transport should be aware of the notification process required by the relevant national and local authorities of the State where the emergency may occur; incident occurs, e.g. the means of communication, the language to be used and the persons to be contacted. In particular, the consignor
should be able to quickly contact the authorities concerned quickly, to provide information, advice and assessments as necessary.

2.59. Consignors and carriers operating internationally should take into account international conventions and agreements, as well as the national legislation, regulations and regulatory requirements of all States in which they operate. The consignor should ensure that the transport documents are written in languages as specified in the applicable international conventions, agreements, and national regulations.

2.60. Consignors and carriers should make arrangements with organizations in other countries, as appropriate, to ensure the efficiency and effectiveness of arrangements and to comply with national requirements, such as language requirements.

2.61. The development of emergency arrangements should take into account that the consequences of an emergency may cross national borders, even if the shipment did not, consistent with the hazard assessment as described in this section. Arrangements should be put in place to harmonize protective actions and other response actions, to the extent practicable, across national borders.

2.62. If frequent or recurring international shipments are planned, States may consider establishing bilateral or multilateral agreements that cover emergency arrangements. These agreements may include arrangements for cross border deployment of personnel and resources to ensure that appropriately qualified personnel are permitted to respond across borders. These agreements may also include provisions for the advance exchange of information, results, findings and instructions intended for the public.
3. PREPAREDNESS AND RESPONSE ELEMENTS FOR TRANSPORT EMERGENCIES

3.1. This section provides recommendations on how planning and implementing an emergency response could be planned for and implemented. It covers areas, including the issues that should be considered when developing emergency arrangements. Emergency preparedness for emergencies during the transport of radioactive material should consider a broad range of scenarios. The range of postulated emergencies should therefore be identified at the national level and be based on a hazard assessment, as discussed in Section 2, for the types of shipments transported within its national territory.

PREPAREDNESS STAGE

3.2. The development of emergency arrangements should be completed prior to transport, in accordance with the graded approach stipulated in GSR Part 7 [2]. These emergency arrangements should take into consideration the actions that need be performed in the event of a transport emergency, and the resources that may be needed for the emergency response.

3.3. Unique shipments that go beyond are different to those addressed in the national hazard assessment may necessitate specific emergency arrangements.

CONCEPT OF OPERATIONS

3.4. The concept of operations is a brief description of an ideal response to a postulated emergency, used to ensure that all the personnel and organizations involved in the development of emergency response capabilities share a common understanding.

3.5. The concept of operations can be used by emergency planners to develop or revise their response plans, covering the topics below and incorporating their national planning basis and response organizations.

3.6. To achieve the goals of emergency response described in para. 3.2 of GSR Part 7 [2], and in addition to other objectives not specific to transport, the following objectives should be considered when responding to emergencies during a transport of radioactive material:

(a) To establish and control the site area;

(b) To identify the hazards of the radioactive material involved and the associated radiation hazards;

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17 In addition to the description of the ideal response, some steps of the described response include additional clarifications to better understand those steps.

18 The site area is defined as, “A geographical area that contains an authorized facility, authorized activity or source, and within which the management of the authorized facility or authorized activity or first responders may directly initiate emergency response actions.” (GSR Part 7 [2])
To mitigate the consequences (e.g. fight the fire, contain the spill);

To restore the package(s) to a safe, secure and stable state;

To recover the radioactive material, package(s) and conveyance;

Prepare-To re-open the transport route to normal activity, including any required necessary decontamination;

Manage theTo manage any radioactive waste arising from the emergency.

3.7. The concept of operations set out below describes will describe a series of actions; however, the sequence of these actions will depend on the emergency conditions. It should also be considered that there may be little or no only a short time from between the initiating event and the progression of an emergency, and that the situation might have deteriorated when the responders arrive at the site.

This publication Safety Guide focuses on hazards from radioactive material. In some cases, other hazards might be present at the site area and these might be the primary factor in determining response actions. The concept of operations should be applied in the context of plans and procedures for other hazardous substances and dangerous goods. In some cases, such as uranium hexafluoride (UF₆), the radioactive material might present chemical hazards which might outweigh the radiological hazards.

EMERGENCY RESPONSE PHASE

Urgent response phase

Once the initiating event has occurred and an emergency class has been declared, thereby activating the emergency response, pre-planned response procedures based on the concept of operations should be implemented to make the appropriate notifications and initiate the emergency response.

The initial response to a transport emergency during transport should be based on observable criteria and other indicators of conditions on the scene. Conveyance crew who are at the incident involving the transport accident of radioactive material and first responders arriving at the site area should identify observable conditions that could indicate an emergency. Any observable indication that a radiological emergency hazards might be present should be acted upon, and pre-planned response procedures should be activated implemented. An emergency class should be declared if there is a visible loss of containment or shielding integrity, or if a radiation reading measurement taken by a qualified individual with an appropriate radiation monitoring instrument confirms indicates that dose rates are higher than should be expected. Leaking liquids, gases or powders may indicate that package integrity has been compromised.

Emergency workers should consider the possibility that external Damage to a package, overpack, tank or container of radioactive material does not necessarily mean that the interior packaging
component containing the radioactive material or providing shielding has been damaged or breached. Nevertheless, external damage to a package is an indication that an emergency response should be activated, and the package should be examined by qualified personnel. Leaking liquids, gases or powders may indicate that package integrity has been compromised.

3.12. **Even when there is no visible indication of external damage**, an emergency response should also be activated, even without any visible indication of external damage, when the accident conditions are still-developing and that might lead to serious damage to a package functions (e.g. in case of a fire that could not be extinguished in a timely manner).

3.13. In addition to the notification points for the emergency services, the consignor’s notification point should be listed on the transport documents or identified through other means, such as national programmes. In the event that a conveyance crew is unable to make the initial notification, for example because of injury or death, first responders may do so make the notification.

3.14. Initial responding organization(s), which could be (i.e. first responders or the carrier), should, without delaying notifications, carry out an initial assessment by considering the following observable criteria (Annex I provides additional information):

(a) The location of the emergency;
(b) Available information regarding the affected area, including its geography (e.g. hilly terrain, plains), local population, infrastructure or special environmental concerns;
(c) Site area accessibility;
(d) The nature of the initiating event (e.g. collision, fire, submersion);
(e) Injuries to people;
(f) Meteorological conditions;
(g) Labels, markings (e.g. UN numbers, proper shipping names), placards or transport documents;
(h) Other dangerous goods or other hazards present in the immediate vicinity of the accident site area, such as:
   (i) Large quantities of flammable liquids or gases;
   (ii) Explosive material;
   (iii) Toxic or corrosive materials;
(i) Any indications that the containment of any of the packages has been breached or that the

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19 A notification point is “A designated organization with which arrangements have been made to receive notification (meaning (2)) and to initiate promptly the predetermined actions to activate a part of the emergency response” [2].
shielding has been compromised;

(j) Any indications that the emergency was initiated by a malicious act.

3.15. The emergency response should be coordinated between response organizations in accordance with pre-planned emergency arrangements, and based on the required necessary level of emergency response and pre-planned emergency arrangements. The initial notification will likely be general in nature; however, if so, further assessment may be needed to determine the resources and technical expertise that may be required (e.g. in criticality safety) that are needed.

3.16. After the initial notification, notification points should activate the appropriate response organizations, including any experts that may be needed to assess the situation, such as (e.g. radiological assessors), either at the site area or remotely.

3.17. The scope of the Convention on Early Notification of a Nuclear Accident [1] includes emergencies during involving the transport of nuclear fuel, radioactive waste, and radioisotopes used for agricultural, industrial, medical and related scientific and research purposes. If an emergency incident has resulted, or is likely to result, in a transboundary radioactive release that could be of radiological safety significance for another State, the competent authority of the accident State identified under the Convention is obligated to notify the IAEA and the potentially affected State(s).

3.18. Emergency workers should access and review the transport documents, if available, which provide information on the radioactive material and the package(s) being transported and can be used to determine the type and number of packages, activities and the radionuclides that could be and the activity levels present to which will help determine the extent of the emergency and the expertise needed to respond to the emergency. Consignors, consignees and carriers should make arrangements so that transport documents can be promptly made available to response organizations, on request.

3.19. First responders and other response organizations should ensure the following:

(a) Ensure that Saving lives and administering first aid is given the highest priority. First responders should be trained and given information on the precautions to take while performing first response duties in a radiological and the presence of radioactive contamination or contaminated environment elevated dose rates including the application and use of operational intervention levels.

(b) Ensure that Mitigatory actions, such as firefighting, are not delayed by the presence of radiological hazards. Response actions such as suppressing fires and dealing with flammable, explosive and toxic materials may take priority before an assessment of package integrity can or should be made.

(c) Establish A unified command and control for emergency response is established under the all-hazards approach. For a transport emergency, this may include the consignor or carrier.
(d) **Check that** All relevant response organizations have been effectively activated and have established appropriate communication channels.

3.20. Emergency workers should organize the site area consistent with national emergency arrangements and the guidance provided in GS-G-2.1 [6][7]. While the procedures for organizing the site area should be pre-planned, additional considerations may, based on the initial assessment, may be taken into account to determine the exact definition and location of specific areas. With regard to the organization of the site area:

(a) Checkpoints and command posts should be set up upwind of the any damaged package(s) and outside of potential any areas that might be affected by a spill areas of radioactive material.

(b) Cordoned off areas should be established immediately, for protection of the public and first responders, for the protection of emergency workers. These areas should encompass all any packages, overpacks, tanks or freight containers of radioactive material that may have been ejected from a conveyance as a result of an accident. The location of the ejected packages and operational factors may necessitate incident. This may involve creating multiple cordoned off areas or one larger cordoned off area.

(c) The correct positioning of the boundaries of cordoned off areas and security perimeters should be periodically verified and distances modified through radiation measurements, as necessary.

3.21. Emergency workers should consider all any material released from the package to be hazardous unless and until otherwise it has been determined by a radiological assessor, or (in the case of other hazardous substances,) another appropriate expert, that the material is not hazardous.

3.22. As the package integrity may have failed even if there are no visible indications, consequently, all packages involved in an accident incident should therefore initially be treated with caution until appropriate surveys have been performed by a qualified individual (e.g. a radiological assessor).

3.23. The radiological assessor should assess the status of the package(s), including all of its safety functions: the containment, shielding, heat dissipation and criticality safety, if applicable. The package design approval certificate, which defines the design of the package, may be used to help the radiological assessor to assess the integrity of the package functions. Note that safety features. If firefighting agents containing water have been used in proximity to fissile material, the radiological assessor should include this information in their criticality safety assessment.

3.24. Instruments, equipment and other supplies needed for mitigatory actions should be identified and made available so that they can be used expeditiously promptly in an emergency. Mitigatory actions for damaged packages include the following:
(a) Using plugs, tarpaulins and leak-tight overpacks for plugging and containing leaks and preventing the spread of contamination;

(b) Using additional shielding, as required

(c) Allowing packages to cool if they have been involved in a fire or if the heat dissipation system is damaged;

(d) Recovering dispersed fissile material and placing it in special containers that have a safe geometry and are watertight. Ensure that there is appropriate spacing between groups of packages containing fissile material.

3.25. Depending on the location of the emergency and on operational considerations of the site area, damaged packages may be transferred to an acceptable interim location, following an assessment by qualified personnel (e.g. radiological assessor) and with due precautions. However, the packages should not be forwarded to any other location until they have been repaired, reconditioned and decontaminated, as appropriate, by qualified personnel.

3.26. Radiological monitoring should be conducted as soon as possible during the emergency response to confirm the presence or absence of radiological consequences caused by the initiating event. The type of instrumentation selected should be based on the radionuclides likely to be present.

3.27. The results of dose rate measurements can be compared to the transport index to determine whether the package shielding has been damaged. If a reading greater than the dose rate exceeds 100 µSv/h (0.1 mSv/h) is observed at a distance of more than 1 m from a single package containing radioactive material, it is likely that the package shielding has been compromised and operational intervention levels should be applied. Note that this may apply to shipments under exclusive use or to shipments where multiple packages are present. In such cases, other observables and indicators should be used.

3.28. During the urgent response phase, a thorough assessment of the radiological conditions at an emergency in the site area might not be possible. A proper assessment of the situation may be an extended process, especially in cases involving the contamination of persons, objects and the environment.

3.29. Information concerning dose rates, confirming the loss of shielding and any release of radioactive material from a package, overpack, tank or freight container will typically only be obtained once radiation monitoring equipment is available. Any emergency workers in possession of suitable radiation monitoring equipment — whether first responders or other emergency workers — should be trained on how to use these to measure dose rate and rates or surface contamination limits for the safety of personnel, as appropriate.
3.30. Additional protective actions may need to be considered as a result of a loss of containment or shielding of the package(s), including. Such actions include the following:

(a) Control of access to and egress from the site area;
(b) Protective actions within and around the cordoned off site area (e.g. sheltering or evacuation);

c) Personal protective actions;

(d) Decontamination of persons;

(e) Actions for protecting the food chain and water supplies;

(f) Protection of the local drainage system and/or drainage area.

3.31. Emergency plans and procedures should address how the news media and the public will be provided with information. During any transport emergency, concerted efforts should be made to keep the news media and the public well informed of the potential hazards and about what is being done to ensure public safety and to protect the environment. The public should be made aware of any protective actions that are recommended and the efforts that are being made to transition the site area back to its original condition. There should be no delays in providing this information, which could jeopardize the effectiveness of protective actions.

3.32. To minimize the risk of conflicting statements being issued, communications with the news media, the responsibility of communicating with news media representatives should be coordinated between the relevant parties.

Early response phase

3.33. Prompt and continuous assessment of radiological hazards and related hazards should be carried out by the radiological assessor to inform emergency responders and decision makers, in order to achieve the following objectives:

(a) To prevent the escalation of the emergency;

(b) To return the site area to a safe and stable state;

(c) To reduce the potential for, and to mitigate the consequences of, a radioactive release or exposures;

(d) To ensure that protection and safety are optimized during the response;

(e) To identify and obtain any additional expert support needed (e.g. chemical toxicity, medical).

3.34. Emergency plans and procedures should address how the news media and the public will be provided with information. For any accident involving radioactive material, concerted efforts should be
made to keep the news media and the public well informed of the situation at all times. The public should be made aware of any protective actions that are recommended and the efforts that are being made to transition the site area back to its original condition [9].

(e) To return the site area to a safe and stable state.

3.35 Depending on the type of consignment, the mode of transport and the severity of the accident, response organizations should consider whether early protective actions are necessary. These can include restrictions on the consumption of contaminated food, milk and drinking water, and from using commodities other than food that may be contaminated, i.e. in cases where OILs may operational intervention levels might be exceeded.

3.36 If the drinking water supply is suspected of being contaminated by dispersed radioactive material as a result of the incident, it should be tested for contaminants. Similarly, in an emergency in or near a waterway where there is suspicion that radioactive material may have been released, the water should be tested for possible contamination.

3.37 Radiation monitoring should be based on the hazards from the emergency. Monitoring should then be routinely performed during the emergency response to ensure that any protective actions and other response actions are still valid (or else are adjusted according to changing circumstances), and that the most vulnerable members of the public are protected, based on OILs operational intervention levels and other observables and indicators.

TRANSITION PHASE

3.38 The termination of a transport emergency during transport can require the transition to either a planned exposure situation or an existing exposure situation, following the emergency exposure situation, depending on the circumstances [2, 87, 11].

3.39 As stated in para. 2.1 of GSG-11 [7], “the transition phase “commences as early as possible once the source has been brought under control and the situation is stable; the transition phase ends when all the necessary prerequisites for terminating the emergency have been met” [8].”

3.40 As stated in GSG-11 [8], to a great extent, The transition from an emergency exposure situation in the site area will be subject to confirmation by the consignor that the respective prerequisites (i.e. in terms of the radiation hazard) have been fulfilled on the site in the site area. This confirmation should be provided by the consignor, although specific emergency arrangements may be made during the preparedness stage for the carrier, consignee or other private company organization to manage these actions. As for a transport emergency, the site area is in the public domain for an emergency during the transport of radioactive material; consequently, the relevant competent authorities and other relevant authorities will be involved in the final determination.

3.41 Consistent with the recommendations provided in GSG-11 [7], the following aspects should be considered by the consignor and off-site response organizations during a transport emergency
to help determine whether the necessary prerequisites for termination of the emergency have been met, consistent with the guidance and recommendations provided in GSG 11 [8]:

(a) Whether all radioactive material and all packages have been brought under control and are in a safe and stable condition. In some extreme situations, such as foundering in deep water, it may not be feasible to recover the packages. In such situations, an assessment of safety and stability should still be conducted, and the decision should be taken about whether or not to attempt recovery of the packages.

(b) Appropriate interim locations to receive the recovered items have been identified.

(c) Whether the movement of all packages and radioactive material from the site, including the appropriate transport documents, has been prepared; whether any required authorization has been applied for; and whether any necessary logistical arrangements have been made.

3.42 When assessing the stability of the exposure situation, the consignor, in cooperation with any required technical experts (e.g. package designers), should assess the likely development of the situation in the future. This may include, for example, corrosion of a package’s containment system after it has been submerged for an extended period.

3.43 In some cases, contamination levels may be high enough to warrant specific actions before terminating the emergency. When appropriate, Several decontamination and restoration methods may be employed, as appropriate, during the transition phase, including the following:

(a) Washing or vacuum sweeping roads and other objects and surfaces. This can be done with firefighting or industrial equipment. The water should be collected and disposed of safely.

(b) Washing and cleaning hard surfaces and equipment using water and appropriate detergents or other chemicals, and safely disposing of the liquids collected.

(c) Fixing contaminants using paints, strippable coatings, and paving materials such as asphalt. Depending on the nature of radioactivity involved, the fixing agent may be removed after it has solidified, or it may be left in place.

(d) Removing or resurfacing of contaminated road surfaces and/or removing of contaminated soil.

TRAINING, DRILLS AND EXERCISES

3.44 The government should ensure that all relevant personnel who are likely to be involved in an emergency response receive training at an appropriate level. This training should be based on an assessment of the types of radioactive material that are transported in their response region or the types of radioactive material they may be required to deal with. Training programmes should be established for first responders, radiological assessors and other response organizations, based on their response roles and functions. This should include training
on how to recognize and declare an emergency class.

3.45. First-Responders who would be arriving first at the site area should receive training that, at a minimum, will enable them to recognize and identify a nuclear or radiological emergency involving radioactive material, implement pre-planned protective actions, use personal protective equipment and notify the appropriate authorities.

3.46. In accordance with para. 313(c) of the Transport Regulations, persons engaged in the transport of radioactive material should receive additional training commensurate with their responsibilities in the event of an emergency during transport.

3.47. All training should include information on the implementation of, and communication within, a unified command and control structure.

3.48. In accordance with para. 313(c) of the Transport Regulations and para. 6.28 of GSR Part 7, provision is required to be made for periodic refresher training to maintain the proficiency of personnel involved in the emergency response, and to review past emergencies.

3.49. Relevant emergency response personnel are required to participate in drills and exercises in accordance with para. 6.31 of GSR Part 7. Drills are more limited in scope than exercises and should be developed to maintain the skills of response personnel. Drills for shipments that have little or no potential to cause adverse radiological consequences should nevertheless be performed to test, at a minimum, the notification procedures and channels, and the procedures for verification of the integrity of the package and re-packaging.

3.50. Drills for transports that may have radiological consequences as a result of an incident or accident but that would not exceed the accident conditions of transport as a result of an incident or accident should be designed to test and maintain the skills of first responders and other response personnel.

3.51. Exercise programmes are required to be developed in accordance with para. 6.30 of GSR Part 7. Such programmes should be developed and implemented to ensure that transport emergency scenarios involving shipments requiring that involve a sizeable and resource-intensive emergency response component are tested on a regular basis. These transports may have the potential to exceed the accident conditions of transport, and exercise programmes should therefore be designed to test all organizational interfaces, be based on a graded approach and include the participation of all the organizations concerned. The exercises should be systematically evaluated, in accordance with para. 6.33 of GSR Part 7. Emergency plans and procedures should be reviewed and, as needed, revised based on exercise evaluation reports, and as part of the quality management programme.
3.52. Radiological assessors and response organizations that have personnel with expertise in radiation protection or nuclear applications, technical expertise and that may be called upon for technical support and response in the event of a transport accident, require emergency need a more extensive detailed training programme. They should be trained on the following on a regular basis, as appropriate for their assigned roles and responsibilities:

(a) Accident Incident assessment techniques, using radiological monitoring instruments, if field measurements are expected as appropriate;

(b) Criticality safety assessment;

(c) Determination and practical implementation of protective actions and other response actions;

(d) Use of protective clothing and equipment;

(e) Collection of contaminated material;

(f) Sealing techniques for leaking packages;

(g) Repacking of damaged packages; and

(h) Dose estimation and/or dose reconstruction.

3.53. The representatives of the appropriate governmental authorities should be trained regarding the national emergency arrangements, the national transport safety regulations and their roles and responsibilities of different authorities and organizations in responding to an emergency. These government authorities should have access to information about existing emergency response plans and the organizations that may be involved, as well as information about communication procedures and dealing with representatives of the news media.

3.54. A debriefing session should be performed as soon as possible after each drill, exercise and emergency. The emergency workers involved should take part in this debriefing session. Their reports and experiences should be documented and evaluated. The conclusions and lessons learned should be used for improving the emergency plans, as appropriate.
4. CONSIDERATIONS FOR MODES OF TRANSPORT

4.1. This Section provides additional guidance and recommendations for specific modes of transport. These considerations supplement the concept of operations described in Section paras 3.4–3.8. The considerations below are based on recommendations in this Section relate to safety aspects; additional considerations may be necessary for nuclear security aspects, as described in Section 5.

ROAD TRANSPORT BY ROAD

4.2. The majority of shipments worldwide are conducted by road; as such, a wide variety of types and quantities of radioactive material are transported by road. When only limited emergency response resources would be available, States may place restrictions on the transport of radioactive material through specific areas, such as areas with bridges, tunnels or seasonal routes. States might also completely close a transport route for an extended period to shipments of radioactive material if an emergency response would not be feasible. They may also pre-identify approved routes for the transport of radioactive material.

4.3. States may consider implementing specific national requirements for planning certain types of transport in line with the graded approach, based on the type and activity of radioactive material and the type of radioactive material being transported, in accordance with a graded approach. These national requirements may also be based on route planning to avoid certain populated areas, for example large or heavy transports. This may include consignments. Such national requirements might include, for example, route planning to avoid certain populated areas or critical infrastructure, or requirements restricting the transport of radioactive material to conduct the transport during specific time periods.

4.4. Emergencies during a road transport can occur in very close proximity to the public and present unique challenges for initial response actions aimed at establishing the site area and a cordoned-off area. Governments, especially and first responders, should be prepared for emergencies during a road transport emergency anywhere in their territory, unless specific restrictions are in place as described above.

4.5. The response measures may differ between emergencies for an emergency in an urban areas and area might be different to those for an emergency in a rural areas. These differences may be area. The possible reasons for this difference include the following:

(a) The availability of emergency response resources, including specially trained response teams and radiological assessors;

(b) Available communications systems and coverage areas;

(c) The number of inhabitants in the vicinity of the emergency;

(d) The surrounding environment, terrain and geography;
Social and economic activity in the area, (including the cordoned off site area).

Areas with buildings for special populations such as schools, nursing homes and hospitals should be given special consideration in the protection strategy. (see paras 2.38–2.44).

4.6. **Emergencies during A road transport** may result in the blocking or temporary closure of the road, causing traffic congestion. This may hinder response actions such as the arrival of emergency workers and the recovery of the radioactive material and package; it also increase the number of people who need to be surveyed and advised, affected by the emergency (e.g. vehicle occupants of vehicles blocked on the road).

**RAIL TRANSPORT BY RAIL**

4.7. A wide variety of types and quantities of radioactive material are transported by rail. In many cases, shipments are sent by rail due to size, weight or other operational considerations. Shipments by rail often involve large quantities of radioactive material that would require multiple shipments by road transports and should be considered in the hazard assessment.

4.8. Many of the considerations for emergency response to a road transport emergency (see paras 4.2–4.6) are also generally applicable to rail transport (see paragraphs 4.2–4.7).

4.9. Depending on the number of railcars being transported, large numbers of rail vehicles (i.e. railroad cars and railway wagons): this, together with other operational factors, there may cause delays in identifying abnormal conditions, such as leaks or fires, that could result in an emergency, such as leaks or fires.

4.10. **Rail transports** Consignments of radioactive material are sometimes conducted by trains that are fully dedicated to this cargo only. When such trains are involved in a railway transport emergency, several railcars and therefore several packages may be damaged simultaneously, making the emergency response more complex.

4.11. **Rail transports** shipments may include a combination of radioactive material and other dangerous goods and non-dangerous goods. At the preparedness stage, response organizations should consult with the competent authorities for national transport to determine, during the preparedness stage, the possibility of encountering other dangerous goods during an emergency involving the transport of radioactive material by rail.

4.12. The railway authority will be directly involved in the emergency response. Note that, in some States, the railway authority may be a national (i.e. governmental) authority or a private entity or company.

4.13. Carriers for rail transport should have pre-established communication networks and procedures that are utilized for notifying incidents and activating an emergency response. However, they may have a limited ability to take initial response actions or mitigatory actions immediately after an emergency class is declared.
4.14. Accessing the site area of an emergency during a rail transport emergency can be difficult if there is limited or no road access for response organizations. Furthermore, rail transport can transpire through remote locations with severe terrain. These factors should be taken into consideration in emergency arrangements, it can result in delays to initial response actions and the arrival on the site of emergency response organizations.

4.15. The location of the emergency site and the location of any affected consignment within the overall transport may present difficulties in restoring the damaged packages to a stable state and removing them from the site area. This may result in an extended emergency response. Specialized equipment for operating on railways may be necessary to conduct the emergency response safely. This could include specially equipped rail cars with cranes, pumps and other safety equipment.

4.16. Compared to other modes of transport, for transport by rail there is a lower possibility of identifying short detours or partially re-opening the transport route to minimize the impact of the emergency on the local population and on normal economic activity.

MARITIME TRANSPORT BY SEA

4.17. A wide variety of types and quantities of radioactive material are shipped by maritime transport. This includes transport in international waters, ports or harbours and the territorial seas and contiguous zones of States [31]. During the maritime transport of radioactive material, accidents may occur in two principal environments: (1) ports and (2) seas. The emergency may occur on the vessel or involve the release of radioactive material into the water.

4.18. For an emergency occurring in ports and harbours, the benefit of the ready availability of specialized emergency response teams. These port and harbour teams are usually trained to respond to marine related emergencies involving dangerous goods, and they may be needed during an emergency. They involving the transport of radioactive material. These teams should be provided with the appropriate level of training. (see paras 3.43–3.54). The recommendations of the International Maritime Organization’s (IMO) Revised Recommendations on the Safe Transport of Dangerous Cargoes and Related Activities in Port Areas [15 Organization [16] should be taken into account by the appropriate authorities, port operators, relevant cargo interests, emergency services and all others concerned.

4.19. An emergency may occur in a remote location where the crew of the vessel are the only personnel available to deal with the emergency. Therefore, training should be provided to crews of ships carrying radioactive material to be knowledgeable in determining when to declare an emergency exists, and in the notification procedures to be followed to obtain quick and reliable information about the initial response actions to be taken. The crew should know that the primary technical expertise available in a timely manner may be in the form of advice given via radio or other communication means, based on information...
gathered on board the vessel. In this context, the crew should use the IMO’s guidelines for dealing with accidents at sea, The Emergency Procedures for Ships Carrying Dangerous Goods (EmS Guide) [16], and The Medical First Aid Guide for Use in Accidents Involving Dangerous Goods (MFAG), published by the IMO, the International Labour Organization and the World Health Organization [17]. The EmS Guide [16], Reference [17] provides specific instructions for fire and spillage emergencies on board a ship involving packaged dangerous goods, including radioactive material. The MFAG Reference [18] gives general information about how to diagnose, treat and prevent health problems in seafarers, including the effects of radiation exposure, with a focus on the first 48 hours after injury, in particular toxic effects, including radiological effects, and specific instructions on how to treat crew members who are affected by toxicity.

4.20. Maritime transport shipments may include the transportation of a combination of different classes of dangerous goods. The possibility of encountering other dangerous goods during an emergency involving radioactive material should be taken into account by the response organizations.

4.21. Establishing a cordoned off site area on board a vessel should be carried out under the authority of the ship’s master. In the event that the cordoned off site area extends beyond the boundaries of the vessel to the open sea, the ship’s master should communicate a warning to other vessels—e.g. via, for example using a pan-pan or mayday message—given that establishing physical barriers is not possible. If the vessel is within a port or harbour, the ship’s master should communicate a warning to the responsible authorities and coordinate actions with those authorities to enforce establish and maintain the cordoned off area if, as necessary.

4.22. If a seagoing vessel is seeking safe harbour during an emergency, the ship’s master should communicate, as soon as possible, the current emergency situation and response actions to the responsible authorities in the port or harbour, or the relevant coastal authorities.

4.23. When an emergency involves the loss (or likely loss overboard) of packaged radioactive material into the sea, the ship’s master should fully report the situation without delay and to the fullest extent possible to the nearest coastal State [17] and an atmospheric [18]. Any radioactive release to the atmosphere that might impact vessels at sea or in port should be reported to the NAVAREA Coordinators [20].

4.24. For an emergency involving a release of radioactive material into the water, the spread of contamination into a maritime environment has different kinetics compared to an emergency on land. Emergency workers may need access to capabilities for expertise in marine dispersion modelling and in monitoring and sampling, to determine whether to implement protective actions or

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20 For the purposes of the World-Wide Navigational Warning Service (WWNS), a co-ordinated global service for the promulgation of navigational warnings, the world’s oceans are divided into 21 geographical sea areas termed NAVAREAs (NAVigational AREAs), with one designated country in each area responsible for disseminating navigational information.
other response actions. **These capabilities** may be needed in the urgent response phase due to **to consider the effects of radioactive material being carried by marine currents** and **Expertise may also be needed** in the early phase or transition phase due to other factors such as corrosion [18].

4.25. In an emergency involving a possible release of radioactive material into the water, protective actions related to placing restrictions on normal activities, such as (e.g. fishing, in the waters near the location of the emergency) should be based on:

(a) An assessment of the package and the possible **extent** of the release;
(b) The chemical form of the radioactive material and its reactivity to water;
(c) In some cases, maritime monitoring and sampling, as well as seafood sampling.

4.26. Retrieving sunken packages or vessels will require specialized teams capable of maritime salvage operations. In some cases, retrieval of the package may not be justified from a radiation protection perspective. This decision should be based on the protection strategy put in place by the national government responsible for the emergency site area, or the flag State of the vessel in case of an emergency in international waters. Packages sunk in shallow waters should be recovered unless it is not possible or cannot be justified to do so.

4.27. Emergencies at sea may not be covered in detail in the NREP national radiation emergency plan. Accordingly, a ship’s master should have information regarding which authorities in the ports of call, or in States, to contact in an emergency along the transport route. The maritime authorities with whom the master might be in contact during a voyage should also know whom to contact in an emergency so that, if the vessel needs to go into port, the emergency services will have been alerted in advance.

4.28. Vessels subject to the IMO’s International Code for the Safe Carriage of Packaged Irradiated Nuclear Fuel, Plutonium and High-Level Radioactive Wastes on Board Ships (the ‘INF Code’) should have on board a shipboard emergency plan, developed in accordance with IMO’s Guidelines for Developing Shipboard Emergency Plans for Ships Carrying Materials Subject to the INF Code [21]. As Ref. [22], At a minimum, the plan should consist of the following:

(a) The procedure to be followed by the master or other persons having charge of the ship to report an incident involving INF cargo;
(b) The list of authorities or persons to be contacted in the event of an incident involving INF cargo;
(c) A detailed description of the action to be taken immediately by persons on board to prevent, reduce or control the release, and mitigate the consequences of the loss, of INF cargo following the incident;
(d) The procedures and points of contact on the ship for coordinating shipboard action with national and local authorities.
4.29. For emergencies on vessels subject to the INF code, coastal States may have relevant information provided through voluntary and confidential government-to-government communications. Response organizations notified of an emergency within their territorial seas, or vessels requesting safe harbour, should check with their national competent authorities to see if such information is available.

4.30. Carriers with vessels subject to the INF code should have criteria and procedures for emergency shore leave in the event of a conventional emergency while in-harbour—such as an earthquake and/or a tsunami warning.

TRANSPORT BY INLAND WATERWAY

4.31. Inland waterway transport involves transport in proximity to land, on the landward side of the baseline of the territorial seas of a State. In the Transport Regulations, the requirements for inland waterway crafts are defined separately from those for seagoing crafts and, as such, this mode of transport presents unique hazards and emergency response challenges that should be considered by applicable States. Compared to seagoing vessels, the conveyance activity limits and transport index limits are generally lower. Inland waterway craft are generally smaller than seagoing vessels.

4.32. Although inland waterway craft are generally smaller than sea-going vessels, many of the maritime transport emergency response considerations are generally applicable to inland waterway transport.

4.33. Compared to maritime transport, response organizations and equipment may be closer and more readily available during inland waterway transport. This should be reflected in the emergency arrangements. However, any response in any marine environment presents common challenges compared to a response on land.

4.34. Transport through inland waterways occurs most often in national waterways. However, some inland waterways are designated as international waterways and have a unique legal status. Inland waterways may also serve as national borders, resulting in a transboundary emergency even when there are limited radiological consequences.

AIR TRANSPORT

4.35. A wide variety of types and quantities of radioactive material are shipped by air on both passenger aircraft and cargo aircraft and should be considered as part of the hazard assessment. This includes the frequent transport of short-lived radionuclides for medical sources, samples and contaminated tools. In rare circumstances, it is also possible to transport high-activity material by air of radioactive sources in Type C packages. Emergencies during an emergency involving the air-transport of radioactive material may occur either at airports or at locations along the route of the aircraft.
4.36. Recognizing a nuclear or radiological emergency during air transport by air can be difficult, and the initial response actions will follow procedures for a conventional emergency. If available, the pilot-in-command will provide information on any dangerous goods, including radioactive material, carried as cargo, on-board the aircraft. If the pilot-in-command is incapacitated, the airline should provide information to the response organizations as soon as possible.

4.37. An emergency that occurs as the result of a crash may require involve an emergency response in remote or inaccessible areas. Aircraft crashes often involve strong deceleration forces and a higher probability of fire compared to other modes of transport. The radioactive material may be scattered over a wide area and be difficult to locate and collect. Emergency workers should be aware of the possibility of high dose rates, inhalation and airborne and surface contamination resulting from potentially serious damage to packages and use necessary, and should take appropriate precautions, including personal protective equipment.

4.38. When attempting to locate and recover the radioactive material, emergency workers should be aware that some of the packages and their contents may have physical and chemical characteristics that are different from the characteristics before the crash. The particle size of the dispersed radioactive material may vary depending on the forces and temperatures involved in the initiating event.

4.39. Type C packages are designed to withstand most aircraft crashes. For other types of packages, emergency workers at the site of an aircraft crash carrying radioactive material should consider the possibility that the package may have been damaged or destroyed, and that its shielding may have been lost. If the aircraft was carrying packages containing high activity radioactive material, additional precautions should be taken by emergency workers to ensure radiation protection of the public and emergency workers as described in Section 3.

4.40. The criticality hazard is limited after the event of a crash of an aircraft carrying fissile packages, since these materials are likely to be spreading fissile material, the criticality hazard is reduced if the fissile material is spread over a large surface area. Nevertheless, an assessment should be carried out to confirm the absence of criticality hazards and to determine appropriate arrangements actions for maintaining this. Special care would need to be exercised in collecting the fissile material.

4.41. Some aircraft may use radioactive material as part of their construction, for example–with depleted uranium counterweights. These materials are not part of a consignment and are outside of the scope of the Transport Regulations; however, these materials may require some response actions in accordance with GSR Part 7.
5. INTERFACE WITH NUCLEAR SECURITY

5.1. An emergency involving the transport of radioactive material may occur irrespective of the cause, which may include a nuclear security event. This section provides considerations that should be addressed in the management of an emergency response whenever it is suspected that a nuclear security event may have initiated the emergency. Even in an emergency that is not initiated by a nuclear security event, there may be a need to implement nuclear security measures to secure the radioactive material.

5.2. When developing emergency arrangements, as required by GSR Part 7 [2] and the Transport Regulations [3], operating organizations (consignors, carriers, and consignees) should ensure that appropriate contingency plans for nuclear security are considered. Thus, the response to a transport emergency involving radioactive material initiated by a nuclear security event should be integrated with the response to an emergency under a unified command and control system at the local, national, regional and/or international level(s), as appropriate. More information can be found in GSR Part 7 [2] and in the Nuclear Security Series No. NST004, Developing a National Framework for Managing the Response to Nuclear Security Events [24].

5.3. Requirement Paragraph 4.22 of GSR Part 7 [2] requires States to:

“The government shall ensure that the hazard assessment takes into consideration the results of nuclear security threat assessments. The strongest made for nuclear security purposes”.

5.4. The following considerations should be taken into account with regard to a transport emergency initiated by a nuclear security event:

(a) Sabotage may lead to an immediate radiological emergency at the site area where the incident occurs. The site should be deemed a radiological crime scene. Therefore, the response to this scenario should include both emergency response actions and nuclear security measures. IAEA Nuclear Security Series No. 9 Reference [12] provides for the grading of guidance on nuclear security measures, based on the nature and the activity of the radioactive material involved in the event.

(b) The unauthorized removal of radioactive material during transport may lead to a radiological emergency at an unpredictable location. The response to this scenario is beyond the scope of this publication; however, the guidance requirements established in GSR Part 7 [2] and the guidance provided in the publications of the IAEA Nuclear Security Series Refs [12, 24] provides considerations and can be used to provide input to the arrangements for responding to such an event.

5.4. Some shipments incorporate safety measures on the package (e.g. seals) and on the conveyance (e.g. tie-down requirements) that may serve the purpose of achieving varying degrees of security. These
features may help to deter, detect or delay an adversary from gaining access to the package or radioactive material.

5.5 Response organizations might face conflicting priorities when responding to an emergency during a transport which was initiated by a nuclear security event. For example, from a nuclear security point of view, the integrity of a radiological crime scene should be maintained for criminal investigation and evidence collection. However, when necessary during the emergency response, life-saving actions and mitigatory actions take priority. The final decision on prioritizing specific tasks and actions should be made within the unified command and control system, as specified in established and used in accordance with para. 5.7 of GSR Part 7 [2].

5.6 Even in an emergency that is not initiated by a nuclear security event, there may be a need to implement nuclear security measures to secure the radioactive material.

CONSIDERATIONS FOR THE EMERGENCY RESPONSE WHEN A NUCLEAR SECURITY EVENT IS CONFIRMED TO BE THE INITIATING EVENT

5.7 A State should have a comprehensive all-hazards national emergency response plan with an all-hazards approach that includes coverage of hazards from the response to a transport of radioactive material emergency, in cooperation and coordination with, inter alia, the national response plan for a nuclear security event. As a generic consideration in the initial response, all emergency response actions should consider the possibility of a nuclear security event.

5.8 The response to an emergency and to a transport emergency involving radioactive material initiated by a nuclear security event needs to be integrated under a unified command and control system. Given that the response measures to an emergency, and to a nuclear security event, may be based on different approaches. Consequently, at the preparedness stage, considerations related to nuclear security measures should be included in the unified command and control system from the preparedness stage (see para. 2.10). This will help to address possible conflicts in advance.

5.9 The IAEA Nuclear Security Series contains information on nuclear security measures that may be necessary. These include the following:

(a) Radiological crime scene management [27]: The emergency site area associated with a nuclear security event may contain evidence of activities that may indicate a criminal or unauthorized act involving nuclear or radioactive material. Law enforcement operations and emergency response activities should be carried out simultaneously and in a coordinated manner, taking into consideration the need to protect emergency workers, helpers and the public. Actions for protecting persons, whether they are needed for radiation protection purposes or for responding to malicious acts, should take priority over other activities such as collecting evidence, interviewing witnesses, taking photographic images and preparing written records of the scene.
(b) Forensic examination [28]: This includes traditional forensic examination conducted by law enforcement agencies, and nuclear forensic examination conducted by special experts. When the emergency involves unknown radioactive material, nuclear forensic examination should be carried out to answer questions regarding the nature, history and origin of the radioactive material involved.

(c) Criminal investigation activities: These are investigative activities undertaken in accordance with national procedures for criminal investigations, which are aimed at obtaining evidence from individuals near the emergency site area who may have witnessed events leading up to, during or immediately following the emergency.

5.10 Information analysis and public information: Effective, timely and clear communication within the government and with the news media and the public is essential, as described in previous sections. Taking nuclear security issues into consideration, provisions should be put in place for controlling sensitive information, e.g. certain information dealing with the law enforcement response and crime scene investigations, so that law enforcement is not impeded.

5.11 The capabilities and resources related to nuclear security measures that should be available (and also integrated into the unified command and control system) as part of the response to an emergency during transport may include, but are not limited to the following:

(a) Nuclear forensics support;

(b) Equipment for secure communications;

(c) Specialized equipment, such as explosives detectors or equipment for handling pyrophoric material, and the personnel able to use it;

(d) Resources for delivering and analysing evidence.
APPENDIX I: CONSIDERATIONS FOR DEVELOPING A NATIONAL CAPABILITY

I.1. This appendix describes specific actions that a State should complete so that it can respond effectively to an emergency during the transport of radioactive material. The level of emergency arrangements and plans that are necessary should be derived from the conclusions of the hazard assessment, i.e. via the normal process of drawing up emergency plans. Difficulties can arise at different points in this process, for example due to limited knowledge, practical experience or regulatory infrastructure in a State. The objective of this appendix is to draw attention to considerations relevant to addressing these issues.

ESTABLISHING THE COORDINATING ORGANIZATION AND THE NATIONAL POLICY

I.2. Developing a national capability involves extensive coordination between all the relevant ministries, agencies and organizations involved. It is a dynamic process, i.e. plans and procedures will need to be developed and revised throughout. The general role of the leading organization(s) should be consistent with the need to coordinate the contributions of all national organizations that will be involved in preparedness and response for an emergency, and with the need to integrate these organizations’ contributions into a national all-hazards emergency management system.

CONDUCTING THE NATIONAL HAZARD ASSESSMENT

I.3. The national hazard assessment starts with identifying the different fundamental characteristics of the radioactive material transported within the State, before identifying the specific radioactive material that may transit through the State’s territorial land or waters. The following list of facilities and activities involving the use or transport of radioactive sources may help identify potential consignors, carriers and consignees:

(a) Mining and separation and concentration plants (e.g. uranium ores and tailings, density gauges);
(b) Agricultural facilities and industrial buildings (e.g. density and moisture gauges, smoke detectors);
(c) Industrial radiography companies;
(d) Hospitals and laboratories (e.g. radiopharmaceuticals, gamma radiotherapy sources);
(e) Nuclear installations (e.g. fuel fabrication facilities, research reactors, nuclear power plants and waste repositories);
(f) In-transit facilities (e.g. ports, airports, rail terminals);
(g) Facilities that generate radioactive waste, and disposal facilities;
(h) Industrial facilities (e.g. irradiation facilities, nuclear gauges).

I.4. After collecting the information described in para. I.3, a survey of the transport activities undertaken in the State should be carried out to determine the following:
(a) The nature and frequency of shipments (classified in accordance with UN numbers);

(b) The types and quantities of radioactive material currently transported;

(c) The types of package in each type of consignment;

(d) The primary routes used, and in the case of frequent shipments, representative routes of common shipments;

(e) The locations within these routes with specific transport related risks (e.g., tunnels, bridges, mountains, seasonally-damaged roads);

(f) For each primary or representative route: the terrain, local geographic conditions and the nearby population distribution;

(g) Any existing nuclear security contingency plans.

A systematic assessment of this information will help to determine the potential nature and magnitude of the nuclear or radiological hazards that might be associated with transport emergency. The result of this analysis can then be used to implement a graded approach to emergency arrangements, commensurate with the potential nature and magnitude of each hazard.

DEVELOPMENT OF THE PLANNING BASIS

I.5. Once the hazard assessment has been completed, it is necessary to gather more information for the planning process. This may include the following:

(a) Laws or regulations establishing criteria for protection of emergency workers, helpers and the public;

(b) International agreements governing international trade or the response to an emergency (e.g., the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency and the Convention on Early Notification of a Nuclear Accident [1], regional transport agreements);

(c) Any bilateral and multilateral emergency arrangements;

(d) Information on consignors, carriers and in-transit facilities;

(e) National coordinating mechanisms for planning the response to a nuclear or radiological emergency, and for planning the response to a conventional emergency;

(f) Procedures for notifying other States and requesting international assistance;

(g) Arrangements for making decisions on protective actions and other response actions, and implementing those actions;

(h) Arrangements for providing emergency services support;

(i) Arrangements for providing a response to criminal activities;
(j) Off-site monitoring and laboratory analysis resources;

(k) Means of communication available for decision makers;

(l) Means of communication available to alert and inform the public;

(m) Information on the assistance available from other operating organizations that could provide support in the response;

(n) Information regarding off-site environmental conditions, e.g. severe conditions that could result in an emergency.

DEVELOPMENT OF A CONCEPT OF OPERATIONS AND ASSIGNMENT OF DETAILED RESPONSIBILITIES

I.6. A basic concept of operations (see paras 3.4–3.8) needs to be developed describing the response process.

I.7. On the basis of this concept of operations, the roles and responsibilities of each organization involved in emergency preparedness and response need to be determined and assigned. A list of key responsibilities and tasks should be assigned: for emergency management operations; for the initial response (identifying, notifying and activating); and for all other response actions (mitigatory actions, urgent protective actions, early response actions and other response actions).

I.8. The assignment of responsibilities is an interactive process and should be carried out in consultation with each organization, and should take into account the capabilities of each organization. The organizations to which roles and responsibilities are assigned should agree to the assignments. The assignment of responsibilities should be based on the related laws and regulations.

WRITING THE PLANS AND PROCEDURES, AND INTEGRATION INTO THE NATIONAL RADIATION EMERGENCY PLAN

I.9. Developing the plan for the response to an emergency that involves the transport of radioactive material should not be separated from developing the national radiation emergency plan.

I.10. The plan should enable preparation for representative emergencies derived from the hazard assessment by identifying appropriate response mechanisms to a variety of potential hazards that might arise during the transport of radioactive material. The plan should provide an incident management structure to guide response activities and should outline the necessary resources, personnel and logistics that are needed for a prompt, coordinated and rational approach to a broad range of transport incidents.

I.11. The plan should contain sufficient detail but be flexible enough to enable those involved in the response to carry out their duties effectively. All response organizations in the plan should be given an opportunity to review the plan.

IMPLEMENTATION OF DETAILED ARRANGEMENTS
I.12. Each organization that has a role in implementing the national emergency response plan should develop its capabilities relative to the functional and infrastructural requirements in [2]. These arrangements include plans, procedures, organizational structure, staffing, facilities, equipment and training. These arrangements need to be addressed by the operating organization (consignor, carrier or consignee, as appropriate), the local authorities and the national authorities.

I.13. Through the national coordinating mechanism, a coordinating committee should be assigned the responsibility of assisting with the implementation of the arrangements described in para. II.14. The duties of this coordinating committee should include the following:

(a) To prepare the criteria and the schedule for the development of plans and procedures for each organization involved;

(b) To provide assistance to individual organizations in the development of plans and procedures to ensure compatibility and completeness of the planning process;

(c) To organize periodic meetings between key representatives to encourage coordination;

(d) To verify that progress is consistent with the schedule or, if necessary, update the schedule.

**TESTING THE NATIONAL CAPABILITY**

I.14. By itself, a finished national emergency response plan does not ensure readiness. Drills and exercises should be conducted to test and demonstrate the adequacy of the arrangements. The numerous interactions that will take place between response organizations (including the interfaces with nuclear security) warrant extensive training and regular exercises so that all parties concerned are adequately prepared. The plans and procedures, and the capabilities of the national infrastructure should be reviewed and revised to take into account the results of the evaluation of drills and exercises.
APPENDIX II: TYPES OF EVENT THAT MIGHT LEAD TO A TRANSPORT EMERGENCY

II.1. Packages containing radioactive material are transported worldwide via road, rail, inland waterway, sea and air. Incidents can occur while these packages are being transported, handled (loading and unloading) or stored temporarily in transit. This appendix provides some information on the types of event that might occur during transport and initiate a nuclear or radiological emergency.

GENERAL CONSIDERATIONS FOR AN EMERGENCY

II.2. The loadings to which packages are subjected during different types of transport accident vary considerably. When performing the national hazard assessment, States will identify emergency scenarios and determine their potential consequences as a basis for establishing arrangements for emergency preparedness and response. In determining potential radiological consequences, the range of potential initiating events and the parameters to be considered for all the scenarios identified is very wide. The assessment may be simplified by considering only those scenarios that would have the most severe consequences. To determine the parameters associated with such scenarios, States may use data from international modal databases, such as the International Maritime Organization’s Global Integrated Shipping Information System (IMO GISIS) for maritime transport events, and the International Civil Aviation Organization’s Accident/Incident Data Reporting system (ICAO ADREP) for air transport events. There may also be other sources of data available to States.

II.3. In setting parameters, scenarios that might occur in different modes of transport, such as fires of a long duration (i.e. longer than the thermal test in the Transport Regulations [3]), should be considered. For example, tunnel environments during road or rail transport, should be considered, if consignments of radioactive material are permitted to pass through them. Additionally, packages might be impacted by other objects during transport, for example, if heavy objects are dropped onto a package at a seaport, airport or other facility where heavy objects are frequently moved.

TYPES OF EVENT DURING ROAD TRANSPORT

II.4. The main types of road accident that should be considered for emergency planning purposes are:

(a) Collision;
(b) Fire and/or explosion;
(c) Immersion or flooding;
(d) Loss of load or spillage.

These might occur as a single event or as a sequence of events, but commonly the initiating event of a road accident is a collision. This occurs when a vehicle collides with another vehicle or a stationary object (e.g. a tree, a pole or a wall), possibly resulting in injury or death, and damage to property. A
The number of factors contribute to the risk of road vehicle collisions, such as vehicle design, speed of operation, driver skill and behaviour, defective roads, traffic and weather conditions.

The likelihood of an initiating event

II.5. Road accidents are the most frequent type of accident involving the transport of radioactive material. These accidents are mainly the result of vehicle collisions. Such accidents could result in package damage and, depending on the severity of the accident and the type of packages being transported, the spread of contamination in the immediate area.

II.6. Fires and explosions are likely to be the most severe scenarios for planning purposes, because of the larger potential impact on the public in the vicinity due to the loss of containment of the package and the dispersion of radioactive material.

TYPES OF EVENT DURING RAIL TRANSPORT

II.7. The types of rail accident are similar to road accidents, and might involve single events or a sequence of events, as follows:

(a) Collision;
(b) Fire and/or explosion;
(c) Loss of load or spillage.

Rail accidents occur when trains travelling on the same tracks collide; when trains derail because of technical faults in the rolling stock, the rails or the systems for securing the rail vehicles; because of excess speed; or because of landslides, avalanches or objects obstructing the rails potentially caused by deliberate actions such as terrorist attacks.

The likelihood of an initiating event

II.8. When rail vehicles are transporting radioactive material, the impact due to collision or derailment could lead to package damage. Trains often carry large quantities of goods, and serious rail accidents can damage several rail vehicles at once, potentially resulting in contamination of a larger area compared to a road transport accident.

II.9. Fire and explosion are likely to be the most severe scenarios for planning purposes, because of the larger potential impact on the public in the vicinity due to the loss of containment of the package and the dispersion of radioactive material.

TYPES OF EVENT DURING MARITIME TRANSPORT

II.10. Maritime accidents can be divided into the following categories:

(a) Collision;
(b) Grounding:
(c) Contact;

(d) Fire and/or explosion;

(e) Hull failure;

(f) Loss of control;

(g) Ship or equipment damage;

(h) Capsizing or listing;

(i) Flooding or foundering;

(j) Ship missing;

(k) Cargo damage due to heavy rolling;

(l) Cargo damage during loading or unloading.

These events might occur alone or in combination. Events that involve casualties need to be reported to the International Maritime Organization under the SOLAS and MARPOL Conventions [18, 30] through the Global Integrated Shipping Information System (GISIS) The information is available to IMO Member States.

The likelihood of an initiating event

II.11. Collision, grounding and contact are the most common events. For planning purposes, fires and explosions are likely to be the most severe scenarios. The other types of event listed in para. III.13 vary in likelihood depending on the different types of vessel involved.

TYPES OF EVENT DURING AIR TRANSPORT

II.12. Air accidents can be divided into the following categories:

(a) Ground impact;

(b) In-flight impact or collision;

(c) Ground fire (during ground operation, post-impact or landing);

(d) In-flight fire;

(e) In-flight explosion;

(f) Immersion;

(g) Events during loading and unloading at airports.

II.13. More information on air accidents can be found in the ICAO ADREP system, which is available to ICAO Member States. Air accidents can be of natural, technical or human origin, such as severe weather, mechanical issues, negligence or pilot error or terrorist attack.
II.14. The majority of air accidents are single event airplane accidents resulting in ground impact and post-impact fire.

The likelihood of an initiating event

II.15. The frequency of air transport accidents is low compared to that of other modes of transport. If an accident involving an aircraft occurs, various accident conditions can be generated, imposing stresses on packages containing radioactive material. For planning purposes, the most severe consequences are likely to involve a high impact accident or a fire where the cargo includes Type B(U) or B(M) packages. Such accidents could result in extensive damage to the package shielding and loss of containment, resulting in significant dose rates in the vicinity of the package and the dispersion of radioactive material.

ADDITIONAL CONSIDERATIONS

II.16. Additional considerations for developing the postulated scenarios related to specific events during transport can be found in Appendix IV.
REFERENCES


ANNEX I: REQUIREMENTS OF THE TRANSPORT REGULATIONS RELEVANT TO EMERGENCY ARRANGEMENTS

I-1. This appendix summarizes how the regulatory requirements in the Transport Regulations [3] may influence the response to an emergency during the transport of radioactive material.

I-2. The transport of radioactive material is governed within States by national legislation. Since such transport may frequently involve transboundary operations, internationally agreed regulatory requirements have been developed. The Transport Regulations [3] are the basis for the safe transport of radioactive material in most States, by way of international modal and domestic transport regulations. The intention of the Transport Regulations [3] is that the packages will be designed, manufactured and maintained in such a way that, even in the event of an accident, the potential for radiological impact would be acceptably small and, where fissile material is involved, accidental criticality would be avoided.

I-3. The Transport Regulations [3] specify the basic design requirements to ensure safety during the transport of radioactive material. These include:

(a) Stringent containment requirements for the radioactive material's contents;
(b) Limits on the acceptable dose rate;
(c) Controls for prevention of criticality safety of fissile material;
(d) Consideration of dissipation of any heat generated by the radioactive material.

I-4. Because the Transport Regulations are applicable to a wide variety of radioactive material spanning a wide range of radiotoxicity levels and physical and chemical forms, the package design requirements are imposed on a graded approach. In addition, the same graded approach is used in specifying requirements for the authorization of package design, the operations controls for the packages and shipments and the way in which hazards are communicated. As the potential hazard of the contents increases, the design, authorization, operational control and communication requirements become more demanding.

(d) MATERIALS, PACKAGES AND SHIPMENTS

I-5. Some shipments are designated as ‘exclusive use’, as defined in the Transport Regulations [3]. These consignments are permitted to have a higher transport index.
allowable activity limits than would otherwise be allowed for the type of package being transported. Although this scenario has no impact on the initial response actions, it could affect assessment and prognosis by the radiological assessors, because detailed information about the contents in the consignment may be provided easily by a single consigner.

I-6. Special arrangements should be used only when transported under ‘special arrangement’, i.e. in cases where it is impractical to ship the consignment in accordance with all the applicable requirements of the Transport Regulations. The special arrangement provisions should be required to compensate for not meeting all the normal requirements of the Transport Regulations by providing an equivalent level of safety. Special precautions, administrative controls or operational controls are required, which may include emergency arrangements. Competent authority approval is required before transport; transboundary shipments also require multilateral approval prior to transport.

RADIOACTIVE MATERIAL

I-7. Special form radioactive material is either an indispersible solid radioactive material or a sealed capsule containing radioactive material. It is a requirement in the Transport Regulations that Special form radioactive material should be able to withstand the various test conditions, including impact, percussion, heat and bending tests, as applicable, and its design requires unilateral approval. If the special form radioactive material meets these conditions, it is regarded as showing being unlikely to become dispersed as a result of resistance to potential emergencies during transport.

I-8. Radioactive material categorized as low specific activity material (LSA-I—Low Specific Activity I) or as a surface contaminated object (SCO-I—Surface Contaminated Objects I) can be transported either packaged or unpackaged. An accident during the transport of this type of material, whether either LSA-I or SCO-I (packaged or unpackaged), is unlikely to lead to an emergency.

I-9. Radioactive material categorized as a surface contaminated object (SCO-III—Surface Contaminated Objects of group III), i.e., is a large solid objects that, because of its size, cannot be transported in any of the types of package described in the Transport Regulations and for which the conditions in Paragraph 413(c) of [3] are met, are. An example of SCO-III is a disused steam generator or pressurizer from a nuclear power plant. A disused steam generator or pressurizer from a nuclear power plant.

TYPES OF PACKAGES
I-10. The various types of packages used for transporting radioactive material are described below. Depending on the type of package required, the graded approach used in the Transport Regulations specifies the tests for an individual package’s design with respect to: (a) routine conditions of transport (incident free); (b) normal conditions of transport (minor mishaps); and (c) accident conditions of transport.

Excepted packages

I-11. Excepted packages are permitted to contain only small quantities of radioactive material. The design requirements imposed on them are minimal, and they are exempt from most marking and labelling requirements. Typically, excepted packages are constructed of cardboard or fibreboard. Internally contaminated but otherwise empty packaging may qualify for this category and be transported as excepted packages. Examples are packages that contain certain types of timepieces, smoke detectors, some radioactive consumer products, radiopharmaceuticals and very low level radioactive sources used for testing instruments. An accident during the transport of these types of excepted packages is unlikely to lead to an emergency. However, the packages should still need to be handled with caution after an accident, as contamination might be present.

Industrial packages

I-12. Industrial packages are permitted to contain relatively large quantities of radioactive material, however dose rates outside the package area are limited. The materials permitted in these packages are of one of two types—material having a low activity per unit mass (known as low specific activity or (LSA) material) or non-radioactive objects having low levels of surface contamination, known as surface contaminated objects, SCO-I or SCO-II.

I-13. The quantity of LSA material, SCO-I or SCO-II allowed in a single industrial package is restricted so that the external dose rate at 3 metres from the unshielded material does not exceed 10 mSv/h. In an emergency during the transport of this type of material, the radiological consequences will therefore be limited.

I-14. Three types of industrial packages are defined and allowed in the Transport Regulations: Type IP-1, Type IP-2 and Type IP-3. The testing requirements and maximum activity limits increase from IP-1 to IP-3. The type of industrial package that is permitted depends on the characteristics of the LSA material or the SCO to be transported.

I-15. Although the specific activity of LSA material and the contamination of SCOs is generally low, the total activity in a consignment could, in some cases, be significant. Some examples of LSA material and SCOs are as follows:

(a) LSA-I: This LSA-I can be solid or liquid. LSA-I material typically includes ores, unirradiated uranium and thorium, mill tailings and contaminated soil and debris with low activity
concentrations. The material usually has a high degree of uniformity of activity distribution.

(b) LSA-II: This can be solid or liquid. LSA-II material typically includes reactor process wastes, filter sludges, absorbed liquids and resins, activated equipment, laboratory wastes and decommissioning wastes. This material often has a lower degree of uniformity than LSA-I; therefore, higher localized higher activity concentrations of activity may be present, and more stringent packaging requirements are imposed.

(c) LSA-III: This solid material (excluding powders) only. LSA-III material typically includes reactor process wastes, filter sludges, absorbed liquids and resins, activated equipment, laboratory wastes and decommissioning wastes. This material is typically uniformly distributed in a solid compact binding agent. Radioactive material may also be distributed throughout a single solid object or a collection of solid objects within the packaging. This material is allowed to have higher specific activities; therefore, more stringent packaging requirements or limited and restrictions on the material characteristics are imposed.

(d) SCO-I, SCO-II and SCO-III: These categories cover non-radioactive solid objects that have internal or external contaminated contamination on their surfaces. SCO-II allows for higher contamination levels than SCO-I. Examples would be decommissioning waste such as contaminated piping, tools, valves, pumps and other hardware. SCO-III is a large solid object that, because of its size, cannot be transported in a package. An example is a steam generator from a nuclear power plant. (See para. I.9).

I-16. All industrial packages are required to meet general packaging requirements. Type IP-2 and Type IP-3 are required to satisfy certain additional test requirements. They need to demonstrate the ability to withstand the designated test normal conditions of transport (i.e. including minor mishaps) without a loss or dispersal of their contents andor the loss of integrity of adequate any radiation shielding. Typical examples of industrial packages are often boxes, steel drums, plastic or metal bulk containers and tanks.

Type A packages

I-17. Type A packages are permitted to contain specified limited quantities of radioactive material. The activity limits are determined based on the maximum acceptable radiological consequences following a failure under specified accident conditions. These of transport. Activity limits, which are calculated values specified in the Transport Regulations for each radionuclide. Separate limits are specified for special form radioactive material that is ‘special form’ (sealed capsules (see para. I.7) and indispensible solid radioactive material) and ‘other than special form’ form radioactive material. The limits are known as the A1 and A2 values, respectively.

I-18. Type A packages are required to withstand the normal conditions of transport without a loss or dispersal of their contents andor the loss of adequate shielding integrity. They are not specifically
designed to withstand accident conditions, except when containing liquids or gases. They range from wood or fibreboard constructions with glass, plastic or metal inner containers to metal drums or lead filled steel packages. Examples of material transported in Type A packages include radiopharmaceuticals, radionuclides for industrial applications and some types of radioactive waste.

**Type B(U) and B(M) packages**

I-19. Type B(U) and B(M) packages are permitted to contain radioactive material in quantities greater than those allowed in Type A packages. Type B(U) and B(M) packages are required to be designed to withstand both normal conditions and accident conditions of transport—i.e. the which are simulated by drop, puncture, crush, thermal and immersion tests [3]. Type B(U) and B(M) packages may range in size—from those with a gross mass of a few kilograms (e.g. containing radiography industrial radioactive sources), to large packages having a gross mass up to about 100 metric tonnes (e.g. containing, for example, spent fuel from nuclear power plants). Typically, Type B(U) and B(M) packages are of a steel construction and incorporate substantial radiation shielding. The Transport Regulations [3] require Type B(U) and B(M) package designs to be approved by the relevant competent authority or authorities.

**Type C packages**

I-20. Type C packages are designed to transport large activities (e.g. greater than 3000 × A₂) high levels of activity of radioactive material by air. These packages are designed to withstand the drop, puncture, thermal and immersion tests for Type B(U) and B(M) packages; in addition, they are also designed to withstand more severe tests intended to simulate the conditions that may result from a severe aircraft accident. Type C package designs are subject to approval by the relevant competent authority or authorities.

**Packages containing uranium hexafluoride (UF₆)**

I-21. Uranium hexafluoride in quantities of 0.1 kg or more is required to be packaged and transported in accordance with the provisions of ISO 7195, Packaging of uranium hexafluoride (UF₆) for Transport Ref. [29], or alternatives thereto, and withings as well as the specifierelevant requirements of the Transport Regulations. Package designs [3]. Designs for packages that will contain uranium hexafluoride in quantities of 0.1 kg or more of uranium hexafluoride are subject to approval by the competent authority.

I-22. Although specific requirements are in place, emergencies involving UF₆ primarily present a chemical hazard.

**Packages containing fissile material**

I-23. Fissile material for the purposes of transport is a material containing any of the fissile nuclides, namely uranium-233, uranium-235, plutonium-239 and plutonium-241, except for total masses with some exceptions listed in the package or in the consignment less than 0.25 g. Transport Regulations [3].
Fissile material is capable of undergoing a self-sustaining nuclear chain reaction with slow (thermal) neutrons. In the fission process, an atomic nucleus splits into fission products under certain conditions, resulting in the release of radiation and heat.

I-24. Packages containing fissile material may be industrial packages or Type A, Type B(U) and Type B(M) or Type C packages. The design of these packages are all subject to the approval of the relevant competent authority or authorities. The Transport Regulations include specific provisions for packages containing fissile material.

I-25. The additional requirements for packages containing fissile material, which are intended to ensure criticality safety in the transport of this material by following provisions:

(a) Limiting the quantity and geometric configuration of the fissile material;

(b) Imposing strict package design features to ensure that criticality safety is provided under the tests for accident conditions;

(c) Controlling the number of packages that are permitted to be carried on a single conveyance or that are permitted to be stowed together during transport and in-transit storage.

The Transport Regulations contain some exceptions to these requirements for packages containing fissile material: for example, if the uranium-235 concentration does not exceed 1%, or if the package contains only limited quantities of fissile material. These are known as ‘fissile excepted’ packages. In these cases, the other relevant packaging requirements related to the radioactive nature of the contents are still applicable.

DOSE RATES AND CATEGORIES

I-26. The dose rate limit for excepted packages is 5 μSv/h at any point on the external surface of the package.

I-27. The dose rate under routine conditions of transport shall is not allowed to exceed 2 mSv/h at any point on the external surface of the vehicle or freight container, and 0.1 mSv/h at 2 m from the external surface of the vehicle or freight container, except for consignments transported under exclusive use by road or rail for which the radiation limits around the vehicle are set forth in the Transport Regulations.

I-28. The maximum dose rate limits are included as part of the specification of labelling categories for packages, overpacks and freight containers (see paras I.31–I.34), as summarized in Table I.1. The labels placed on packages are defined using categories that provide information to assist in ensuring adequate radiation protection during handling, stowage and

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21 These dose rate limits do not apply to consignments transported under exclusive use by road or rail, or consignments transported under exclusive use and special arrangement by vessel or by air.
storage of the packages. The categorization of packages can also assist emergency workers in understanding the level of risk posed by the undamaged packages in an emergency.

**TABLE I.1. MAXIMUM DOSE RATES FOR EACH TYPE OF PACKAGE LABEL**

<table>
<thead>
<tr>
<th>Category of label</th>
<th>Conditions of transport</th>
<th>Maximum dose rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Under exclusive use</td>
<td>At the package surface (mSv/h)</td>
</tr>
<tr>
<td>I-WHITE</td>
<td>X</td>
<td>0.005</td>
</tr>
<tr>
<td>III-YELLOW</td>
<td>X</td>
<td>0.5</td>
</tr>
<tr>
<td>III-YELLOW</td>
<td>X</td>
<td>2</td>
</tr>
<tr>
<td>III-YELLOW</td>
<td>X</td>
<td>10</td>
</tr>
</tbody>
</table>

I-29. For Type IP-2, IP-3, A, B(U), B(M) and C package designs, after being subjected to the prescribed tests to demonstrate the ability to withstand the designated normal conditions of transport, the Transport Regulations [3] require that the maximum dose rate on the external surface may not increase by more than 20% when such packages are tested to withstand the normal conditions of transport. For Type B(U), Type B(M) and Type C package designs, after being subjected to the prescribed tests to demonstrate the ability to withstand the designated accident conditions of transport, it is required that the dose rate may not exceed 10 mSv/h at 1 metre from the package surface when such packages are tested to withstand the accident conditions of transport. These requirements provide a significant radiation help to ensure the protection safety margin for those responding in of the public and emergency workers during an emergency involving these types of packages.

**MARKING OF PACKAGES**

I-30. For all package types, other than excepted packages transported by post (which are permitted to carry only very small quantities of radioactive material), are required to have markings that facilitate identification and the proper actions to be taken in an emergency.

I-30. For all package types, the United Nations (UN) number is required to be legibly and durably marked on the outside of the packaging. The package is also required to be marked with an identification of the consignor or the consignee, or both. Each package of a gross mass exceeding 50 kg is required to have its permissible gross mass legibly and durably marked on the outside of the package. In addition, packages are required to be legibly and durably marked with the package type on the outside of the packaging. The marking requirements in the Transport Regulations [3] for different types of package are summarized in Table 2.
In addition, such packages are required to be legibly and durably marked with the appropriate package type on the outside of the packaging.

—— Each industrial package is required to be marked with ‘Type IP-1’, ‘Type IP-2’ or ‘Type IP-3’, as appropriate. Each Type IP-2 or Type IP-3 package is also required to be marked with the international vehicle registration code (VRI Code) of the State of origin of the package design and the name of the manufacturer.

—— Each Type A package is required to be marked with ‘Type A’ and with the VRI Code of the State of origin of the package design and the name of the manufacturer.

—— Each Type B(U), Type B(M) and Type C package design is required to be marked with the trefoil symbol (Fig. I.1), with a serial number, with the identification number allocated to that design by the competent authority and with ‘Type B(U)’, ‘Type B(M)’ or ‘Type C’, as appropriate.

![Trefoil symbol](image)

**FIG. I.1. Trefoil symbol marked on all Type B(U), Type B(M) and Type C packages.**

I-4. The marking requirements for the different types of packages and the references from the Transport Regulations are summarized in Table I.2.

<table>
<thead>
<tr>
<th>TABLE I.2. MARKING REQUIREMENTS FOR PACKAGES CONTAINING RADIOACTIVE MATERIAL PACKAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marking</td>
</tr>
<tr>
<td>Package type</td>
</tr>
<tr>
<td>Consignor or consignee identification, or both</td>
</tr>
<tr>
<td>UN number</td>
</tr>
</tbody>
</table>
Proper shipping name  
For package mass greater than 50 kg, permissible gross mass  
Type IP-1, IP-2, IP-3, A, as appropriate  
VRI Code of country of design origin and name of manufacturer  
Competent authority identification for design  
Serial No.  
Type B(U), B(M), C, as appropriate  
Trefoil symbol

* The requirement applies only if the package contains fissile material or if the package contains 0.1 kg or more of UF₆.

**LABELLING OF PACKAGES**

**I.31.** Packages (other than excepted packages), freight containers and overpacks containing radioactive material (other than excepted packages) are required to bear labels indicating their category, (see para. I.28), i.e. I-WHITE, II-YELLOW and III-YELLOW or IIII-YELLOW. The I-WHITE label indicates very low dose rates outside a package, whereas II-YELLOW and III-YELLOW and especially IIII-YELLOW labels indicate higher dose rates of significance (see Table I.1.1) that might be significant in terms of the response to an emergency. In addition to the radioactive material, these labels, packages containing fissile material — if not excepted from the fissile material requirements — are required to bear a fissile label, indicating this. These labels are depicted shown in Fig. I.2. They serve 1.

**I.31-I.32.** The labels provide information on the external radiation hazards associated with undamaged packages. This information is used to control the manner in which packages of radioactive material are handled and stowed during transport and stored during storage in transit. However, the same information can also facilitate communication regarding the potential hazards associated with the package, to assist with a proper emergency the response in the event of an transport emergency.
FIG. 1.21. Labels used on packages containing radioactive material packages and fissile material.

The labels that can be added as appropriate.

The different types of labels indicate the relative radiation and criticality hazard outside the package. The maximum possible dose rates for each type of label are indicated in Table I.1. Additionally, the label is also required to display the abbreviations of the radionuclides and the total activity of these radionuclides in the package. For categories II-YELLOW and III-YELLOW and IIIII-YELLOW, the labels will indicate and which display the criticality safety index (CSI).

Packages containing fissile material are additionally also required to bear criticality safety labels, also shown in Fig. 1.2, and which display the critical safety index (CSI) as
stated in the appropriate approval certificate issued by the competent authority. The CSI is a number that provides information to assist in the control of criticality.

I-34.1-35. Packages containing radioactive material that has other dangerous properties are in addition required to also bear the appropriate hazard labels in compliance with the relevant transport regulations for dangerous goods.

**PLACARDING**

I-35.1-36. Rail and road vehicles carrying any labelled packages, large freight containers containing packages other than excepted packages, tanks containing radioactive material, and certain consignments of LSA-I material or SCO-I in large freight containers or tanks are required to bear placards indicating the presence of radioactive material. The placards may take the form of one of those depicted, as shown in Fig. 1.3. They may display 2. The United Nations number for the consignment, which facilitates communication regarding how best is also required to respond be displayed in the event of an emergency, certain cases.

![Placards used on vehicles, tanks and freight containers carrying radioactive material.](image)

*FIG. 1.3*. Placards used on vehicles, tanks and freight containers carrying radioactive material. The symbol “****” denotes the space in which the appropriate UN number for radioactive material should be displayed.

**TRANSPORT DOCUMENTS**

Consignors are required to provide transport documents for shipments other than those in excepted packages. Each consignment. These documents are referred to in include the Transport Regulations [2] as ‘particulars of consignment’, e.g. shipping documents, shippers’ declarations, freight bills, waybills, etc. One of the required documents indicates consignment, a consignor’s certificate or declaration, and information for carriers, including the emergency arrangements appropriate for the consignment, which are (this does not apply to excepted packages). These transport documents are required to be provided by the consignor to the carrier. This information can assist those responding to an emergency with
identifying the contents of the consignment and helping to ensure the proper response to the emergency. In some cases, the information might not be immediately available at the emergency site (e.g. if the documents have been destroyed by the initiating event, and). If so, this information will need to be provided by sought from the consignor later during the emergency response.
APPENDIX II: CONSIDERATIONS FOR DEVELOPING A NATIONAL CAPABILITY

This appendix describes specific actions that a State, especially a developing country, should complete so that it can respond effectively to a transport accident involving radioactive material. The level of emergency arrangements and plans required should be directly derived from the conclusions of the hazard assessment, i.e.
II-1. This annex contains an example of an event notification form. Based on the national hazard assessment, event notification forms can be developed to meet the needs of each State and response organization.

II-2. Event notification forms are intended to be completed as information on a transport emergency becomes available. Initial information provided by emergency services or the carrier is provided to the notification point as soon as a visual inspection on the site has been undertaken. The notification point can then relay this information to other response organizations, and they can use this information to determine whether additional resources are needed for an effective emergency response to be implemented. The information gathered can also be used in instructions, warnings and information for the public.

II-3. As the response efforts continue and more information becomes available, the form is updated accordingly.

II-4. Part 1 of the form focuses on gathering information while initial response actions are being taken. The information is based on observables and indicators, not on measurements. Depending on the nature of the emergency, the information could be provided by the carrier or by first responders.

II-5. Part 2 of the form focuses on allowing the radiological assessor to prepare to deploy to the site area and to provide advice and assessments. Depending on the nature of the emergency, the information may be provided by a combination of sources, including emergency workers at the site and offices of the carrier or consignor.

<table>
<thead>
<tr>
<th>Event Notification Form</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Part 1</strong></td>
</tr>
<tr>
<td><strong>Note:</strong> Do not delay emergency response actions or additional notifications to complete this form. Gather the information that is readily available.</td>
</tr>
<tr>
<td><strong>1.1</strong> Name and contact information of person or agency reporting the event:</td>
</tr>
<tr>
<td><strong>1.2</strong> Date and time of the event: Specify time zone</td>
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<td>1.3</td>
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<td></td>
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<td>1.4</td>
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<tr>
<td>1.7</td>
</tr>
</tbody>
</table>
### Number of victims, rescues, first aid, cordon off area established?

**Note:** Confirm that there is no delay in transport of injured victims due to possible contamination.

#### 1.8 Transport document information:

- Number of package(s)
- Radionuclide(s) and activities
- Carrier information
- Consignor information
- Consignee information
- UN number
- Chemical and physical forms

#### 1.9 Marking and labelling information:

- Label category (I-WHITE, II-YELLOW, III-YELLOW)
- Contents of labels
- UN number
- Radionuclide(s) and activities
- Transport Index
- Criticality Safety Index (if applicable)

#### 1.10 Weather conditions:

*Rain, storms, strong wind, etc.*

#### 1.11 Photographs and/or sketch of the site area:
### Part 2

**Note:** Continue to gather information from Part 1 if this was not previously available.

| 2.1 | Detailed description of initiating event:  
  
  *e.g. drop height, collision speed, fire duration* |
| 2.2 | Status of protective actions and other response actions: |
| 2.3 | Description of transport modality:  
  
  *Modes, route, locations* |
| 2.4 | Additional information on:  
  
  — Package(s)  
  — Freight container(s)  
  — Conveyance |
| 2.5 | Measurement results, if available:  
  
  — *Dose rates*  
  — *Contamination surveys* |
| 2.6 | Package type(s) and design certificate: |
2.7 Other hazards present at the site:
   *Severe weather, conventional hazards*

2.8 Accessibility of the site:

2.9 Additional meteorological data:

2.10 Logistical support available at the site:

2.11 Description of surrounding area:
   - Population
   - Essential infrastructure
   - Agriculture
   - Drinking water supply
   - Protected or restricted areas
ANNEX III: TEMPLATE FOR THE ‘CARRIER OR CONSIGNOR EMERGENCY RESPONSE PLAN’

III-1. This annex contains a template for the emergency response plan prepared by either the consignor or the carrier of consignments of radioactive material, in accordance with paras 304 and 305 of the Transport Regulations [3].

TITLE (COVER) PAGE

III-2. On the title (cover) page write the title of the plan, approval date, version number and include relevant signatures. The signatures could include the heads of all the participating organizations.

INTRODUCTION

III-3. This section describes the objectives and contents of the plan. This section also states the scope of the plan and what phases of the emergency it covers. It also describes the relevant regulatory or legal framework.

III-4. This section also lists the individuals responsible for implementation and maintenance of the plan.

OVERVIEW OF SHIPMENTS

III-5. This section provides a general description of the different types of package that will be transported, along with how they are to be handled. Documents that could provide more information are also referred to, along with where to find these documents.

INTERNAL ORGANIZATION OF THE RESPONSE

III-6. This section presents the consignor or carrier provisions for managing an emergency. These provisions need to be consistent with any emergency plans prepared by national, regional and local authorities.

III-7. The following key points need to be addressed in this section:

(a) The organizational approach to detecting a possible event that could lead to an emergency, and the dissemination of the subsequent alert;

(b) The organizational approach to the response following the alert, both for the initial phase and the longer term;

(c) The organizational approach to a long term emergency;

(d) The organizational approach to the termination of an emergency.

III-8. The roles and responsibilities of each party with a role in the emergency response are presented in this section, which also specifies the measures taken to guarantee the availability of sufficient personnel and resources for an effective response.
III-9. This section also describes the locations of response organizations and persons, the scope of their responsibilities for decision making (including the extent of external communication) and the interactions that take place between different parties.

III-10. The interactions with national, regional and local authorities and the procedures involved are also specified, including flowcharts and organizational diagrams, as appropriate.

**PROCEDURES FOR TRIGGERING THE PLAN AND MAKING NOTIFICATIONS**

1.1. via the normal process of drawing up emergency plans. However, at present, some difficulties may arise at different points in the process, associated with the limited knowledge, practical experience or regulatory infrastructure in such a State. The objective of this appendix is to draw attention to such considerations.

**ESTABLISH THE COORDINATING ORGANIZATION AND THE NATIONAL POLICY**

1.2. Developing a national capability requires extensive coordination between all the relevant ministries, agencies and organizations involved. It is a dynamic process, i.e. plans and procedures will likely need to be revised throughout. It is therefore crucial that one organization takes the lead role in the process and is designated as the leading organization in the national coordinating mechanism, as defined in GSR Part 7.2. The general duties of the selected organization should be consistent with the need to coordinate the contributions of all national level organizations that will be involved in preparedness and response for an emergency and the need to integrate these organizations’ contributions into a national all-hazards emergency management system.

**CONDUCT THE NATIONAL HAZARD ASSESSMENT**

1.3. The national hazard assessment starts with identifying the different fundamental characteristics of the radioactive material transported within the State, before identifying the specific radioactive material that may transit through the State’s territorial land or waters. The following list of activities and sites involving the use or transport of radioactive sources may help identify potential actors:

(a) Mining and separation and concentration plants (e.g. uranium ores and tailings, density gauges);
(b) Agricultural facilities and industrial buildings (e.g. density and moisture gauges, smoke detectors);
(c) Industrial radiography companies;
(d) Hospitals and laboratories (e.g. radiopharmaceuticals, gamma therapy with cobalt-60, iridium-192);
(e) Nuclear facilities (e.g. research reactors, nuclear repositories or other nuclear facilities);
(f) In-transit facilities (e.g. ports, airports, rail terminals);
(g) Radioactive waste producers and disposal facilities;
I.4. Following on from this, a survey of the transport activities involved should be carried out to determine:

(a) The nature and frequency of the transports performed (classified according to UN numbers);

(b) The types and quantities of radioactive material currently shipped;

(c) The types of package used for each type of shipment;

(d) Primary and representative routes used, and the locations within these that exhibit specific en-route risks (e.g. tunnels, bridges, mountains, seasonally-damaged roads);

(e) For each primary or representative route: the terrain, local geographic conditions and characteristics of the nearby human populations;

(f) Any existing nuclear security contingency plans.

I.5. A systematic assessment of these elements will help determine the potential magnitude and nature of the nuclear or radiological hazards that may be associated with a transport accident. The result of this analysis can then be used to implement a graded approach to emergency arrangements, commensurate with the potential magnitude and nature of each hazard.

DEVELOP THE PLANNING BASIS

I.6.1. Once the hazard assessment has been completed, it is necessary to gather more information for the planning process. This may include but is not limited to:

(a) Laws or regulations establishing criteria for protection of emergency workers, helpers and the public;

(b) International agreements governing international trade or response to emergencies (e.g. the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency [1], Convention on Early Notification of a Nuclear Accident, regional transport agreements);

(c) Bilateral and multilateral emergency arrangements;

(d) Information on consignors, carriers and in-transit facilities;

(e) National coordinating mechanisms for emergency response planning and for conventional emergency response planning;

(f) Procedures for notifying other States and requesting international assistance;

(g) Making decisions on protective actions and other response actions, and implementing those actions;
(h) Providing emergency services support;
(i) Providing a response to criminal activities;
(j) Off-site monitoring and laboratory analysis;
(k) Communications available for decision makers;
(l) Communications available to alert and inform the public;
(m) Assistance available from other operating organizations that could be available near the site area to provide support in the response;
(n) Information regarding off-site environmental conditions, e.g. severe conditions that may result in an emergency.

I.7. The information should be documented and described in the plan. It provides a description of the nature of the possible transport accident involving radioactive material addressed by the plan as well as organizational and technical capabilities available to respond to such an event.

DEVELOP A CONCEPT OF OPERATIONS AND ALLOCATE DETAILED RESPONSIBILITIES

I.8.1 A basic concept of operations needs to be developed describing the response process.

I.9. On the basis of this concept of operations, the roles and responsibilities of each organization involved in emergency preparedness and response need to be determined and assigned. A list of critical responsibilities and tasks should be assigned for emergency management operations, for the initial response (identifying, notifying and activating) and for all other response actions (mitigatory actions, urgent protective actions, early response actions and other response actions).

I.10. Allocation of responsibilities is an interactive process and should be carried out in consultation with each organization, according to the realistic capabilities of that organization. The organizations to which roles and responsibilities are assigned should agree to the assignments. The allocation of responsibilities should be based on the related laws and regulations.

WRITE THE PLANS AND PROCEDURES, AND INTEGRATE THEM INTO THE NREP

I.11. Developing the response plan to an emergency III-11. This section describes the means for detecting an incident during the transport of radioactive material should not be separated from developing the NREP (National Radiation Emergency Plan).

I.12. The plan prepares for representative emergencies derived from the hazard assessment by identifying appropriate response mechanisms to a variety of potential hazards that may come from the transport of radioactive material and provides an incident management structure to guide response activities. It outlines the necessary resources, personnel and logistics that allow for a prompt, coordinated and rational approach to a broad range of transport incidents.
I.13.11 The plan should contain sufficient detail but be flexible enough to enable those involved in the response to carry out their duties effectively. All response organizations in the plan should be given an opportunity to review the plan.

IMPLEMENT DETAILED PLANS

I.14.— Each organization that has a role in implementing the plan should develop its capabilities relative to the functional and infrastructural requirements. These arrangements include plans, procedures, staffing, organizational structure, facilities, equipment and training at each level. They should be addressed to the operator (consignor, carrier and/or consignee), the local authorities and the national authorities.

I.15.— Through the national coordinating mechanism, a committee or work group should be assigned the responsibility of assisting with this effort. This coordinating group will:

(a) Prepare the requirements and schedule for the development of plans and procedures for each group involved;

(b) Provide assistance to individual groups in the development of plans and procedures to ensure compatibility and completeness of the planning process;

(c) Organize periodic meetings between key representatives to encourage coordination;

(d) Ensure that progress is consistent with the schedule or, if necessary, update the schedule.

TEST THE CAPABILITY

I.16.— By itself, a finished plan does not ensure readiness. Drills and exercises should be conducted to test and demonstrate the adequacy of the arrangements. The numerous interactions that will take place between response organizations warrants extensive training and exercise activities so that all parties concerned are adequately prepared, which includes the interface with nuclear security. The plans, procedures and infrastructural capabilities should be reviewed and revised according to the evaluation results of the conducted drills and exercises.
APPENDIX III: TYPES OF EMERGENCIES DURING TRANSPORT

II.2.— Packages and conveyances containing radioactive material are transported worldwide via road, rail, inland waterway, maritime and air. Accidents can occur while these packages and conveyances are being transported, handled (loading/unloading) or stored temporarily pending transport. This appendix provides some information on accidents during transport that may cause an emergency. In general, road, rail, maritime and air accidents are similar in that they involve moving conveyances carrying large quantities of goods, which sometimes includes substances that may cause direct or indirect hazards to the immediate vicinity of the packages and conveyances. The hazard level increases when the vehicles are transporting dangerous goods, such as radioactive material.

II.3.— Nuclear security events are not addressed below; they are covered in the publications of the IAEA Nuclear Security Series.

GENERAL CONSIDERATIONS FOR EMERGENCIES

II.4. II.1. The loadings to which packages are subjected during different types of accidents may vary considerably. When performing their national hazard assessment, States will identify emergency scenarios and determine their potential consequences as a basis for establishing arrangements for preparedness and response. In determining potential radiological consequences, the range of potential initiating events and the parameters to be considered for all the scenarios selected are very wide. The assessment may be simplified by considering only those scenarios that would have the most severe consequences. To determine the parameters of these events, States may use data from international modal databases, such as the International Maritime Organization’s Global Integrated Shipping Information System (IMO GISIS) for maritime transport events and the International Civil Aviation Organization’s Accident/Incident Data Reporting system (ICAO ADREP) for air transport events. There may also be other sources of data available to States.

II.5.— In setting the parameters, it is recommended to envisage scenarios such as fires of a long duration—i.e. longer than the regulatory thermal test time—that may occur for different modes of transport. For example, during road or rail transport, tunnel environments should be considered when shipments are authorized to pass through them. Additionally, packages may be impacted by other objects during transport, for example, if heavy objects are dropped onto a package at a seaport, airport or other facility where objects are frequently moved.

II.6.— All of the events described below are considered irrespective of their initiator.

TYPES OF ROAD EVENTS CONSIDERED

II.7.— There are inherent risks associated with road transport that could lead to an accident. The main types of road accident that need to be considered are emergency. It also describes the criteria for activating the emergency response plan, and the procedures for alerting response organizations and public authorities when an emergency planning purposes are:
(a) Collision;

(b) Fire/explosion;

(e) Immersion/flooding;

(d)-(e) Loss of load or spillage.

These may occur as a single event or as a sequence of events, but commonly the initiating event of a road accident is a collision. This occurs when a vehicle collides with another vehicle or a stationary object such as a tree, a pole or a wall, possibly resulting in injury, death and damage to property. A number of factors contribute to the risk of road vehicle collisions, such as vehicle design, speed of operation, driver skill and behaviour, defective roads, traffic and weather conditions (e.g. rain, ice, fog).

III-12. Notification points and notification procedures are also described (including an event notification form such as provided in Annex I)

**EMERGENCY RESPONSE**

**Response personnel**

III-13. This section describes the capacity to deploy personnel with the necessary skills and experience for the emergency response. It states which parties are likely to be involved, their training and qualifications and a time frame for their deployment.

**Emergency scenarios**

**Resources available for deployment to the site area**

III-14. This section lists any equipment necessary to respond to the emergency scenarios considered in the plan. This includes the equipment needed during each phase of the emergency, and the time and resources needed to make this equipment available.

**Provisions for the emergency response**

III-15. This section specifies the steps to be taken to respond to an emergency.

**Interim location(s) for damaged packages**

III-16. This section identifies the characteristics of interim locations where damaged packages could be moved to while maintaining an adequate level of safety. This section describes any existing agreements with such locations, along with the steps necessary to gain authorization for the movement of damaged packages.

**Termination of an emergency**

III-17. This section describes the provisions for termination of an emergency, including any measures for the transition to a planned exposure situation or an existing exposure situation, if such a transition is considered necessary.
EMERGENCY MANAGEMENT TOOLS

III-18. This section describes the operational tools that are available to help manage the emergency; examples are given below.

Decision aiding tools

III-19. This could include practical tools, such as a logic diagrams, to help direct the response actions that are taken.

Response procedures

III-20. This is a procedure for each step in the emergency plan, for each party involved in the emergency response, which outlines the steps to be taken in chronological order. It includes details of the conditions for using the procedure, the expected results and the conditions for ending use of the procedure.

Standard messages

III-21. This encourages a standard approach for transmitting messages and for the information to be provided, such as date, time, sender details, reference, event details and details of the response actions taken.

External communication

II.22. This section describes the arrangements for external communications with the public, national, regional and local authorities, and news media.

Recording and archiving of communications

III-23. This section describes how the various communications are logged during management of the emergency, and how they are archived and made available.

MAINTAINING OPERATIONAL READINESS

III-24. This section describes how operational readiness to respond to an emergency will be maintained.

Training of personnel

III-25. This section includes details of the training of all personnel described in the plan, and the provisions to ensure that a sufficient number of qualified and trained personnel are always available to implement the plan.

Exercises

III-26. This section describes the exercises needed to test the plan’s adequacy and the intervals at which they will take place. The frequency and scope of exercises testing different areas of the plan are described, as well as the level of involvement of response organizations and other parties.

Experience feedback
This section describes how learning from exercises, actual emergencies and other sources of information is taken into account in the plan.

Renewal of partnerships

The procedures for the renewal of any partnerships or agreements are specified in this section.

Quality assurance

The likelihood of an initiating event

Road accidents are the most frequent type of transport accident, given that roads are the most frequently used mode of transport of radioactive material. These accidents are mainly the result of vehicle collisions. When the vehicle is transporting radioactive material, the event could lead to package damage. Depending on the scale of the accident this may result in contamination of a small area or a moderately sized area. Fires and explosions are likely to be the most severe scenarios for planning purposes, having a larger impact on the public in the immediate vicinity due to the loss of containment of the package.

Types of rail events considered

Reports on railway accidents have been provided in some countries and reference sources. The types of possible rail accidents are similar to road accidents, and may involve single events or a sequence of events:

(a) Collision;
(b) Fire/explosion;
(c) Loss of load or spillage.

Rail accidents can occur when trains travelling on the same tracks collide; when trains derail because of technical faults in the rolling stock, the rails or the systems for securing the wagon; because of excess speed; or because of landslides, avalanches or objects obstructing the rails potentially caused by deliberate actions such as terrorist attacks. The frequency of rail transport accidents varies between different States.

The likelihood of an initiating event

When rail cars are transporting radioactive material, the impact due to collision or derailment could lead to package damage, as may occur in a road transport accident. Rail transport often carries large quantities of goods, and serious rail accidents can damage several rail cars at once, resulting in contamination of a larger area compared to a road transport accident. Fire/explosion is likely the most severe scenario for planning purposes, and it would probably have a larger impact on the public in the immediate vicinity than lesser accidents due to the loss of containment and dispersal of radioactive material.
TYPES OF MARITIME EVENTS CONSIDERED

II.11. — Maritime accidents are divided into the following categories:

(a) Collision;

(b)(a) Grounding;

(c)(a) Contact;

(d) Fire/explosion;

(e)(a) Hull failure;

(f)(a) Loss of control;

(g) Ship/equipment damage;

(h) Capsize/listing;

(i) Flooding/Foundering;

(j)(a) Ship missing;

(k)(a) Cargo damage due to heavy rollings;

(l) Cargo damage during loading/unloading.

These events may occur alone or in combination. The reporting of casualty events to the International Maritime Organization is required by the SOLAS and MARPOL Conventions [18, 32] through the Global Integrated Shipping Information System (GISIS). The information is available to IMO Member States.

The likelihood of an initiating event

II.12. — Collision, grounding and contact represent the most common events. For planning purposes, fires and explosions are likely to be the most severe cases. The remaining events vary in likelihood depending on the different types of vessels carrying the dangerous goods.

TYPES OF AIR EVENTS CONSIDERED

II.13. — Air accidents can be divided into the following categories:

(a) Ground impact;

(b) Impact in-flight/collision;

(c)(a) Post-impact fire, i.e. Ground fire (during-ground operation, post-impact or landing);

(d)(a) Non post-impact fire, i.e. In-flight fire;

(e)(a) Explosion, i.e. In-flight explosion;

(f)(a) Immersion;
(g) Loading/unloading events at airports.

II.14. More information on air accidents can be found in the ICAO ADREP system, which is available to ICAO Member States. Air accidents can be of natural, technical or human origin, such as severe weather, mechanical issues, negligence, pilot error or terrorist attack.

The majority of air accidents are single event airplane accidents resulting in ground impact and post-impact fire. The frequency of air transport accidents is low compared to that of other modes of transport. The likelihood of an initiating event

II.15. If an accident occurs involving an aircraft, various consequent accident environments may be generated in a sequential manner, imposing stresses on packages containing radioactive material. For planning purposes, the most severe consequences are likely to involve a high impact accident and/or a fire where the cargo includes Type B(U) or B(M) packages. Such accidents may result in extensive damage to the package and the subsequent loss of its containment function, resulting in a significant dose rate increase in the package’s vicinity.

ADDITIONAL CONSIDERATIONS

Additional considerations for developing the postulated scenarios related to specific III-29. This section describes how the quality of the plan is maintained, including the provisions for the management of any documentation related to quality assurance.

Annex I to the carrier or consignor emergency response plan

Contact Information

II.16. accidents can be found in Appendix IV.
APPENDIX Annex II to the carrier or consignor emergency response plan

Notification Form
IV-1. The following events are hypothetical emergency scenarios based on a combination of real-world events that have occurred and postulated plausible events. The radiological consequences can be considered independent of their initiator. The examples presented in this appendix are intended to be representative so that emergency planners and transport safety experts can develop their emergency planning basis and determine their associated emergency arrangements. The specific radioactive material and modes of transport used in these scenarios are not based on any study of probability or likelihood. Each State should needs to conduct its own hazard assessment based on the modalities of the transport within its territory.

IV-2. On the basis of the hazard assessment developed for different accident scenarios, an appropriate concept of operations for each scenario can be developed. When an emergency involving a shipment of radioactive material occurs, the applicable response actions should be are then implemented. The response actions and the equipment required to implement these effectively should need to be made available by the national emergency response authority to its network of regional and local response units, including first responders.

Scenario 1 — A high-energy collision, plus fire, involving a Type B(U) package being transported by road

IV-3. A road vehicle carrying international cargo is involved in a high-energy collision accident, followed by a fire lasting about 50 minutes 1 hour. The vehicle is badly damaged, and the driver and his assistant are injured. The placard is vehicle placards are obscured by the fire.

IV-4. The first responders arrive at the site area, rescue injured persons, extinguish the fire and only then observe that the vehicle is carrying radioactive material. Looking at the markings marking and labelling on the package, they identify a Class 7 cargo that is a Type B(U) package containing caesium-137 sources. The first responders notify the emergency response centre and establish the cordoned and cordon off the site area. Radiological assessors are mobilized, and the team of assessors immediately proceeds to the site of the emergency area.

IV-5. On reaching the emergency site area, the team of radiological assessors survey both the site and the first responders and confirm that there is no contamination to the environment or the responders. They The team also visually assesses the package and find conclude that it appears to be intact, but it needs to be assessed further to ensure that all the safety functions are intact. The team confirms that there is no contamination on the package surface, confirms that the dose rate measurements are consistent with the information in the transport documents (obtained from the consignor), retightens loose closures on the package and forwards the package to a secure interim location for further work assessment. The site area is re-opened to the public as soon as the damaged vehicles have been removed, approximately 10 hours after the incident occurred.
Hazard assessment and Potential consequences

IV-6. The vehicle crew and the response personnel could have been exposed to received significant radiation exposures if the package was had been damaged.

IV-7. If the radioactive material was in dispersible form, radioactive contamination of the environment may might have occurred.

IV-8. Even Before first responders arrived at the emergency site area, some individuals in the immediate vicinity of the site may could have been exposed to radiation.

IV-9. If the environment is had been contaminated, members of the public who happen to were present around the emergency site area could have received internal and external exposure radiation exposures.

IV-10. When response actions are being taken, the response personnel may be might have been exposed to radiation, depending on the their distance from which they operate the package and the period length of exposure time.

IV-11. The radiation dose received by all individuals could likewise be estimated and, where possible, verified using from measurements taken by using appropriate instrumentation.

IV-12. On the basis of the considerations outlined above regarding hazard potential, appropriate strategies should be developed for preparedness and response.

Scenario 2 — Derailment of a consignment of uranium ore concentrate

The derailment of a being transported by rail

IV-13. IV-12. A railway wagon carrying uranium ore concentrate during inclement weather is derailed and this results in injuries to the train crew and the railway track being blocked. The derailed wagon is carrying 50 IP-1 industrial packages on board in Type IP-1, each of which is a 200 litre drum containing low specific activity material type LSA-1. Twelve drums are thrown out of the wagon by the derailment; the other 38 remain in the wagon. The 12 ejected drums land between one and ten 1–10 metres from the vehicle and suffer different levels of damage. Some have visible holes and puncture marks. The accident occurs in a remote location and the weather is bad.

IV-14. IV-13. The first responders from the nearest town reach the site of the emergency area. From the placards on the rail vehicle they identify the radioactive contents in the packages. They establish the cordoned and cordon off the site area and notify the appropriate authorities who arrange for radiological assessors and representatives of the consignor to attend the scene. The train crew who were injured in the incident are rescued and transported to a hospital for treatment.

IV-15. IV-14. On reaching the site area, the radiological assessors confirm that there is no contamination on the first responders. However, there is some contamination near the railway track, and the water used for decontamination is itself now contaminated. The site area is kept cordoned off area.
is maintained while the consignor deploys resources to clean up the site. The spilled ore concentrate is recovered and placed in new drums. The undamaged drums are surveyed and transferred to a new rail vehicle. The railway track is subsequently re-opened when all the damaged wagon packages have been removed, approximately 28 hours/ day after the incident occurred. Meanwhile, radiological assessors proceed to the hospital, and it is confirmed that there is no contamination to the injured train crew, the ambulance or its crew, or the hospital.

Hazard assessment and Potential consequences

IV-15. In this incident, there was radioactive contamination of the area near the railway track where the drums fell out of the wagon. There could also have been contamination on the wagon itself if any of the drums on the wagon suffered an impact during the accident/incident.

IV-16. Any contamination could result in internal and external exposure, but, given that the LSA-I material is LSA-I, the any such exposures are likely to be low over an exposure levels period of approximately 1 day. Bad weather (i.e. wet) would not be high have helped in this respect by preventing resuspension of dust.

IV-17. The location of the emergency site area could impede communication between personnel at the site and the local/ and regional emergency response units and delay, as well as delaying the arrival of first responders and the radiological assessors. Direct and the consignor. However, this location means that public exposure would not occur, and a site area could be a serious hazard, and a cordoned off area can be easily established and maintained cordon off during the emergency response actions.

IV-18. The inclement bad weather could interfere with the response actions and result in the spread of contamination through run-off of contaminated surface water.

IV-19. The affected area needs to be decontaminated to the level specified in the Protection Strategy. Low level Any radioactive waste should arising from the decontamination of the site area would need to be collected, assayed and sent for safe disposal to an appropriate facility. The area can then be declared fit for public use again.

IV-20. On the basis of the above considerations regarding hazard potential, appropriate strategies should be developed for preparedness and response.

Scenario 3 — Road accident involving IP-2 packages

A truck carrying low level waste veers off the road and crashes down an embankment into a stream below. The packages are ruptured and the radioactive contents are spread on the embankment. Some of the contents remain in the truck, which is partially submerged in 1 metre of water in
the stream. The first responders rescue the driver, notify the emergency response centre and establish and cordon off the cordoned off site area.

**IV-23.** Radiological assessors arrive at the site area within a few hours. They set up temporary dykes in the stream. They survey the embankment and take water samples. They observe that radioactive contamination has spread over approximately 500 m² of land. The water samples taken a few metres downstream show very slightly elevated levels of radioactivity. The public are instructed not to swim in the stream, use the water or fish until further notice. Contaminated surface soil up to a depth of 10 cm is collected from an area of 500 m² and is removed, placed in boxes and sent for safe disposal. The area is closed to the public for four days, during which time the tasks required for decontamination are of the site area is completed. Thereafter, the area is declared safe for public use; all restrictions on using the stream are withdrawn.

**Hazard assessment and Potential consequences**

**IV-24.** External exposure would be a distinct possibility in this scenario. If the truck driver, the driver’s assistant and any other persons had remained in the stream for a significant period of time, the contaminated water could have resulted in has minor contamination of their on his skin and clothes and skin. There could also have been intake of from initial response actions in the water near the packages. External exposure is limited because of the nature of the radioactive material from ingestion and through open wounds.

**IV-25.** Air sampling samples and water sampling capabilities should be available.

**IV-26.** External exposure would be limited, since the consignment was of low level waste.

**IV-27.** The internal and external exposure received by the emergency workers would need samples are collected and analysed to be assessed confirm no long-term residual contamination.

**Scenario 4 — Emergency response to a road transport accident involving excepted packages and Type A packages of containing radiopharmaceuticals**

**IV-28.** A delivery van carrying a consignment of radiopharmaceuticals is involved in an a road accident on a highway. The vehicle has on board is carrying a total of 82 Type A packages and excepted packages originating from five different consignors for delivery to a number of medical institutions. The severity of the impact causes all the cargo to be ejected and dispersed on both sides of the road over a distance of about 200 metres. Thirty packages are damaged. Two of these Type A packages — one containing gallium-67 (200 MBq) and the other iodine-131 (40 MBq) — suffer a loss of containment. Vials containing the radioactive material escape from their shielding and are subsequently broken.

**IV-29.** A crew member contacts the local police and the relevant emergency management agency. Within 15 minutes, police officials reach the site area, followed by the local fire department. A representative of the local civil defence department arrives at the site area, equipped with a radiation
monitor. A superficial survey confirms elevated levels of radiation at the site area. The police cordon off the area and wait for radiological assistance.

IV-26. The emergency management agency duly notifies the appropriate response centre about the incident. A radiation protection team reaches the site area within two hours of the occurrence of the accident. Based on the information provided in the transport documents, the team prepares an inventory of the sources involved in the event and conducts an extensive survey of the area with a suitable monitoring instrument. The emergency vehicles at the site area, the civil defence personnel, the police officers and the damaged van are also surveyed. No radioactivity: no contamination is found on any detected. The survey of them and the site area survey indicates localized contamination from the leaking vials but concludes that there is no public health hazard. The personnel provided by the carrier and consignor clean up the area.

IV-27. Under the guidance of the radiological assessors, small pieces of contaminated debris and packing material are collected in plastic bags, then placed in cardboard boxes and sent for safe disposal together with the damaged packages. In the area where the iodine-131 source was found broken, approximately 0.08 m³ of topsoil is removed, placed in boxes and sent for safe disposal. A thorough and systematic survey of the area is then carried out. Normal background dose rates of about 0.1 µSv/h are measured. Sixteen hours after the accident occurred, and after being thoroughly washed, the highway is reopened for public use.

Hazard assessment and potential consequences

IV-28. The potential radiological hazards arising from an accident involving many several Type A packages could be potentially significant on account of possible contamination of persons and the environment.

IV-29. In this case, damage to Type A packages containing radiopharmaceuticals (unsealed sources), accompanied by the release of the contents, could result in both internal and external exposure. Even if there was only damage to the shielding and therefore no release of contents, external exposure could still occur.

IV-30. The vehicle crew, the bystanders and the response personnel may be expected to have suffered possible radiation exposure. Similarly, exposure during the decontamination of persons, the locality and the collection of radioactive waste would contribute to the dose exposures received by the emergency workers.

IV-31. Spread of contamination could occur due to wind and the movement of vehicles on the road. The latter can be minimized by stopping vehicular movement on the road until the emergency is terminated.

IV-32. A problem that may be encountered in an accident of this type is the possible lack of information concerning the exact composition of the consignment. It is typical for a carrier to make
several deliveries and pickups during a particular assignment. The original integrated bill of lading, therefore, may not correctly indicate the exact contents at various stages of the journey, e.g. after the first delivery or the second pickup has been made.

Scenario 5 — Incident involving air transport of iridium-192 pellets in a package with reduced shielding integrity

Iridium-192 irradiating pellets housed within a lead shielded Type B package are being shipped from State A to State C by air via State B, and then on to their final destination in State C by road. On route by road in State C, the driver’s personal dosimeter sounds an alarm. Given that the dosimeter indicates that the individual dose received by the driver has exceeded a pre-set value, he stops the vehicle, moves 30 metres away, and calls the first responders, as per in accordance with the emergency instructions given to him.

The first responders arrive at the site area and based on the information given to them by the driver, establish a cordoned off area of 30 metres radius. In accordance with pre-established arrangements between the consignor and consignee, the consignee sends radiological assessors to the site area.

Dose rates at one part of the 30 metres cordoned off area are found to be 5 mSv/h, hence the cordoned off area is expanded by the first responders to a radius of 100 metres, where a lower dose rate of 100 µSv/h is measured. Dose rate variations along the cordon indicate that one side of the package has lost its shielding function, for unknown reasons. The consignee is able to apply temporary additional shielding to the package and moves it to the final destination. The roadway is re-opened to the public 6 hours after the initial actions by the driver.

The competent authorities in all three countries States are notified, and the personnel who handled the shipment are identified. Blood samples are taken for biodosimetry, and a total of 4 employees from all three countries States are shown to have received individual effective doses in the range of approximately 100 mSv.

Hazard assessment and Potential consequences

An incident like this involves external exposure to package handlers, vehicle crew and pedestrians and bystanders.

Since the reason for the reduction in shielding integrity is not known, it can be assumed that there has been a loss of shielding, until the extent of loss of integrity has been determined. Such an event could have been initiated by an operational error, or by equipment being in a poor condition due to lack of maintenance.

Verification that a source has escaped from the package is obtained by carefully surveying handlers, vehicle crew, the persons responding to the
site, accident, and bystanders. The consignee should be able to confirm this, given the arrangements by which they are involved in the response, e.g. they are sending radiological assessors.

IV-44. The measured/estimated dose rates at the relevant different distances from the package would be required for calculating the estimated can be used to estimate dose received by the exposed persons. The driver would have received external exposure while at the wheel, while attending to the vehicle when it was stationary and while loading the package into the vehicle. Typical distances from the package and the period of exposure should be considered, to compare the dose recorded on the driver’s individual monitor with the estimated dose, given that the driver may have worn the monitor only some of the time during the total period of exposure.

IV-45. During the initial period when the cordon was established at only 30 metres, persons who were outside the cordon were could have been exposed to increased levels of radiation levels. The doses received by those persons present in the zone between 30 and 100 metres should need to be determined.

IV-46. The possible doses received by persons at the airports in Countries States A, B and C where the consignment was handled could also need to be estimated based on time-motion studies. However, it should be borne in mind that, without correct information regarding when and where the impairment of shielding integrity occurred, the estimated dose values for exposures of these persons are speculative subject to large uncertainties.

IV-47. The persons who need to be subjected to biological dosimetry should also be identified.

IV-40. The exposure of some persons can be directly assessed from the results of personal dosimetry, where available; this includes the driver (if a dosimeter was worn) and the persons who installed the additional shielding during the emergency response.

Scenario 6 — Collision of a truckroad vehicle carrying a UF6 package, followed by fire

IV-48. A truck carrying a 48Y cylinder, secured on an ISO flatrack container containing 12 tonnes of natural uranium hexafluoride (UF6) complying with an H(M) package design approval, is involved in a collision with a mobile tank containing liquid hydrocarbon fuel. The collision results in a fire engulfing the 48Y cylinder. The truck driver who is only slightly hurt notifies the national emergency contact points for radiological safety and nuclear security, respectively, and the consignor. The public authority immediately alerts the local fire brigade and the other organizations identified in the local emergency plan, including radiological assessors and an expert in the chemical toxicity of hydrogen fluoride (HF). This plan recommends includes a cordoned off area of 100 metres radius and sheltering downwind up to at least 1000 metres from the package. The fire brigade intervenes upwind to fight the fire.
Approximately one hour after the initial collision, the cylinder ruptures and disperses an unknown quantity of UF₆ as liquid and UF₆ vapour in the downwind direction. The UF₆ reacts with the moisture in the air, generating HF and uranyl fluoride (UO₂F₂).

After the rupture of the cylinder, the fire brigade stops using water on the fire and spreads foam instead. In addition, water is sprayed downwind to flush down any remaining emission of HF and UO₂F₂.

Approximately one hour and a half after the initial collision, the fire is extinguished.

The radiological assessors who arrived at the site area take air and ground samples outside the cordoned off area, both of which indicate normal levels of radioactivity, except that, contamination in the downwind direction, contamination is detected up to a distance of several kilometres. The cordoned off area is then extended accordingly.

The people and emergency workers present in the contaminated area during the passage of the HF and UO₂F₂ plume are sent to hospital for checking for possible chemical and radiological exposure.

The consignor makes arrangement for recovery package operations (e.g. preparation of a rescue container) to secure the package before moving it forward to a safe location.

UO₂F₂ deposits within and outside the cordoned off area are retrieved, removed and placed in drums, and the vehicle wrecks are removed from the site area 3 days after the incident; the wrecks are sent to a cordoned off area in a neighbouring scrapyard, waiting for complete decontamination. The damaged cylinder is removed from the site area to a safe location. Cleaning and decontamination of the road is then performed, and the road is re-opened. Detailed monitoring of property and the environment is performed and early public protective actions are implemented, as appropriate.

Hazard assessment and Potential consequences

The fire accident could release a significant quantity (i.e. between 8 and 12 tonnes) of UF₆, which then converts to HF and UO₂F₂. Persons who were present under the plume released by the ruptured cylinder and the fire could have incurred an intake of these chemicals, as could those who were engaged in firefighting, in cleaning of UO₂F₂ decontamination activities and in handling the damaged cylinder, and vehicles. Inhalation of these chemicals can represent a significant hazard. In contrast, the radiological hazards would be a subsidiary (but not negligible) hazard.

Rupture of the cylinder could have occurred before the effective sheltering of all persons that might have been present within 1 km from the package, depending on the nature of the environment (rural or urban).
downwind. Measured values of the concentrations of UF₆, HF and UO₂F₂ in the environment, and the duration of exposure of persons to these compounds, could be useful in determining the intake quantity, but it appears difficult to be able to perform such measurements 1 hour after the accident. Air concentrations can also be estimated by calculation, based on the wind speed and atmospheric stability and class, using realistic assumptions for the plume heights and release rates, as well as other weather conditions. To estimate possible intakes, the use of respiratory protective equipment and sheltering also needs to be taken into account.

Inhalation of these hazardous chemicals is an important exposure pathway. To estimate the possible intake of the chemicals, it would need to be identified which kind of protective gear or shelter was used by the responders or the public present in the vicinity and downwind of the damaged cylinder.

Radiological hazards would be a subsidiary hazard, but not negligible.

Scenario 7 — Sinking of a cargo vessel with three irradiators containing Cs-137 radioactive sources in a Type B(U) package

A general cargo ship carrying cargo, including a consignment of radioactive material, collides with a submerged object and sinks in territorial waters on a major shipping route into a depth of 30 metres.

The consignment consists of a Type B(U) package in one freight container. The package contains three special form radioactive material caesium-137 sealed sources, with a total activity of 110 TBq. There are no other dangerous goods on board the vessel.

While taking on water, the vessel notifies the appropriate notification point and the shipping company headquarters. All of the crew are rescued by a nearby vessel.

The shipping company contacts the consignor of the Type B(U) package. The notification point and the consignor inform the emergency notification point of the potential emergency. The emergency notification point contacts the radiological assessors, the consignor and the carrier to assess the potential for damage to the consignment and any possible radiological consequences.

The consignor advises the authorities that containment of the radioactive material is ensured by the special form radioactive material capsules only, and by the Type B(U) package. While there is no suspicion of a release of radioactivity at the time of sinking, the radiological assessors estimate that corrosion of the capsules by sea water could lead to release of caesium-137 after a few months.

Water samples are collected near the sunken vessel and show no contamination.
IV-67. The authorities and the consignor discuss the necessity/possibility of the salvage and assess the time required for maritime salvage operations of the sunken ship and cargo with a marine salvage company.

IV-68. Considering all the factors, including the popularity of tourism and fisheries in the area, a decision is made to try to salvage the ship and recover the freight container carrying the radioactive material within 4 months to limit the potential for corrosion hazards in the worst case scenario. Regular monitoring and sampling of the marine environment in the immediate area are scheduled and conducted.

IV-69. The consignor and the public safety authorities work with the marine salvage company and are able to locate the freight container with the consignment of radioactive material. The ship is salvaged, with the freight container, 3 months after the sinking and moved to a nearby port. Marine environmental monitoring does not show any indication of contamination.

IV-70. After isolating the freight container, the package is inspected for general condition of the Type B(U) package and the packages are surveyed for contamination. It is assessed to be concluded that it is safe to move the package to the consignee’s site, which is nearer than the consignor’s, under special arrangement approved by the competent authority. The package is then shipped by road to the consignee’s site.

**Hazard assessment and potential consequences**

IV-71. The decision on the salvage may differ depending on the depth of the water, corrosion assessment, radioactivity and other factors.

IV-72. An assessment of the potential radiological consequence via seafood consumption is performed by the radiological assessors.

IV-73. Sampling of sea water and marine life immediately performed in the area of sinking and six months later confirms the absence of contamination.
REFERENCES


[8][1] FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS, INTERNATIONAL ATOMIC ENERGY AGENCY, INTERNATIONAL CIVIL AVIATION


ANNEX I: EXAMPLE EVENT NOTIFICATION FORM

The checklist below is an example of an Event Notification Form. Based on the national hazard Potential consequences, event notification forms should be developed to meet the needs of each State and response organization.

Event notification forms should be completed as information from the site area of an emergency during transport becomes available. Initial information provided by emergency services or the carrier should be provided to the notification point as soon as a visual inspection on the site has been undertaken. The notification point can relay this information to other response organizations, and they can use this information of the potential radiological consequence via seafood consumption is performed by the radiological assessors to determine whether additional resources, restrictions on food consumption are required. The information gathered can also be used in instructions, warnings, and information for the public.

As the response efforts continue and more information becomes available, the form should be updated accordingly.

Part 1 of the form focuses on gathering information while initial response actions are being taken. The information is based on observables and indicators, not on measurements. Depending on the nature of the emergency, the information could be provided by the carrier or by first responders.

Part 2 of the form focuses on allowing the radiological assessor to provide advice and assessments and to prepare to deploy to the emergency site. Depending on the nature of the emergency, the information may be provided by a combination of sources, including emergency workers at the site and offices of the carrier or consignor.

### Event Notification Form

**Part 1**

Note: Do not delay emergency response actions or additional notifications to complete this form. Gather the information that is readily available.

<table>
<thead>
<tr>
<th>1.1</th>
<th>Name/Contact information of person or agency reporting the event:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.2</td>
<td>Date/Time of the event: Specify time zone</td>
</tr>
</tbody>
</table>
| 1.3 | **Exact location of the emergency:**  
*Address or GPS* |
| 1.4 | **Conveyances information:**  
*Registration number, IMO number, flight number, etc.* |
| 1.5 | **Description of the event:**  
*Collision, sinking, etc.* |
| 1.6 | **Critical observable conditions:**  
- Description of package(s)?  
  *Drums? Cardboard boxes? Number, if known.*  
- Fire?  
  *Duration? Extinguished?*  
- Visible damage to package?  
  *Describe*  
- Suspected release of package contents?  
  *Leak, spill, venting?*  
- Package/conveyance status?  
  *Overturned? Sunken?*  
- Presence of other dangerous goods? |
| 1.7 | **Description of initial response actions:** |
100

| Number of victims, rescues, first aid, cordon off area established? |
| Note: Confirm that there is no delay in transport of injured victims due to possible contamination. |

| 1.8 Transport document information: |
| Number of package(s) |
| Radionuclide(s) and activities |
| Carrier information |
| Consignor information |
| Consignee information |
| UN number |
| Chemical and physical forms |

| 1.9 Marking and labelling information: |
| Contents of labels |
| UN number |
| Radionuclide(s) and activities |

| 1.10 Basic meteorological information: |
| Rain, storms, strong wind, etc. |

| 1.11 Photographs and/or sketch of the emergency site: |

<p>| 1.12 Photographs and/or sketch of the package(s), including labels and markings: |
| 2.1 | Detailed description of initiating event: |
|     | <em>Drop height, collision speed, fire duration, etc.</em> |
| 2.2 | Status of protective actions and other response actions: |
| 2.3 | Description of transport modality: |
|     | <em>Modes, route, locations</em> |
| 2.4 | Information on: |
|     | — Package(s) |
|     | — Freight container(s) |
|     | — Conveyance |
| 2.5 | Measurement results, if available: |
|     | — Dose rates |
|     | — Contamination surveys |
| 2.6 | Package type(s) and design certificate: |
| 2.7 | Nature of radioactive material: |</p>
<table>
<thead>
<tr>
<th>Section</th>
<th>Description</th>
</tr>
</thead>
</table>
| 2.8     | Other hazards present at the site:  
          *Severe weather, conventional hazards* |
| 2.9     | Subsidiary hazards: |
| 2.10    | Accessibility of the site: |
| 2.11    | Meteorological data: |
| 2.12    | Logistical support available at the site: |
| 2.13    | Description of surrounding area:  
          *Population*  
          *Agriculture*  
          *Drinking water supply*  
          *Protected/restricted areas* |
ANNEX II: TEMPLATE FOR THE ‘CARRIER AND CONSIGNOR EMERGENCY RESPONSE PLAN’

TITLE (COVER) PAGE

On the title (cover) page write the title of the plan, approval date, version number and signatures. The signatures should include the heads of all the participating organizations.

CONTENTS

INTRODUCTION

This section should describe the objectives of the plan. It should include a description of the contents of the plan, e.g., as a contents page. It should state the scope of the plan and what phases of the emergency it covers. It should also describe any relevant regulatory or legal frameworks that it satisfies.

1.1. Responsibility

This section should list the individual responsible for implementation and maintenance of the plan.

OVERVIEW OF SHIPMENTS

This section provides a general description of the different types of packages that will be transported, along with how they should be handled and the appropriate transport conditions. Documents that could provide more information in this regard are also referred to, along with where to find these documents.

2. INTERNAL ORGANIZATION OF THE RESPONSE ENTITIES

This section presents the transporting party’s organizational plans and provisions for managing an incident or emergency situation. These must be consistent with public authority plans.

The following key points should be addressed:

(a) The organizational approach to detecting a possible event, and the dissemination of the subsequent alert;

(b) The organizational approach to the response following the alert, both for the initial phase and the longer term;

(c) The organizational approach to a long-term emergency;

(d) The organizational approach to the exit period of the emergency phase.

For each scenario, the roles and responsibilities of each actor in the planned organization are presented, specifying the measures that will be taken to guarantee the availability of the actors and their replacements over the long term, if required.

The plan should also describe the locations of the actors, their decision-making levels (including the level of outside communication) and the interactions that should take place between them.
The interactions with public authorities and the procedures involved must also be specified, and flowcharts/organizational diagrams are included.

**PROCEDURES FOR TRIGGERING THE PLAN AND MAKING NOTIFICATIONS**

This section should describe all the means for detecting an incident or emergency involving a shipment of radioactive substances, the criteria for triggering the emergency response plan, and the procedures for alerting external actors and/or the public authorities who need to be informed, so that they can deploy the planned response.

2.1. Notification points and notification procedures (including an event notification form such as provided in Annex I)

This section should list the response organizations which should be contacted when an emergency occurs.

3. **CONCEPT OF OPERATIONS**

3.1. Personnel capable of intervening and any expertise or partnerships

This section should describe the capacity to bring in entities and personnel with the required skills and experience necessary for public authorities to be able to respond. It should state which parties are liable to intervene, their training/qualifications and a time-frame for intervention. If these measures include using an external company, the particulars of that company and the scope of its contribution should be specified.

3.2. Emergency scenarios to be considered

This section should identify the emergency scenarios to be considered, along with their consequences. It should include single or combined failures of safety functions, alongside human error. The level of detail for each of these scenarios should be proportional to the perceived risk.

In particular, the identification of consequences should include cover the individual doses received and an evaluation of the toxic consequences.

3.3. Material resources available for deployment to the site of the event

IV.74. IV-62. This section should list the equipment necessary if an event occurs, and how to procure it if needed. It should include equipment required during all phases of the emergency. The time and resources needed to make this equipment available should be stipulated, and a link should be made to the emergency scenarios in section 5.2 of the plan.

3.4. Provisions for the emergency response phase

This section should specify the steps to be taken to manage emergency situations.

3.5. Reception area for damaged packages
This section should identify characteristics of representative sites where damaged packages could be routed while maintaining an adequate level of safety. Agreements or partnerships with the various sites shall be specified, along with the steps necessary to gain authorization for the movement of damaged packages.

3.6. Provisions for the transition phase

This section should make provisions for organizational measures for the transition phase, as preparation for recovery. In particular, this entails identifying the conditions for exiting the emergency response phase and the termination phase.

**EMERGENCY MANAGEMENT TOOLS**

This section should outline the operational tools that may be included as part of a plan to help manage the emergency; examples are given below.

3.7. Decision aid

This could include practical tools, such as a logic diagrams, to direct the user to the most appropriate recommendation for dealing with the situation encountered.

3.8. Reflex response sheets

This is a sheet for each step in the emergency plan, for each actor involved, outlining the steps to be taken in chronological order. It should include details of the conditions for using the sheet, the expected results and the conditions for ending use of the sheet.

**Standard messages**

A standard approach to formatting is recommended for transmitting messages and listing the information to be provided, such as date, time, sender details, reference, event concerned.

**External communication**

External communication tools are recommended for responding to the public, to other authorities and to queries from local, national and international media.

**Recording and archiving of communications**

This should describe how the various communications are logged during management of the emergency, and how they are archived and made available.

4. EMERGENCY PREPAREDNESS

This section should describe how the emergency response capability will be maintained to sustain operational readiness.

4.1. Training of personnel
This should include details of the training of all the actors described in the plan and a method to ensure that a sufficient number of qualified and trained personnel are always available to implement the plan when required.

4.2. Exercises

This should outline details of the exercises needed to test the plan’s adequacy and the intervals at which they will take place. The frequency and scope of exercises testing different areas of the plan should be described, as well as the level of involvement from other parties external to the carrier/consignor.

**Experience feedback**

This should describe how learning from exercises, real emergencies and external sources is included in the plan, and the frequency with which these learning opportunities are reviewed.

**Renewal of partnerships**

The procedures for the renewal of any partnerships or agreements are specified.

**Quality assurance**

This should describe how the quality of the plan is maintained. The provisions for the management of any documentation related to quality assurance should be described, e.g., monitoring, updating, accessibility.

Annex I — Contact Information

Annex II — Notification Form
## CONTRIBUTORS TO DRAFTING AND REVIEW

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation/Institution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aprilliani, D.</td>
<td>Nuclear Energy Regulatory Agency, Indonesia</td>
</tr>
<tr>
<td>Bajwa, C.</td>
<td>International Atomic Energy Agency</td>
</tr>
<tr>
<td>Breitinger, M.</td>
<td>International Atomic Energy Agency</td>
</tr>
<tr>
<td>Dodeman, J.F.</td>
<td>Autorité de Sûreté Nucléaire, France</td>
</tr>
<tr>
<td>Garcia Alves, J.</td>
<td>Instituto Superior Técnico, Portugal</td>
</tr>
<tr>
<td>Hirose, M.</td>
<td>Nuclear Regulation Authority, Japan</td>
</tr>
<tr>
<td>Ito, D.</td>
<td>World Nuclear Transport Institute</td>
</tr>
<tr>
<td>Konnai, A.</td>
<td>National Maritime Research Institute, Japan</td>
</tr>
<tr>
<td>Marcotte, L.</td>
<td>Transport Canada</td>
</tr>
<tr>
<td>Mayor, A.</td>
<td>Office for Nuclear Regulation, United Kingdom</td>
</tr>
<tr>
<td>McBride, D.</td>
<td>Department of Energy, United States of America</td>
</tr>
<tr>
<td>Nandakumar, A.</td>
<td>Atomic Energy Regulatory Board (ret.), Consultant, India</td>
</tr>
<tr>
<td>Presta, A.</td>
<td>World Nuclear Transport Institute</td>
</tr>
<tr>
<td>Sert, G.</td>
<td>Institut de radioprotection et de sûreté nucléaire (ret.), Consultant, France</td>
</tr>
<tr>
<td>Tennant, R.</td>
<td>Canadian Nuclear Safety Commission</td>
</tr>
</tbody>
</table>