



**Public Meeting on the NRC
Proposed Rule to enhance
Emergency Preparedness
and changes to the
FEMA Radiological Emergency
Preparedness Program (REPP)
Manual and NUREG 0654-Supp 4**

Building the foundation

- Safety first
- Emergency egress from the room
- Restrooms
- Please put your cell phones & pagers on vibrate
- One break in the Agenda

Agenda for today

- Setting the Stage- Moderator
- Opening Remarks-NRC
- NRC Rulemaking- NRC staff
- Opening Remarks-FEMA
- FEMA Guidance changes-FEMA staff
- BREAK
- Questions
- Wrap up

Breaking the mold

- Category 3 means a time for questions
- Multiple ways to participate today-
 - In-Person
 - “Viewing” using the Internet
 - “Listening” using the Toll-free 800#

Please
use the Microphone when speaking

For those participating remotely...

- Out of respect for other listeners:
 - Please mute your phone (*6)
 - Don't forget to un-mute (*6) to ask your question

For everyone who asks a question...

- Please state your name, organization and your question for the panel

Meeting Purpose

- Introduce the rulemaking and guidance documents
- **Answer questions** related to the documents that may need additional clarification
- Outline the next steps in the rulemaking process
- Discuss how the public can participate in the rulemaking process during the comment period

To make a formal Comment

- We will **NOT** be taking formal comments from the microphone at this meeting
- The NRC and FEMA request that you provide your comments in writing



Would you like to comment on the documents in this Rulemaking?

It's fast and easy using-

www.Regulations.gov

NRC Docket ID: NRC-2008-0122

FEMA Docket ID: FEMA-2008-0022

Just enter the Docket ID; find the document you wish to comment on and click the yellow comment bubble!

Other ways to Comment

NRC Proposed Regulations and Draft Guidance

E-mail

Rulemaking.Comments@nrc.gov

Mail

Secretary

US Nuclear Regulatory Commission

Washington, D.C. 20555-0001

ATTN: Rulemakings and Adjudications Staff

Fax 301-492-3446

Other ways to Comment

FEMA Draft Guidance

E-mail: FEMA-POLICY@dhs.gov

Mail/Hand Delivery/Courier

Regulation and Policy Team

Office of Chief Counsel

Federal Emergency Management Agency Room 835

500 C Street, SW Washington, DC 20472

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Chris Miller

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**Office of Nuclear Security and Incident
Response**

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Just enter the Docket ID; find the document you wish to comment on and click the yellow comment bubble!

Proposed Emergency Preparedness Rulemaking & Guidance

Robert Kahler, Branch Chief
Inspection & Regulatory Improvements Branch
Division of Preparedness & Response
Office of Nuclear Security & Incident Response

Proposed EP Rulemaking

#	RULEMAKING TOPIC	ONSITE GUIDANCE
1	On-Shift Multiple Responsibilities	Interim Staff Guidance
2	Emergency Action Levels for Hostile Action Events	Reg. Guide 1.101
3	Emergency Response Organization Augmentation at Alternative Facility	Interim Staff Guidance
4	Licensee Coordination with Offsite Response Organizations	Interim Staff Guidance
5	Protective Actions for Onsite Personnel	Interim Staff Guidance
6	Challenging Drills and Exercises	Interim Staff Guidance
7	Alert and Notification System Backup Means	Interim Staff Guidance
8	Emergency Declaration Timeliness	Interim Staff Guidance
9	Emergency Operations Facility – Performance-Based Approach	Interim Staff Guidance
10	Evacuation Time Estimate Updating	NUREG/CR-XXXX
11	Emergency Plan Change Process	Draft Reg. Guide DG-1237
12	Removal of One-Time Requirements	N/A

Proposed EP Rulemaking

1. On-Shift Multiple Responsibilities

- 10 CFR Part 50, Appendix E
Section IV.A.9 (new)
- On-Shift Staffing Analysis
 - Adequate
 - Multiple Responsibilities
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

Proposed EP Rulemaking

2. Emergency Action Levels for Hostile Action Events

- 10 CFR Part 50, Appendix E
Section IV.B, “Assessment Actions”
- Incorporate Hostile Action Events
- NEI 99-01, Revision 5

3. Emergency Response Organization Augmentation at Alternative Facility

- 10 CFR Part 50, Appendix E
Section IV.E.8
- Minimize Delays in Emergency Response
- Alternative Facility Characteristics
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

4. Licensee Coordination with Offsite Response Organizations

- 10 CFR Part 50, Appendix E
Section IV.A.7
- Competing Resource Needs During Hostile Action Events
- Verification of Adequate Resources
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

Proposed EP Rulemaking

5. Protective Actions for Onsite Personnel

- 10 CFR Part 50, Appendix E
Section IV.I
- Ability of Site Personnel to:
 - Perform a reactor shutdown
 - Implement emergency plan
- Provide Protection for Non-Responders
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

6. Challenging Drills and Exercises

- 10 CFR 50.47(b)(14)
- 10 CFR 50, Appendix E
Sections IV.F.2.a, 2.b, 2.i, 2.j
- Hostile Action Based Exercise
- Predictability and Preconditioning
- Submittal of Scenarios
- Remedial Exercises
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

7. Alert & Notification System Backup Means

- 10 CFR Part 50, Appendix E
Section IV.D.3
- Alert and Notification
- Flexibility in Methods
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

8. Emergency Declaration Timeliness

- 10 CFR Part 50, Appendix E
Section IV.C.2 (new)
- Capability to Declare an Emergency
in 15 minutes
- Prompt Declaration
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

9. Emergency Operations Facility – Performance Based Approach

- 10 CFR Part 50, Appendix E
Section IV.E.8
- “Near-Site” Emergency Operations Facility
- Distance from Plant Site
- Performance Criteria
- Draft Interim Staff Guidance
NSIR/DPR-ISG-01

10. Evacuation Time Estimate Updating

- **10 CFR 50.47(b)(10)**
10 CFR Part 50, Appendix E, Section IV
- **Periodic Updates**
 - Decennial Census
 - 10% Population Change
- **Prior NRC Review and Approval**
- **Formulation of Protective Action Recommendations**
- **Draft NUREG/CR-XXXX**

11. Emergency Plan Change Process

- 10 CFR 50.54(q)
- Reduction in Effectiveness
- Definitions
- License Amendment Process
- Draft Regulatory Guide
DG-1237

12. Removal of One-Time Requirements

- 10 CFR 50.54(r)
- 10 CFR 50.54(s)(1)
- 10 CFR 50.54(s)(2)(i)
- 10 CFR 50.54(u)

Requests for Input

- Inclusion of National Incident Management System/Incident Command System in Onsite EP programs
- Shift Staffing and Augmentation
- Effective Date
- Implementation Schedule

Requests for Input

- Non-Power Reactor Licensees
 - Detailed analyses demonstrating timely performance of emergency response functions by on-shift personnel
 - Capability to assess, classify, and declare an emergency condition within 15 minutes
 - Hostile action event emergency action levels

Draft Interim Staff Guidance (ISG)

- Guidance on Remaining Topics
- Integration of Offsite Response with Onsite EP Programs
- Future Incorporation into NUREG-0654

Draft NUREG/CR-XXXX

- Guidance for Development of Evacuation Time Estimate Studies
- Development of Evacuation Time Estimates for Staged Evacuation Protective Actions
- Evaluation Criteria for Reviewers

Draft Regulatory Guide, DG-1237

- Guidance for 10 CFR 50.54(q) changes
- Emergency Planning functions
- Prior NRC Approval
- NRC Review Recommended

PROPOSED IMPLEMENTATION DATES

- Section 50.54(q)
 - 30 days after final rule publication with no deferral
- Appendix E, Section IV.D.3 (Backup ANS)
 - First biennial exercise conducted more than one year after effective date of final rule
- Appendix E, Section IV.F.2 (New Exercise Req.)
 - First biennial exercise conducted more than one year after effective date of final rule
- All Other Changes
 - 30 days after final rule publication with option to defer implementation until 180 days after publication

Public Comments

- **150 Day Comment Period**
- **Web:** www.regulations.gov
Docket No. NRC-2008-0122
- **Mail:** Secretary
US Nuclear Regulatory Commission
Washington, DC 20555-0001
ATTN: Rulemakings and Adjudications Staff
- **E-mail:** Rulemaking.Comments@nrc.gov
- **Fax:** Secretary
US Nuclear Regulatory Commission
(301) 492-3446

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Preparedness Program Guidance Brief

June 2009



FEMA

UNCLASSIFIED

Contents

- REP Program Revisions
- History of the REP Program
- NUREG-0654/FEMA-REP-1
- Purpose of the REP Program Manual
- Key Drivers for Revisions
- Summary of Changes



Radiological Emergency Preparedness (REP) Program Revisions

1. REP Program Manual Updates
2. Supplement 4 to NUREG-0654/FEMA-REP-1, Rev. 1



History of Radiological Emergency Preparedness (REP) Program

- REP Program was established as a result of the 1979 accident at Three Mile Island (TMI)
 - FEMA was given responsibility for “off-site” radiological emergency preparedness to protect citizens living around commercial nuclear power plants
 - NRC remains responsible for on-site activities and serves as the regulator for the nuclear power industry
- Under Public Law 96-295, licensing of commercial nuclear power plants requires “reasonable assurance” that off-site preparedness efforts are adequate



Key Policy Document: NUREG-0654/FEMA-REP-1, Rev. 1

- Established 16 planning standards and associated evaluation criteria – November 1980
- Provided the basis for evaluating the adequacy of offsite preparedness and findings of “reasonable assurance”
- There are three supplements to NUREG-0654/FEMA-REP-1, Rev. 1



NUREG-0654/FEMA-REP-1 Supplements

- Supplement 1 – September 1988
 - Provides evaluation criteria for situations in which State and local governments decline to participate in offsite preparedness
- Supplement 2 – April 1996
 - Provides guidance for the development, review, and approval of radiological emergency preparedness information and plans submitted with an early site permit application
- Supplement 3 – July 1996
 - Provides guidance for the development of protective action recommendations for severe reactor accidents involving actual or projected core damage with the potential for loss of containment



FEMA

NUREG-0654/FEMA-REP-1, Supplement 4:

- Provides additional guidance for development, review, and evaluation of offsite emergency response planning
 - Preparing for and responding to hostile action-based (HAB) events
 - Aligning the REP Program with national initiatives that have been adopted by State and local governments (e.g., NIMS, HSEEP)
 - Ensuring more challenging drills and exercises to enhance exercise activities
 - Ensuring backup means for Alert & Notification System
- Provides the basis for changes to REP Program Manual



Purpose of the REP Program Manual

- Provides FEMA policy and interpretation of regulations and guidance in:
 - 44 CFR 350
 - NUREG 0654/FEMA-REP-1, Rev. 1
- Provides a consolidated source of policy and guidance for REP employees, licensees, State, local, and tribal preparedness personnel (*i.e., a Desk Reference*)
- Aligns FEMA offsite activities under 44 CFR 350 with NRC regulations in 10 CFR part 50 and NRC's proposed rulemaking activities



Key Drivers of REP Program Manual Revisions

- State and local requests to align REP policy/guidance with tenets of National Incident Management System (NIMS), National Response Framework (NRF), Integrated Planning System (IPS), National Exercise Program (NEP) and the Homeland Security Exercise Evaluation Program (HSEEP)
- Enhance scenario realism and eliminate pre-conditioned exercise activities (negative learning)
- Establish “Part II,” embedding planning guidance that was not included in 2002 Interim version
- Incorporate and retire FEMA REP’s legacy operative policy and program memoranda



Key Areas of Policy Change in REP Program Manual and Supplement 4

- Preparing for and responding to hostile action-based (HAB) events
- Aligning the REP Program with national initiatives (e.g., NIMS/ICS and HSEEP)
- Ensuring more challenging drills and exercises to enhance exercise activities
- Ensuring backup means for Alert & Notification System



Enhancing Exercise Activities

- The FEMA/NRC Exercise Scenario Task Force was established in late 2007 to address “scenario realism” in REP exercises.
- The Task Force focused on 3 areas for improvement:
 - Reduce response organizations’ exercise “pre-conditioning”
 - Vary amount and type of simulated radioactive releases during exercise play
 - Enhance response to hostile action-based (HAB) events
- Subsequent effort focused on integration of REP methodologies and HSEEP doctrine



Preparing for HAB Incidents

- Coordination between OROs and licensees
- KI and dosimetry for ORO resources augmenting NPP requirements
- Access to the NPP site
- Protective action decisions (evacuation & sheltering in place)
- Public information considerations



Key Changes to NUREG-0654/FEMA REP-1

- New Evaluation Criterion:

C.6. Each organization shall make provisions to enable onsite response support from OROs in a hostile action-based incident as needed.

- NOTE: Evaluation criterion C.5 was added by Supplement 1 to NUREG 0654/FEMA REP 1, Rev. 1.



Key Changes to NUREG-0654/FEMA REP-1

- NUREG Criterion N.1.b changes include:
 - Evaluating offsite performance in accordance with HSEEP guidance
 - Incorporating the following scenario variations:
 - Hostile action events;
 - Varied simulated radiological releases;
 - Rapid escalation to a site area emergency or general emergency; and,
 - Integration of offsite resources with onsite response.



Consistency with National Initiatives

- HSPD-5 and HSPD-8 establish initiatives for a national, common approach to preparedness
- Key elements of the National Preparedness System include:
 - National Incident Management System (NIMS) and National Response Framework (NRF)
 - Homeland Security Exercise and Evaluation Program (HSEEP)
 - Integrated Planning System (IPS)



Key Changes to NUREG-0654/FEMA REP-1

Aligning REP with national initiatives:

- NUREG Criterion A.1.a is revised to add: *ORO plans shall be compliant with the National Incident Management System (NIMS).*



Key Changes to NUREG-0654/FEMA REP-1

Aligning REP with national initiatives:

- NUREG Criterion N.1.a. is revised to add: *Exercises shall be conducted as set forth in NRC and FEMA rules and in accordance with the standardized methodology of the Homeland Security Exercise Evaluation Program (HSEEP).*



Backup Means for Alert & Notification

- Supplement 4 revises NUREG-0654/FEMA-REP-1, Rev. 1, Appendix 3, Section B.2 to add a requirement to provide a backup means for the alert and notification system



Summary

- Consolidated source of policy and guidance
- Enhancing Exercise Activities
- Aligning REP with National Initiatives
- Integration of REP methodologies and HSEEP doctrine
- Aligns FEMA offsite activities with NRC regulations



Public Comments

- October 19, 2009
- Web: www.regulations.gov
Docket No. FEMA-2008-0022
- Mail: Regulation and Policy Team
Office of Chief Counsel
Federal Emergency Management Agency
Room 835
500 C Street SW, Washington DC 20472
- E-mail: FEMA-POLICY@dhs.gov
Please include “Docket No. FEMA-2008-0022” in the Subject Line of your email
- Fax: (703) 483-2999



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FEMA



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BREAK!

**The meeting will resume in
ten minutes.**

Question and Answers

When asking your question, please include the following information:

- Your Name**
- The presenter you are addressing (NRC or FEMA)**