

October 26, 2004

ORGANIZATION: Nuclear Energy Institute (NEI)

SUBJECT: SUMMARY OF SEPTEMBER 9, 2004, MEETING WITH NEI TO DISCUSS EMERGENCY PLANNING (EP) ASPECTS OF EARLY SITE PERMIT (ESP) REVIEWS, APPLICABILITY OF 10 CFR PART 21 TO ESP APPLICANTS AND HOLDERS, AND INCLUSION OF PLANT PARAMETERS IN ESPs

On September 9, 2004, a meeting was held between the U.S. Nuclear Regulatory Commission (NRC) and NEI at NRC Headquarters in Rockville, MD. The purpose of this meeting was to discuss industry issues related to major features of emergency plans submitted by ESP applicants, issues related to applicability of 10 CFR Part 21 to ESP holders and applicants, and issues related to inclusion of plant design parameters in early site permits. A list of meeting attendees is included as Attachment 1. The meeting agenda is provided as Attachment 2. No NRC or NEI handouts were provided during the meeting.

This meeting was preceded by a phone conference on August 30, 2004, during which NEI proposed, and the staff agreed to, the agenda and discussion topics for the meeting.

Highlights of the Emergency Planning Portion of the Meeting

The staff began the meeting by making several points:

- C The staff has identified an open issue for internal consideration. The issue involves the question of what finality is associated with an ESP holder having received NRC approval of major features of an emergency plan in accordance with Subpart A of 10 CFR Part 52.
- C The staff needs to better define what major features are, beyond the limited discussion in 10 CFR Part 52. Although draft NUREG-0654 Supplement 2 provides a definition and criteria for addressing major features, the staff needs to re-evaluate guidance in that document in relation to requirements for approval of emergency plans.
- C The staff needs to further evaluate whether approval can be granted (with caveats) for a major feature if one or more criteria under that feature (as defined in NUREG-0654, Supplement 2) are not approved.

NEI proposed that a major feature be defined differently than it is defined in NUREG-0654, Supplement 2, and that the staff consider defining a major feature as a "continuum" of options with regard to the level of detail provided by an ESP applicant. NEI also proposed that, if a major feature is approved, reasonable assurance has been provided, so that major features should not need to be re-validated at the combined license (COL) stage, except with regard to interfaces between matters addressed at ESP and those addressed at COL. The staff responded that, for ESPs, this is a legal issue and needs to be addressed as such, as discussed above.

With regard to ESP sites located adjacent to an operating nuclear power plant, NEI asked why information in a previously-approved emergency plan (i.e., for the operating unit) needs to be re-evaluated if such information is used to support an ESP application. NEI made an analogy to an NRC-approved topical report referenced in a licensing action in which the subject matter of the topical report is usually accepted by the staff without being reviewed again.

The staff remarked that the ESP review is a separate licensing action and that, in evaluating any ESP application, reviewers will look for information in the application (e.g., offsite planning information) to address applicable regulatory criteria. If such information is not found, the staff will develop requests for additional information. The staff also noted that any concerns pertinent to an operating plant's information used in support of an ESP application would be addressed using NRC's existing oversight process.

NEI asked why NUREG-0654, Supplement 2 calls for more information for contacts and arrangements with local, state, and federal government agencies with emergency planning responsibilities for an ESP application seeking approval of major features of an emergency plan than it does for an ESP application that is simply demonstrating that there are no significant impediments to the development of emergency plans. NEI noted that 10 CFR 52.17 appears to require the same information for both situations. The staff responded that a more detailed description of contacts and arrangements is necessary to establish a major feature of an emergency plan. The staff agreed to review this issue and provide additional feedback in the next meeting with NEI on ESP emergency planning issues.

Regarding NRC requests for projections of future site and surrounding area characteristics, the staff noted that the NRC needs to know if there will be any impediments to developing emergency plans over the potential 20-year period of an ESP.

NEI asked what finality is associated with approval of an evacuation time estimate (ETE) at ESP, as well as why an ETE previously accepted for an operating plant needs to be re-evaluated for an ESP application for an adjacent site. NEI stated that the level of review of an ETE should be less for identifying impediments to the development of emergency plans than for supporting approval of major features. Finally, NEI stated that the existence of an emergency plan for an operating plant adjacent to the ESP site should be adequate to demonstrate that there are no impediments to the development of an emergency plan for the ESP site. The staff responded that, in such a situation, the ESP applicant needs to address the impact of the proposed new plant(s) on the existing emergency plan and address contacts with local, state, and federal government agencies with emergency planning responsibilities.

The staff noted that, if an applicant puts information in an application on any subject beyond that required for the staff to make its regulatory findings, the staff's safety evaluation report may state that the staff did not review such information and would provide the reason. In addition, the staff stated that, should an ESP applicant initially request in its application approval of major features of an emergency plan and then decide to seek a finding of no significant impediments to the development of emergency plans, the applicant should revise its application to so state.

At the conclusion of this discussion, both sides agreed to a follow-on meeting to continue discussions on these subjects, and the week of October 18, 2004, was tentatively chosen as the target. The staff stated that it planned to develop and issue a letter stating its position on

the remaining emergency planning issues, mainly the definition and finality of major features of emergency plans, one week prior to the next meeting.

Highlights of the Part 21 Portion of the Meeting

To begin the discussion of applicability of 10 CFR Part 21 to ESP holders, the staff referred NEI to the staff's June 22, 2004 letter (ADAMS Accession No. ML040430041) providing the staff's position that Part 21 does apply. The staff also made the following points:

- C ESP applicants must have a Part 21 program implemented before an ESP is issued. In practical terms, this means before the NRC's final safety evaluation report is issued.
- C The staff agrees that language in the draft ESP template regarding Part 21 applicability can be simplified. The staff plans to add language to the template stating that the NRC has found that the applicant complies with Part 21.
- C The staff expects ESP applications to state that applicants have implemented a Part 21 program and to describe how it has been implemented (e.g., in procedures and procurement specifications). NRC will verify implementation through the inspection process in accordance with existing inspection procedures.

NEI asked for an example of an ESP item reportable under Part 21. The staff cited the example of an error discovered in a seismic analysis performed by a contractor to an ESP applicant that could impact design of safety-related structures, systems, and components. NEI and the staff generally agreed that Part 21 would require the contractor to report such a "defect" to the ESP holder, but that it would appear that the ESP holder (that had not chosen a design at the ESP stage) would not be required to evaluate the impact of the defect until such time as it chose a design to build at the site and submitted a COL application to the NRC.

At the conclusion of this discussion, NEI stated that it plans to send the staff a letter on the subject of Part 21 applicability to ESPs.

Highlights of the Plant Parameter Portion of the Meeting

This discussion was a follow-up to a discussion in a July 30, 2004 NRC/NEI meeting (meeting summary ADAMS Accession No. ML042390141) on the subject of inclusion of plant design parameters in ESPs. With respect to the site safety review, the staff emphasized that the only parameters it plans to put in the permit would be those that are determined by the applicant (and confirmed by the staff) to be important to the safety case. The staff intends to state that any design parameters provided by the applicant that are not used to support the site safety review were not reviewed by the staff. With respect to the environmental review, the staff stated that it proposes to include in the permit those plant design parameters provided in the application that were considered during the development of the environmental impact statement. The staff is currently reviewing its position on this question.

At the earlier meeting, NEI had stated that the presence of such parameters in the permit (as opposed to them being in the staff's review products) was of concern. However, they stated at the September 9, 2004 meeting that the issue is how environmental plant parameters are characterized, because such parameters are treated differently on the environmental side than

they are on the safety side. On the environmental side, NEI stated that the review is a bounding review and, at COL, a design value that is beyond the parameters assumed at ESP may not result in a significant change in the environmental impact. NEI believes that further analysis of environmental issues at the COL stage is only necessary if there is a significant change in the environmental impact. NEI asked that the staff consider finality for environmental findings in light of the requirements in 10 CFR 52.79(a)(1), 52.89, and 51.92.

The staff requested that NEI send a letter to the staff to describe its concerns on this subject.

/RA/

Michael L. Scott, Senior Project Manager
New Reactors Section
New, Research and Test Reactors Program
Division of Regulatory Improvement Programs
Office of Nuclear Reactor Regulation

Project No. 689

Attachments: 1. List of attendees
2. Agenda

cc w/ atts: See next page

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Michael L. Scott, Senior Project Manager
New Reactors Section
New, Research and Test Reactors Program
Division of Regulatory Improvement Programs
Office of Nuclear Reactor Regulation

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ADAMS ACCESSION NUMBER: ML042610277 * See previous concurrence

OFFICE	PM:RNRP	SC:RLEP*	SC:NSIR/EPD*	SC:IPSB*	OGC*	SC:RNRP
NAME	MScott	AKugler	EWeiss	DThatcher	RWeisman	LDudes
DATE	10/20/04	9/22/04	9/22/04	9/23/04	10/14/04	10/23/04

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JDyer (RidsNrrOd)

RBorchardt

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NRR/ADPT Secretary [RidsNrrAdpt]

RNRP Group

DMatthews

TQuay

DThatcher

EWeiss

PPrescott

BMusico

DBarss

JAnderson

RMoody

MNader

PKuo

RWeisman

TKenyon

JTappert

AKugler

TMensah (NRR Communication Coord)

ACRS (RidsAcrsMailCenter)

OPA

MEI-Zeftway

External e-mail

bhupinder.singh@hq.doe.gov

tom.miller@hq.doe.gov

Vanessa.Quinn@dhs.gov

Kenneth.Wierman@dhs.gov

James.Purvis@dhs.gov

**Meeting with the Nuclear Energy Institute (NEI) Regarding Emergency Planning Aspects
of Early Site Permit (ESP) Reviews, Applicability of 10 CFR part 21 to ESP Applicants and
Holders, and Inclusion of Plant Parameters in ESPs
September 9, 2004
Attendance List**

NRC

William Beckner NRR/DRIP/RNRP
 Laura Dudes NRR/DRIP/RNRP
 Michael Scott NRR/DRIP/RNRP
 Nan Gilles NRR/DRIP/RNRP
 Raj Anand NRR/DRIP/RNRP
 Dan Barss NSIR/DRP/EPD
 Bruce Musico NSIR/DRP/EPD
 Joe Anderson NSIR/DRP/EPD
 Bob Moody NSIR/DRP/EPD
 Jerry Wilson NRR/DRIP/RNRP
 S. Rosenberg NSIR/DRP/EPD
 Paul Prescott NRR/DIPM/IPSB
 Steve Alexander NRR/DIPM/IPSB
 Bob Weisman OGC
 Tom Kenyon NRR/DRIP/RLEP

NEI

Russell Bell
 Alan Nelson

Other Interested Attendees

Tom Mundy Exelon
 Eddie Grant Exelon
 Carl Berger Energetics
 George Zinke Entergy
 Ben George Southern Nuclear
 Steve Frantz Morgan Lewis
 Lane Hay SERCH Bechtel
 Jenny Weil McGraw Hill
 Joe Hegner Dominion
 Charles Pierce Southern Nuclear
 Lew LaGarde Enercon Services
 Guy Cesare Enercon Services
 Kenneth Hughey Entergy
 M. Bourgeois Entergy

Agenda

September 9, 2004, Meeting with the Nuclear Energy Institute (NEI) Regarding Emergency Planning Aspects of Early Site Permit (ESP) Reviews, Applicability of 10 CFR part 21 to ESP Applicants and Holders, and Inclusion of Plant Parameters in ESPs

8:30 a.m.	Introductory Comments	NRC/NEI
8:45 a.m.	Discussion of NEI comments on major features of emergency plans submitted in ESP applications	NRC/NEI
9:45 a.m.	Public comment	
10:00 a.m.	Discussion of NEI comments on applicability of 10 CFR Part 21 to ESP applicants and holders	NRC/NEI
10:45 a.m.	Public comment	
11:00 a.m.	Discussion on inclusion of plant parameters in ESPs	NRC/NEI
11:30 a.m.	Public comment	
11:45 a.m.	Summary	NRC/NEI
12:00 noon	Adjourn	

ESP-Generic

cc:

Mr. David Lochbaum
Union of Concerned Scientists
1707 H Street, NW
Suite 600
Washington, DC 20006-3919

Mr. Paul Gunter, Director
Reactor Watchdog Project
Nuclear Information & Resource Service
1424 16th Street, NW, Suite 404
Washington, DC 20036

Mr. Adrian Heymer
Nuclear Energy Institute
Suite 400
1776 I Street, NW
Washington, DC 20006-3708

Mr. Russell Bell
Nuclear Energy Institute
Suite 400
1776 I Street, NW
Washington, DC 20006-3708

Mr. Thomas P. Miller
U.S. Department of Energy
Headquarters - Germantown
19901 Germantown Road
Germantown, MD 20874-1290

Mr. James Riccio
Greenpeace
702 H Street, NW, Suite 300
Washington, DC 20001

Mr. Rod Krich
Vice President, Licensing Projects
Exelon Nuclear
4300 Winfield Road
Warrenville, IL 60555

Ms. Patricia Campbell
Winston & Strawn
1400 L Street, NW
Washington, DC 20005

Mr. James F. Mallay, Director
Regulatory Affairs
FRAMATOME, ANP
3315 Old Forest Road
Lynchburg, VA 24501

Mr. Ernie H. Kennedy
Vice President New Plants
Nuclear Plant Projects
Westinghouse Electric Company
2000 Day Hill Road
Windsor, CT 06095-0500

Dr. Regis A. Matzie
Senior Vice President and
Chief Technology Officer
Westinghouse Electric Company
2000 Day Hill Road
Windsor, CT 06095-0500

Mr. Gary Wright, Director
Division of Nuclear Facility Safety
Illinois Emergency Management Agency
1035 Outer Park Drive
Springfield, IL 62704

Mr. Glenn Archinoff
Licensing Manager
AECL Technologies Inc.
481 North Frederick Avenue
Suite 405
Gaithersburg, MD 20877

Mr. Brendan Hoffman
Research Associate on Nuclear Energy
Public Citizens Critical Mass Energy
and Environmental Program
215 Pennsylvania Avenue, SE
Washington, DC 20003

Mr. Tom Clements
6703 Guide Avenue
Takoma Park, MD 20912

Mr. Paul Leventhal
Nuclear Control Institute
1000 Connecticut Avenue, NW
Suite 410
Washington, DC 20036

Mr. Jack W. Roe
SCIENTECH, INC.
910 Clopper Road
Gaithersburg, MD 20878

Ms. Marilyn Kray
Vice President, Special Projects
Exelon Generation
200 Exelon Way, KSA3-E
Kennett Square, PA 19348

Mr. Joseph D. Hegner
Lead Engineer - Licensing
Dominion Generation
Early Site Permitting Project
5000 Dominion Boulevard
Glen Allen, VA 23060

Mr. George Alan Zinke
Project Manager
Nuclear Business Development
Entergy Nuclear
M-ECH-683
1340 Echelon Parkway
Jackson, MS 39213

Mr. Charles Brinkman
Westinghouse Electric Co.
Washington Operations
12300 Twinbrook Pkwy., Suite 330
Rockville, MD 20852

Mr. Marvin Fertel
Senior Vice President
and Chief Nuclear Officer
Nuclear Energy Institute
Suite 400
1776 I Street, NW
Washington, DC 20006-3708

Dr. Glenn R. George
PA Consulting Group
130 Potter Street
Haddonfield, NJ 08033

Mr. Arthur R. Woods
Enercon Services, Inc.
500 TownPark Lane
Kennesaw, GA 30144

Mr. Thomas Mundy
Director, Project Development
Exelon Generation
200 Exelon Way, KSA3-E
Kennett Square, PA 19348

Mr. Ed Wallace, General Manager
Projects
PBMR Pty LTD
PO Box 9396
Centurion 0046
Republic of South Africa

Ms. Vanessa E. Quinn, Chief
Radiological Emergency Preparedness
Section
Department of Homeland Security/FEMA
500 C Street, SW
Washington, DC 20472

Mr. Ron Simard
6170 Masters Club Drive
Suwanee, GA 30024

External E-Mail
eddie.grant@exeloncorp.com
jim.mallay@framatome-anp.com