

FEMA/NRC Memorandum of Understanding

Summary: The following three MOUs are in effect between NRC and FEMA. The primary MOU and two other MOUs, incorporated by reference into the primary one, are documented in 44 CFR 353, Appendix A

MOU 1: MOU between the FEMA and NRC (Final Rule 9/14/93; 58 FR 47997, 9/14/93)

This MOU establishes a framework of cooperation between FEMA and NRC in radiological emergency response planning matters so that their mutual efforts will be directed toward more effective plans and related preparedness measures at and in the vicinity of nuclear reactors and fuel cycle facilities which are subject to 10 CFR Part 50, Appendix E, and certain other fuel cycle and materials licensees which have potential for significant accidental offsite radiological releases.

- NRC Licensing Reviews
- FEMA Review of Offsite Plans and Preparedness
- Preparation for and Evaluation of Joint Exercises
- Withdrawal of Reasonable Assurance Finding
- Emergency Planning and Preparedness Guidance
- Public Information Programs
- Recovery from Disasters Affecting Offsite Emergency Prep.
- Steering Committee on Emergency Preparedness Issues

The memorandum is responsive to the President's decision of 12/7/79, that FEMA will take the lead in offsite planning and response, his request that NRC assist FEMA in carrying out this role, and the NRC's continuing statutory responsibility for the radiological health and safety of the public.

MOU 2: MOU between FEMA and NRC for Incident Response (Federal Register, Vol. 45, No. 243, 12/15/80)

This MOU is to define the relationships between FEMA and NRC in connection with response to a potential or actual radiological emergency. The MOU focuses on the assistance that FEMA and NRC can provide to each other in carrying out responsibilities for the health and safety of the public.

MOU 3: MOU for Assistance and Support Between FEMA and NRC (Published in 1991)

This MOU documents an agreement between FEMA and NRC regarding the commitment of Federal assistance, facilities, and resources under Executive Order 12657 to a commercial nuclear power plant licensee when State and local governments, either individually or together, decline or fail to (1) prepare radiological emergency preparedness plans for commercial nuclear power plants that are sufficient to satisfy NRC licensing requirements or (2) participate adequately in preparing, demonstrating, testing, performing exercises for, or using such plans.

APPENDIX A TO PART 353—MEMORANDUM OF UNDERSTANDING BETWEEN FEDERAL EMERGENCY MANAGEMENT AGENCY AND NUCLEAR REGULATORY COMMISSION

The Federal Emergency Management Agency (FEMA) and the Nuclear Regulatory Commission (NRC) have entered into a new Memorandum of Understanding (MOU) Relating To Radiological Emergency Planning and Preparedness. This supersedes a memorandum entered into on November 1, 1980 (published December 16, 1980, 45 FR 82713), revised April 9, 1985 (published April 18, 1985, 50 FR 15485), and published as Appendix A to 44 CFR part 353. The substantive changes in the new MOU are: (1) Self-initiated review by the NRC; (2) Early Site Permit process; (3) adoption of FEMA exercise time-frames; (4) incorporation of FEMA definition of exercise deficiency; (5) NRC commitment to work with licensees in support of State and local governments to correct exercise deficiencies; (6) correlation of FEMA actions on withdrawal of approvals under 44 CFR part 350 and NRC enforcement actions; and (7) disaster-initiated reviews in situations that affect offsite emergency infrastructures. The text of the MOU follows.

MEMORANDUM OF UNDERSTANDING BETWEEN NRC AND FEMA RELATING TO RADIOLOGICAL EMERGENCY PLANNING AND PREPAREDNESS

I. Background and Purposes

This Memorandum of Understanding (MOU) establishes a framework of cooperation between the Federal Emergency Management Agency (FEMA) and the U.S. Nuclear Regulatory Commission (NRC) in radiological emergency response planning matters so that their mutual efforts will be directed toward more effective plans and related preparedness measures at and in the vicinity of nuclear reactors and fuel cycle facilities which are subject to 10 CFR part 50, appendix E, and certain other fuel cycle and materials licensees which have potential for significant accidental offsite radiological releases. The memorandum is responsive to the President's decision of December 7, 1979, that FEMA will take the lead in offsite planning and response, his request that NRC assist FEMA in carrying out this role, and the NRC's continuing statutory responsibility for the radiological health and safety of the public.

On January 14, 1980, the two agencies entered into a "Memorandum of Understanding Between NRC and FEMA to Accomplish a Prompt Improvement in Radiological Emergency Preparedness," that was responsive to the President's December 7, 1979, statement. A revised and updated Memorandum of Understanding became effective November 1, 1980. The MOU was further revised and updated on April 9, 1985. This MOU is a further revision to reflect the evolving relationship between NRC and FEMA and the experience gained in carrying out the provisions of the previous MOU's. This MOU supersedes these two earlier versions of the MOU.

The general principles agreed to in the previous MOU's and reaffirmed in this MOU, are as follows: FEMA coordinates all Federal planning for the offsite impact of radiological emergencies and takes the lead for assessing offsite radiological emergency response plans¹ and preparedness, makes findings and determinations as to the adequacy and capability of implementing offsite plans, and communicates those findings and determinations to the NRC. The NRC reviews those FEMA findings and determinations in conjunction with the NRC onsite findings for the purpose of making determinations on the overall state of emergency preparedness. These overall findings and determinations are used by NRC to make radiological health and safety decisions in the issuance of licenses and the continued operation of licensed plants to include taking enforcement actions as notices of violations, civil penalties, orders, or shutdown of operating reactors. This delineation of responsibilities avoids duplicative efforts by the NRC staff in offsite preparedness matters. However, if FEMA informs the NRC that an emergency, unforeseen contingency, or other reason would prevent FEMA from providing a requested finding in a reasonable time, then, in consultation with FEMA, the NRC might initiate its own review of offsite emergency preparedness.

A separate MOU dated October 22, 1980, deals with NRC/FEMA cooperation and responsibilities in response to an actual or potential radiological emergency. Operations Response Procedures have been developed that implement the provisions of the Incident Response MOU. These documents are intended to be consistent with the Federal Radiological Emergency Response Plan which describes the relationships, roles, and responsibilities of Federal Agencies for responding to accidents involving peacetime nuclear emergencies. On December 1, 1991, the NRC and FEMA also concluded a separate MOU in support of Executive Order 12657 (FEMA Assistance in Emergency Preparedness Planning at Commercial Nuclear Power Plants).

¹ Assessments of offsite plans may be based on State and local government plans submitted to FEMA under its rule (44 CFR Part 350), and as noted in 44 CFR 350.3(f), may also be based on plans currently available to FEMA or furnished to FEMA through the NRC/FEMA Steering Committee.

II. Authorities and Responsibilities

FEMA-Executive Order 12148 charges the Director, FEMA, with the responsibility to “* * * establish Federal policies for, and coordinate, all civil defense and civil emergency planning, management, mitigation, and assistance functions of Executive agencies” (Section 2-101) and “* * * represent the President in working with State and local governments and the private sector to stimulate vigorous participation in civil emergency preparedness, mitigation, response, and recovery programs” (Section 2-104.).

On December 7, 1979, the President, in response to the recommendations of the Kemeny Commission on the Accident at Three Mile Island, directed that FEMA assume lead responsibility for all offsite nuclear emergency planning and response.

Specifically, the FEMA responsibilities with respect to radiological emergency preparedness as they relate to NRC are:

1. To take the lead in offsite emergency planning and to review and assess offsite emergency plans and preparedness for adequacy.

2. To make findings and determinations as to whether offsite emergency plans are adequate and can be implemented (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment). Notwithstanding the procedures which are set forth in 44 CFR part 350 for requesting and reaching a FEMA administrative approval of State and local plans, findings, and determinations on the current status of emergency planning and preparedness around particular sites, referred to as interim findings, will be provided by FEMA for use as needed in the NRC licensing process. Such findings will be provided by FEMA on mutually agreed to schedules or on specific NRC request. The request and findings will normally be by written communications between the co-chairs of the NRC/FEMA Steering Committee. An interim finding provided under this arrangement will be an extension of FEMA's procedures for review and approval of offsite radiological emergency plans and preparedness set forth in 44 CFR part 350. It will be based on the review of currently available plans and, if appropriate, joint exercise results related to a specific nuclear power plant site.

If the review involves an application under 10 CFR part 52 for an early site permit, the NRC will forward to FEMA pertinent information provided by the applicant and consult with FEMA as to whether there is any significant impediment to the development of offsite emergency plans. As appropriate, depending upon the nature of information provided by the applicant, the NRC will also request that FEMA determine whether major features of offsite emergency plans submitted by the applicant are acceptable, or whether offsite emergency plans submitted by the applicant are adequate, as discussed below.

An interim finding based only on the review of currently available offsite plans will include an assessment as to whether these plans are adequate when measured against the standards and criteria of NUREG-0654/ FEMA-REP-1, and, pending a demonstration through an exercise, whether there is reasonable assurance that the plans can be implemented. The finding will indicate one of the following conditions: (1) Plans are adequate and there is reasonable assurance that they can be implemented with only limited or no corrections needed; (2) plans are adequate, but before a determination can be made as to whether they can be implemented, corrections must be made to the plans or supporting measures must be demonstrated (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment) or (3) plans are inadequate and cannot be implemented until they are revised to correct deficiencies noted in the Federal review.

If, in FEMA's view, the plans that are available are not completed or are not ready for review, FEMA will provide NRC with a status report delineating milestones for preparation of the plan by the offsite authorities as well as FEMA's actions to assist in timely development and review of the plans.

An interim finding on preparedness will be based on review of currently available plans and joint exercise results and will include an assessment as to (1) whether offsite emergency plans are adequate as measured against the standards and criteria of NUREG-0654/FEMA-REP-1 and (2) whether the exercise(s) demonstrated that there is reasonable assurance that the plans can be implemented.

An interim finding on preparedness will indicate one of the following conditions: (1) There is reasonable assurance that the plans are adequate and can be implemented as demonstrated in an exercise; (2) there are deficiencies that must be corrected; or (3) FEMA is undecided and will provide a schedule of actions leading to a decision.

3. To assume responsibility, as a supplement to State, local, and utility efforts, for radiological emergency preparedness training of State and local officials.

4. To develop and issue an updated series of interagency assignments which delineate respective agency capabilities and responsibilities and define procedures for coordination and direction for emergency planning and response. [Current assignments are in 44 CFR part 351, March 11, 1982. (47 FR 10758)]

NRC-The Atomic Energy Act of 1954, as amended, requires that the NRC grant licenses only if the health and safety of the public is adequately protected. While the Atomic Energy Act does not specifically require emergency plans and related preparedness measures, the NRC requires consideration of overall emergency preparedness as a

part of the licensing process. The NRC rules (10 CFR 50.33, 50.34, 50.47, 50.54, and appendix E to 10 CFR part 50, and 10 CFR part 52) include requirements for the licensee's emergency plans.

Specifically, the NRC responsibilities for radiological emergency preparedness are:

1. To assess licensee emergency plans for adequacy. This review will include organizations with whom licensees have written agreements to provide onsite support services under emergency conditions.
2. To verify that licensee emergency plans are adequately implemented (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment).
3. To review the FEMA findings and determinations as to whether offsite plans are adequate and can be implemented.
4. To make radiological health and safety decisions with regard to the overall state of emergency preparedness (i.e., integration of emergency preparedness onsite as determined by the NRC and offsite as determined by FEMA and reviewed by NRC) such as assurance for continued operation, for issuance of operating licenses, or for taking enforcement actions, such as notices of violations, civil penalties, orders, or shutdown of operating reactors.

III. Areas of Cooperation

A. NRC Licensing Reviews

FEMA will provide support to the NRC for licensing reviews related to reactors, fuel facilities, and materials licensees with regard to the assessment of the adequacy of offsite radiological emergency response plans and preparedness. This will include timely submittal of an evaluation suitable for inclusion in NRC safety evaluation reports.

Substantially prior to the time that a FEMA evaluation is required with regard to fuel facility or materials license review, NRC will identify those fuel and materials licensees with potential for significant accidental offsite radiological releases and transmit a request for review to FEMA as the emergency plans are completed.

FEMA routine support will include providing assessments, findings and determinations (interim and final) on offsite plans and preparedness related to reactor license reviews. To support its findings and determinations, FEMA will make expert witnesses available before the Commission, the NRC Advisory Committee on Reactor Safeguards, NRC hearing boards and administrative law judges, for any court actions, and during any related discovery proceedings.

FEMA will appear in NRC licensing proceedings as part of the presentation of the NRC staff. FEMA counsel will normally present FEMA witnesses and be permitted, at the discretion of the NRC licensing board, to cross-examine the witnesses of parties, other than the NRC witnesses, on matters involving FEMA findings and determinations, policies, or operations; however, FEMA will not be asked to testify on status reports. FEMA is not a party to NRC proceedings and, therefore, is not subject to formal discovery requirements placed upon parties to NRC proceedings. Consistent with available resources, however, FEMA will respond informally to discovery requests by parties. Specific assignment of professional responsibilities between NRC and FEMA counsel will be primarily the responsibility of the attorneys assigned to a particular case. In situations where questions of professional responsibility cannot be resolved by the attorneys assigned, resolution of any differences will be made by the General Counsel of FEMA and the General Counsel of the NRC or their designees. NRC will request the presiding Board to place FEMA on the service list for all litigation in which it is expected to participate.

Nothing in this MOU shall be construed in any way to diminish NRC's responsibility for protecting the radiological health and safety of the public.

B. FEMA Review of Offsite Plans and Preparedness

NRC will assist in the development and review of offsite plans and preparedness through its membership on the Regional Assistance Committees (RAC). FEMA will chair the Regional Assistance Committees. Consistent with NRC's statutory responsibility, NRC will recognize FEMA as the interface with State and local governments for interpreting offsite radiological emergency planning and preparedness criteria as they affect those governments and for reporting to those governments the results of any evaluation of their radiological emergency plans and preparedness.

Where questions arise concerning the interpretation of the criteria, such questions will continue to be referred to FEMA Headquarters, and when appropriate, to the NRC/ FEMA Steering Committee to assure uniform interpretation.

C. Preparation for and Evaluation of Joint Exercises

FEMA and NRC will cooperate in determining exercise requirements for licensees, and State and local governments. They will also jointly observe and evaluate exercises. NRC and FEMA will institute procedures to enhance the review of objectives and scenarios for joint exercises. This review is to assure that both the onsite considerations of NRC and the offsite considerations of FEMA are adequately addressed and integrated in a manner that will provide for a technically sound exercise upon which an assessment of preparedness capabilities can be based. The NRC/FEMA procedures will provide for the availability of exercise objectives and scenarios sufficiently in advance of scheduled exercises to allow enough time for adequate review by NRC and FEMA and correction of any deficiencies by the licensee. The failure of a licensee to develop a scenario that adequately addresses both onsite and offsite considerations may result in NRC taking enforcement actions.

The FEMA reports will be a part of an interim finding on emergency preparedness; or will be the result of an exercise conducted pursuant to FEMA's review and approval procedures under 44 CFR part 350 and NRC's requirement under 10 CFR part 50, appendix E, Section IV.F. Exercise evaluations will identify one of the following conditions: (1) There is reasonable assurance that the plans are adequate and can be implemented as demonstrated in the exercise; (2) there are deficiencies that must be corrected; or (3) FEMA is undecided and will provide a schedule of actions leading to a decision. The schedule for issuance of the draft and final exercise reports will be as shown in FEMA-REP-14 (Radiological Emergency Preparedness Exercise Manual).

The deficiency referred to in (2) above is defined as an observed or identified inadequacy of organizational performance in an exercise that could cause a finding that offsite emergency preparedness is not adequate to provide reasonable assurance that appropriate protective measures can be taken in the event of a radiological emergency to protect the health and safety of the public living in the vicinity of a nuclear power plant. Because of the potential impact of deficiencies on emergency preparedness, they should be corrected within 120 days through appropriate remedial actions, including remedial exercises, drills, or other actions.

Where there are deficiencies of the types noted above, and when there is a potential for remedial actions, FEMA Headquarters will promptly (1-2 days) discuss these with NRC Headquarters. Within 10 days of the exercise, official notification of identified deficiencies will be made by FEMA to the State, NRC Headquarters, and the RAC with an information copy to the licensee. NRC will formally notify the licensee of the deficiencies and monitor the licensee's efforts to work with State and local authorities to correct the deficiencies. Approximately 60 days after official notification of the deficiency, the NRC, in consultation with FEMA, will assess the progress being made toward resolution of the deficiencies.

D. Withdrawal of Reasonable Assurance Finding

If FEMA determines under 44 CFR 350.13 of its regulations that offsite emergency plans or preparedness are not adequate to provide reasonable assurance that appropriate protective measures can be taken in the event of radiological emergency to protect the health and safety of the public, FEMA shall, as described in its rule, withdraw approval.

Upon receiving notification of such action from FEMA, the NRC will promptly review FEMA's findings and determinations and formally document the NRC's position. When, as described in 10 CFR 50.54(s)(2)(ii) and 50.54(s)(3) of its regulations, the NRC finds the state of emergency preparedness does not provide reasonable assurance that adequate protective measures can and will be taken in the event of a radiological emergency, the NRC will notify the affected licensee accordingly and start the "120-day clock."²

E. Emergency Planning and Preparedness Guidance

NRC has lead responsibility for the development of emergency planning and preparedness guidance for licensees. FEMA has lead responsibility for the development of radiological emergency planning and preparedness guidance for State and local agencies. NRC and FEMA recognize the need for an integrated, coordinated approach to radiological emergency planning and preparedness by NRC licensees and State and local governments. NRC and FEMA will each, therefore, provide opportunity for the other agency to review and comment on such guidance (including interpretations of agreed joint guidance) prior to adoption as formal agency guidance.

² Per 10 CFR 50.54(s)(2)(ii), the Commission will determine whether the reactor shall be shut down or other appropriate enforcement actions if such conditions are not corrected within four months. The NRC is not limited by this provision of the rule, for, as stated in 10 CFR 50.54(s)(3), "Nothing in this paragraph shall be construed as limiting the authority of the Commission to take action under any other regulation or authority of the Commission or at any time other than that specified in this paragraph" (emphasis added).

F. Support for Document Management System

FEMA and NRC will each provide the other with continued access to those automatic data processing support systems which contain relevant emergency preparedness data.

G. Ongoing NRC Research and Development Programs

Ongoing NRC and FEMA research and development programs that are related to State and local radiological emergency planning and preparedness will be coordinated. NRC and FEMA will each provide opportunity for the other agency to review and comment on relevant research and development programs prior to implementing them.

H. Public Information and Education Programs

FEMA will take the lead in developing public information and educational programs. NRC will assist FEMA by reviewing for accuracy educational materials concerning radiation, and its hazards and information regarding appropriate actions to be taken by the general public in the event of an accident involving radioactive materials.

I. Recovery from Disasters Affecting Offsite Emergency Preparedness

Disasters that destroy roads, buildings, communications, transportation resources or other offsite infrastructure in the vicinity of a nuclear power plant can degrade the capabilities of offsite response organizations in the 10-mile plume emergency planning zone. Examples of events that could cause such devastation are hurricanes, tornadoes, earthquakes, tsunamis, volcanic eruptions, major fires, large explosions, and riots.

If a disaster damages the area around a licensed operating nuclear power plant to an extent that FEMA seriously questions the continued adequacy of offsite emergency preparedness, FEMA will inform the NRC promptly. Likewise, the NRC will inform FEMA promptly of any information it receives from licensees, its inspectors, or others, that raises serious questions about the continued adequacy of offsite emergency preparedness. If FEMA concludes that a disaster-initiated review of offsite radiological emergency preparedness is necessary to determine if offsite emergency preparedness is still adequate, it will inform the NRC in writing, as soon as practicable, including a schedule for conduct of the review. FEMA will also give the NRC (1) interim written reports of its findings, as appropriate, and (2) a final written report on the results of its review.

The disaster-initiated review is performed to reaffirm the radiological emergency preparedness capabilities of affected offsite jurisdictions located in the 10-mile emergency planning zone and is not intended to be a comprehensive review of offsite plans and preparedness.

The NRC will consider information provided by FEMA Headquarters and pertinent findings from FEMA's disaster-initiated review in making decisions regarding the restart or continued operation of an affected operating nuclear power reactor. The NRC will notify FEMA Headquarters, in writing, of the schedule for restart of an affected reactor and keep FEMA Headquarters informed of changes in that schedule.

IV. NRC/FEMA Steering Committee

The NRC/FEMA Steering Committee on Emergency Preparedness will continue to be the focal point for coordination of emergency planning and preparedness. As discussed in Section I of this agreement, response activities between these two agencies are addressed in a separate MOU. The Steering Committee will consist of an equal number of members to represent each agency with one vote per agency. When the Steering Committee cannot agree on the resolution of an issue, the issue will be referred to NRC and FEMA management. The NRC members will have lead responsibility for licensee planning and preparedness and the FEMA members will have lead responsibility for offsite planning and preparedness. The Steering Committee will assure coordination of plans and preparedness evaluation activities and revise, as necessary, acceptance criteria for licensee, State and local radiological emergency planning and preparedness. NRC and FEMA will then consider and adopt criteria, as appropriate, in their respective jurisdictions. (See Attachment I).

V. Working Arrangements

A. The normal point of contact for implementation of the points in this MOU will be the NRC/FEMA Steering Committee.

B. The Steering Committee will establish the day-to-day procedures for assuring that the arrangements of this MOU are carried out.

VI. Memorandum of Understanding

A. This MOU shall be effective as of date of signature and shall continue in effect unless terminated by either party upon 30 days notice in writing.

B. Amendments or modifications to this MOU may be made upon written agreement by both parties.

Approved for the U.S. Nuclear Regulatory Commission.

Dated: June 17, 1993.

James M. Taylor,

Executive Director for Operations.

Dated: June 17, 1993.

Approved for the Federal Emergency Management Agency.

Richard W. Krimm,

Acting Associate Director, State and Local Programs and Support.

ATTACHMENT 1—FEMA/NRC STEERING COMMITTEE

Purpose

Assure coordination of efforts to maintain and improve emergency planning and preparedness for nuclear power reactors as described in the NRC and FEMA rules and the NRC/FEMA MOU on Radiological Emergency Planning and Preparedness. Coordinate consistent criteria for licensee, State and local emergency plans and preparedness.

Membership

The NRC and FEMA consignees of this MOU will designate respective co-chairs for the Steering Committee. The designated co-chairs will, in turn, appoint their respective members to the Committee.

Membership Changes

Changes to the membership of the NRC/ FEMA Steering Committee may be made by the co-chairs representing the agency whose member is being changed.

Operating Procedures

The Steering Committee will maintain a record of each meeting to include identification of issues discussed and conclusions reached. No meeting will be held without the attendance and participation of at least the co-chairs or two assigned members of each agency.

Coordination

When items involving responsibilities of other NRC or FEMA offices are discussed, the affected offices will be contacted as appropriate.

[58 FR 47997, Sept. 14, 1993]

Memorandum of Understanding Between the Federal Emergency Management Agency and the Nuclear Regulatory Commission for Incident Response

1. Introduction

This Memorandum of Understanding (MOU) is in recognition of the need expressed by the President's Commission on the Accident at Three Mile Island that Federal emergency support in any future accidents at nuclear power plants be better coordinated. It was also agreed in the January 14, 1980, MOU between Nuclear Regulatory Commission (NRC) and Federal Emergency Management Agency (FEMA) on the subject of prompt improvement in radiological emergency planning and preparedness, that a separate MOU would be negotiated covering NRC/FEMA cooperation and responsibilities in response to an actual emergency.

2. Purpose

This Memorandum of Understanding is to define the relationships between FEMA and NRC in connection with response to a potential or actual radiological emergency. The MOU focuses on the assistance that FEMA and NRC can provide to each other in carrying out responsibilities for the health and safety of the public.

3. Authorities and Responsibilities

FEMA was established by Reorganization Plan No. 3 of 1978 and placed into effect by Executive Orders 12127 of March 31, 1979 (44 CFR 19387) and 12148 of July 20, 1979 (44 CFR 43239) in order to create a single point of management for the emergency planning and response activities of the Federal Government.

Executive Order 12148 charges the Director, FEMA, with establishing policy for and coordinating all civil emergency planning and assistance functions for Executive agencies (section 2-101). It also provides that civil emergency functions shall, whenever possible, be based on extensions (under emergency conditions) of the regular missions of the Executive agencies (section 2-202).

On December 7, 1979, the President, in response to the recommendations of the Kemeny Commission on the accident at Three Mile Island, directed that FEMA assume lead responsibilities for all off-site nuclear emergency planning and response.

Pursuant to the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974, the NRC has the authority and responsibility for licensing and regulating, among others, nuclear power reactors in order to protect the health and safety of the public from radiation hazards. To meet its statutory responsibility for protecting the public health and safety from radiation hazards, the NRC will respond promptly and effectively to radiological emergencies.

4. Agency Rules

The NRC and FEMA officials will work in tandem both on- and off-site. NRC will have the lead on-site and in matters relating to assessment of hazards and recommendations for protective actions. FEMA will have the lead in the off-site Federal response role. These roles are complementary and require constant communications and mutual support. Such a cooperative structure will extend to the NRC and FEMA relations with State and local officials. Based on each agency's specific authority, responsibilities and the public's needs in an emergency

situation, the roles of each agency in a radiological emergency are complementary and enumerated as follows:

NRC - NRC will maintain a readiness to function in a variety of roles. Within each of these roles, a spectrum of actions can be accomplished.

1. *Notification.* NRC will notify FEMA, as quickly as possible whenever a radiological emergency occurs or whenever there is a high potential for such an occurrence.
2. *Monitor the Incident.* NRC will verify and evaluate data from multiple sources to assure that appropriate operational measures are being taken, and assure that adequate information and recommendations are being provided to off-site agencies so that appropriate protective actions may be taken. NRC will also monitor these protective actions.
3. *Advise Other Governmental Entities.* Provide technical assessment of on-site radiological conditions and of the physical condition of the facility to the appropriate State and local government officials as well as to FEMA and other Federal agencies.

Advise FEMA of any NRC or licensee recommendations for off-site protective actions. Work with FEMA representatives to establish a cooperative relationship with State and local officials including the Governors of the affected States.

Advise FEMA, State, local and other Federal government officials, of any operational decisions or actions being taken by the licensee or the NRC which may affect the off-site protective actions.

NRC should prepare appropriate recommendations for protective actions for State and local officials, including the governors and local chief executives. Such recommendations should reflect all substantive dissenting views from other Federal agencies and should be presented jointly with FEMA. Direct contact is expected if imminent peril to the public health and safety exists and time does not permit a coordinated recommendation.

4. *Disseminate Technical Information.* In coordination with the licensee, NRC will provide technical information regarding the radiological conditions on-site and around the nuclear facility and regarding the physical condition of the facility to the White House, FEMA, other Federal agencies, Congress, news media, and general public. The NRC will also provide specific technical assessments to FEMA for its use in coordinating off-site response activities.

FEMA - FEMA will have the following roles in coordinating the Federal response and in support of NRC in its technical mission during a radiological emergency.

1. *Notification.* Receive emergency notification from NRC that a radiological incident has occurred.
1. *Monitor.* Receive the technical advisories of the NRC regarding the radiological conditions at and around the affected site and the physical conditions of a facility. Keep other Federal organizations with support roles advised of the situation.

2. *Advise.* Keep the Governor and his appointed representatives as well as local Government officials informed of the status of Federal assistance being provided and that is available.
3. *Coordination and Support.* Provide and coordinate Federal response to assist NRC in carrying out its technical role. Coordinate response with State and local officials in connection with incident response activities associated with radiological emergencies. Coordinate Federal support to assist State and local officials when a decision is made to take protective action.
4. *Dissemination of Information.* FEMA will be responsible for the dissemination of information concerning offsite support activities to the White House, other Federal agencies, Congress, news media, and general public.

Emergency Response

1. *Criteria for Notification.* NRC will notify FEMA whenever a radiological emergency occurs or there is a high potential for such occurrence; i.e., whenever the NRC makes a decision to activate the Executive Management Team (EMT). FEMA will notify NRC if it becomes aware of an occurrence through the activity of its Operation Center.
2. *Exchange of Personnel During an Emergency.* As early as possible upon activation of the NRC Operations Center, NRC will consult with FEMA to determine whether each agency should have a representative stationed at the other's Operation Center.

V. *Communications*

1. NRC and FEMA recognize the need for mutual communications support and interface capability, particularly in the areas of emergency notification and response coordination. The two agencies agree to periodically evaluate their respective communications capabilities to maintain compatibility for effective and efficient communications at national, regional and local deployment levels. Communications liaison between the agencies will continue to identify interface/mutual support communications opportunities, to develop appropriate procedures for implementation of agreed-on courses of action, and will develop interagency emergency communications operational procedures.
2. FEMA authorizes NRC to enter the Civil Defense National Radio System (CDNARS) for relaying emergency information. NRC will notify the FEMA Operations Center (DR&R) when it needs to enter the CDNARS network. The FEMA Regional Center responsible for the geographical area in which NRC desires to operate will exercise net control functions. The primary transmission method will be by voice. NRC will reimburse FEMA for additional personnel costs incurred in the provision of NRC-requested service. NRC will acquire, at its own expense, equipment compatible with CDNARS.
3. FEMA agrees in the event of a nuclear incident, to permit NRC and all licensed fixed nuclear facilities access to the National Warning System (NAWAS), and any other warning networks which FEMA currently has available or may develop in the future. Specific details and justification for the needed access will be provided to FEMA by NRC. The use of NAWAS will be subject to FEMA criteria. FEMA will not be liable for additional costs involved.

4. *Participation in Exercises.* FEMA and NRC will participate in periodic exercises. Such exercises may involve FEMA/NRC Headquarters and/or Regional offices, licensee and State and local government participation. Each agency will fund its participation in these exercises. If any significant costs are anticipated, discussions concerning each agency's participation will be held at least 30 days before such an exercise. FEMA and NRC will also participate in periodic communication checks.
5. *Off-Site Collocation.* The NRC Director of site operations will be located at the near-site emergency operations facility designated by a licensee. FEMA will assign at least one representative to this location to assure that FEMA and NRC activities are coordinated and that there is an effective information exchange.

VI. *Public Affairs*

NRC and FEMA agree that where practicable, public announcements by the two agencies on emergencies will be coordinated. NRC announcements and public statements will deal with radiological conditions on-site and around the nuclear facility and the physical condition of the facility. Public statements by FEMA will deal with information concerning off-site response activities. Both agencies agree to work closely with the Governor's office in issuing public statements.

VII. *Terms of Agreement*

1. This Memorandum of Understanding shall take effect when signed by both parties and shall endure until terminated by one of the parties. Participation in this agreement may be terminated by either party following 30 days advance written notice to the other party.
2. Modifications to this Memorandum of Understanding may be made by written agreement of both parties.
3. It is recognized that the National Contingency Plan mandated in the NRC Appropriation Authorization (Pub. L. 96-295, June 30, 1980) will bear directly on the provisions of this Memorandum of Understanding and result in this agreement being superseded or modified.
4. In the event that an emergency or a major disaster is declared by the President pursuant to the provisions of the Disaster Relief Act of 1974, it is understood that FEMA will not issue any directives to the NRC under such Act which would impede or interfere with NRC's ability to meet its regulatory responsibilities under the Atomic Energy Act of 1954, as amended, and the Energy Reorganization Act of 1974.
5. The effective date of this agreement is October 22, 1980.

For the Nuclear Regulatory Commission. John F. Ahearne, Chairman, Nuclear Regulatory Commission.

For the Federal Emergency Management Agency. John W. Macy, Jr., Director, Federal Emergency Management Agency.

Memorandum of Understanding for Assistance and Support Between the Federal Emergency Management Agency and the Nuclear Regulatory Commission

Purpose

This Memorandum of Understanding (MOU) documents an agreement between the Federal Emergency Management Agency (FEMA) and the U.S. Nuclear Regulatory Commission (NRC) regarding the commitment of Federal assistance, facilities, and resources to a commercial nuclear power plant licensee under Executive Order (EO) 12657.

Background

Executive Order 12657 and its implementing rule, Part 352 of Title 44 of the Code of Federal Regulations (44 CFR Part 352), provide policies and procedures for the commitment of Federal assistance, facilities, and resources to licensees when State and local governments, either individually or together, decline or fail to (1) prepare radiological emergency preparedness plans for commercial nuclear power plants that are sufficient to satisfy NRC licensing requirements or (2) participate adequately in preparing, demonstrating, testing, performing exercises for, or using such plans. EO 12657 directs FEMA to provide technical assistance, facilities, and resources directly to licensees. EO 12657 authorizes FEMA to enter into interagency MOUs to provide for the use of the resources of other Executive Branch departments and agencies and for the delegation to other Executive Branch departments and agencies of any functions and duties assigned to FEMA under the Order.

Agency Functions Under This MOU

Upon receiving a licensee's request for Federal facilities and resources, FEMA shall notify the NRC. In determining the need for and commitment of Federal facilities and resources, FEMA will consult with the affected Federal agencies. During this consultation process, FEMA will cooperate with affected agencies, including the NRC, to review the needs of the licensee, the Federal resources available, the conditions under which any assistance would be provided, and the options for obtaining reimbursement. NRC's duty to provide assistance and resources will be limited to advice regarding the nature of its emergency planning requirements and expeditious review of any emergency plans submitted in support of a license or permit application.

Duration of the Agreement

This agreement is effective upon the date of its signature by both designated FEMA and NRC officials. Any changes in EO 12657 or 44 CFR Part 352 may justify renegotiation of this agreement by FEMA and NRC. Until such time as revoked in writing, this agreement remains in effect.

Published in 1991.