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# NORTH AYRSHIRE COUNCIL

16 December 2020

## North Ayrshire Council

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**Title:** **Determination of the Detailed Emergency Planning Zone (DEPZ) for Hunterston B Nuclear Power Station**

**Purpose:** To agree the extent of the Detailed Emergency Planning Zone (DEPZ) for Hunterston B Nuclear Power Station, under the Radiation (Emergency Preparedness and Public Information) Regulations 2019 (REPPIR)

**Recommendation:** Council agrees to retain the status quo that the boundary of the DEPZ for Hunterston B should include all properties currently within the DEPZ, as shown delineated in black on the plan at Appendix 3 attached to this report.

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### 1. Executive Summary

- 1.1 The Radiation (Emergency Preparedness and Public Information) Regulations 2019 requires the Council to determine the boundaries of the DEPZs (Detailed Emergency Planning Zones) around Hunterston B. Generation of nuclear power will cease at Hunterston B no later than 7 January 2022.
- 1.2 The boundaries of the DEPZs must be 'on the basis of' the Operators' recommendations contained in their 'Consequences Report'. Historically the boundary was 2.4km from Hunterston A (now 0km) , and 1km from Hunterston B, whereas the respective Consequences Reports propose a boundary of 2km for Hunterston B and 0km for Hunterston A. The Council has limited powers to extend the boundary, but in the case of Hunterston B it is recommended that there are practical implementation advantages in retaining within the DEPZ, those properties currently within the existing 2.4km boundary. For reasons set out in the report, the Council does not have legal powers to set a DEPZ which is significantly beyond this distance. Having regard to the Emergency Reference Levels (ERL) set by Public Health England (PHE), this would be expected to result in more harm than good (a full explanation of this is in paragraph 2.13) .

## **2. Background**

- 2.1 The new REPPiR legislation became part of UK law on 22 May 2019, as part of the UK's commitment to continuously improve preparedness in line with international best practice. It applies to all nuclear sites across the UK and is not specific to Hunterston.
- 2.2 Regulation 8 places a duty onto local authorities to determine by 21 May 2020, the size and shape of the DEPZ around the such sites. This duty was previously held by the Office for Nuclear Regulation (ONR) as regulator.
- 2.3 The DEPZ is the area close to the site where protective countermeasures are to be applied in the event of an off-site release from Hunterston B. These protective countermeasures are:
- Sheltering
  - Taking stable iodine tablets
  - Evacuation
- 2.4 All residents living within the DEPZ currently receive a calendar every year advising them of what to do if an emergency is declared. NHS Ayrshire and Arran also ensure that the residents have a supply of stable iodine tablets. The administration of stable iodine in tablet form is carried out to reduce or prevent uptake of radioactive iodine by the thyroid. EDF provide a telephone warning service whereby residents can register to be notified by telephone if an emergency is declared.

### **The Current Position**

- 2.5 The original decision due to be made in late November 2019 was delayed on the basis it was inappropriate to determine a controversial item during the pre- election period. EDF as Hunterston B Operator thereafter submitted a revised Consequences Report in January 2020. Regulation 8 provides that the Council must determine DEPZ 'on the basis of' the Operator's Consequences Report. On 21 January Cabinet received a report and agreed to continue consideration to its next meeting, to allow for further discussions to take place between Elected Members and the Office for Nuclear Regulation (ONR). On 12 February 2020 a motion to Council which sought the decision to be taken by Council rather than Cabinet, failed to get the required two-thirds majority to suspend Standing Orders to enable its consideration. On 18 February 2020 Cabinet agreed to (a) refer consideration of this item to Council; and (b) extend an invitation to Public Health England (PHE) to attend the Council meeting. An earlier Policy Advisory Panel also briefed Members on REPPiR and the setting of the DEPZ.
- 2.6 A report had been prepared to enable this item to be finally determined by Council at its meeting on 25 March 2020. Unfortunately, as a result of the COVID-19 outbreak, with the UK going into lockdown on 23 March 2020, this meeting was cancelled.

- 2.7 To enable the final decision to be made by Council on 6 May 2020 the Chief Executive wrote to ONR to request an extension to the 21 May 2020 deadline. ONR advised that unless the Council determined the boundary of the DEPZ by 21 May 2020, they had no discretion other than to apply their enforcement model procedures. This provided for a graduated approach to enforcement. While the likelihood is that the Council would have been initially served with an Enforcement Letter, giving the Council time to comply, the likely period of time would not be sufficient to allow determination by Council post-recess.
- 2.8 Having regard to the following considerations, on 18 May 2020 the Chief Executive agreed to determine the boundaries of the DEPZ for Hunterston A and B using his delegated 'urgency powers':- (a) at 22 May 2020 the Council would be in breach of its statutory duty to determine the DEPZ; (b) this stops the Hunterston off-site Plan from being finalised and results in the statutory duty to prepare an off-site plan also being breached at 22 May 2020; (c) we were the only Council yet to determine its DEPZ and (d) the Council could be subject to enforcement action and prosecution.
- 2.9 The decision of the Chief Executive on 18<sup>th</sup> May 2020 was to (a) determine that the boundary of the DEPZ for Hunterston B should be 2.4km to maintain the current status-quo in practice and (b) this boundary should be fully reviewed at the first Council meeting after 1 December 2020 and (c) to determine the DEPZ for Hunterston A at 0km.
- 2.10 On 27 August 2020 EDF announced that generation will cease at Hunterston B no later than 7 January 2022. The current position is:-
- Reactor 3 has been operating since 31 August;
  - Reactor 4 has been operating since 27 September and has been given permission to operate for a period of approximately six months;
  - It is EDF's intention to seek permission for a further run of six months for both reactors;
  - EDF have made the decision that generation will cease no later than 7 January 2022. If permission is not granted for the further runs for each reactor, generation will obviously cease earlier.
  - Stable Iodine tablets for the DEPZ would be required until the iodine radionuclides from the fission process decay away and therefore no longer pose a risk. This will take approximately 90 days after the reactors shut down. Therefore, by around the 7<sup>th</sup> April 2022 there would cease to be a requirement for stable iodine provision in the DEPZ.

### **Extent of the Discretion Available to the Council**

- 2.11 To fully understand the extent of the discretion available to the Council, it is necessary to detail the various functions involved in REPPiR, and who exercises them. REPPiR sets out the following approach to the different responsibilities of Council and Operator.

- 2.12 Firstly, it is the duty of the Operator (EDF for Hunterston B and Magnox for Hunterston A), not the Council, to assess the risks from generation of nuclear power at the site. In terms of Regulation 4 this is referred to as the 'hazard evaluation'.
- 2.13 Secondly, Public Health England (PHE) determine the thresholds or Emergency Reference Levels (ERLs) which are relevant to administration of iodine, sheltering and evacuation. This is relevant as the DEPZ is the area within which it is necessary to shelter, to administer iodine and evacuate in order to meet these Emergency Reference Levels. Emergency Reference Levels are a system designed primarily for planning of protective actions as a means to decide whether, on balance, the action does more good than harm. ERLs are expressed in *averted dose*, that is the amount of radiation dose which can be saved as a result of implementation of the protective action. This averted dose reduces the risk from radiation but must be balanced against the potential harm that is associated with the protective action itself. Each of the three protective actions (sheltering, evacuation, stable iodine) has an upper and lower ERL. PHE's advice is to always plan to use the lower ERL which maximises the protection of the public and represents the largest justifiable area or radius of a DEPZ. If the calculated averted dose is below the lower ERL then, on balance, the protective action may introduce more harm than good. If the averted dose is greater than the upper ERL then the protective action can nearly always be justified on balance.
- 2.14 Thirdly, under Regulations 5 and 7, EDF as Operator submits a Consequences Report to the Council, which is attached at Appendix 2. The details of what must be considered in this Consequences Report assessment are contained in Schedule 3 of REPPiR.
- 2.15 In its Consequences Report, EDF has applied the worst-case scenarios taken from their hazard evaluation (including multiple risks all occurring at the same time), to determine the geographical extent to which it would be necessary to evacuate, shelter and administer iodine to comply with the Lower ERL for each of the protective actions. They have therefore recommended the largest justifiable distance. The respective distances from their Consequences Report are 300m for evacuation (although there are no houses within this distance), 1km for sheltering and 2km, for administration of stable iodine. PHE recommends that stable iodine is used in conjunction with sheltering which is why sheltering has been recommended out to 2 km rather than 1 km.
- 2.16 The ERL system is intended to provide a simplified approach to support decision making and planning, including the Council's decision on the DEPZ boundaries. In simple terms, as the 2km boundary is set at the level of the lower ERL, then to extend the boundary beyond this would be expected to introduce more harm than good.

2.17 The last step in this process is that under Regulation 8, the Council determine the boundary of the DEPZ. This must be **'on the basis of'** the operator's recommendation. The Council can extend this in light of:

- (a) local geographic, demographic and practical implementation issues;
- (b) the need to avoid, where practicable, the bisection of local communities; and
- (c) the inclusion of vulnerable groups immediately adjacent to the area proposed by the operator

2.18 In all cases there is a need to have regard to the REPIR Approved Code of Practice. Relevant extracts from this in relation to a local authority's duties under Regulation 8 (determination of DEPZ) appear in Appendix 1.

2.19 A key question in determining the extent of the discretion open to the Council is to determine what is meant by 'on the basis of the operator's recommendation' in Regulation 8. In other words, how wide is the Council's discretion to depart from this? It seems clear from the foregoing that in setting the DEPZ, the Council cannot consider the risks from nuclear operations at Hunterston, including any issues of graphite brick cracking, since hazard evaluation is a matter for the Operator under Regulation 3. Nor can Council change the Emergency Reference Levels (ERLs) set by PHE. We are obliged to accept these and accept the Operator's Consequences Report, including their assessment of factors in Schedule 1. In other words, the Council has to accept the Consequences Report at face value and cannot look behind it. Essentially our role is restricted to fine tuning the boundary to align it with geographical features, avoid bisecting communities etc. This backed by the ONR statement that 'there is nothing in REPIR which should change the current position.'

2.20 In exercising its discretion, the Council also needs to balance the benefits and disadvantages of any proposed boundary. However, and as detailed in 2.11, the Emergency Reference Levels (ERLs) set by Public Health England, largely determine this, since they are a system designed to decide whether, on balance, the action does more good than harm. For example, disadvantages of administering iodine might include (a) some people have adverse effects from it; (b) having tablets around a house for long periods is never a good idea as pets, and children can get hold of them (c) people can forget why they are there or move. As regards evacuation, having a wider DEPZ evacuation zone is something which could stop those within the immediate area from evacuating. Having a wider sheltering distance could impact on those who need visits from carers, result in pupils being unable to return home etc. While there is also a perception that being in the DEPZ could impact on house values (as it would be declared in the seller's home report, and might discourage some buyers), this would not be relevant to the Council's role under Regulation 8 to look at 'local geographic, demographic and practical implementation issues'.

- 2.21 As regards suggestions to set a DEPZ which is significantly wider than 2km, it should be noted that as Hunterston B will cease generation no later than 7 January 2022, stable Iodine tablets would only be required until the iodine radionuclides from the fission process decay away and no longer pose a risk. This will take approximately 90 days after the reactors shut down. Therefore by around the 7<sup>th</sup> April there would cease to be a requirement for stable iodine provision in the DEPZ.
- 2.22 If a DEPZ is set which is significantly wider than 2km, the primary responsibility to roll out stable iodine to everyone within such wider DEPZ would rest with NHS Ayrshire and Arran. Currently the main focus of the NHS is in dealing with the pandemic, the roll-out of the flu jab and the two-stage COVID vaccination. That this will remain their priority is relevant to the decision whether to set a DEPZ significantly wider than 2km. Any further roll-out of stable iodine which detracted from the health response to the pandemic would arguably add to 'doing more harm than good' - especially when stable Iodine would no longer be required, (and should therefore be disposed of, presumably through pharmacies) from 5 April 2022 .

### **Determination of the DEPZ**

- 2.23 The Council have received Consequence Reports from both Operators. REPIR defines the factors which must be taken into account in any such Report. EDF Energy has considered a wide range of accident scenarios in the hazard evaluation process and its recommendations are based on the scenario of shortest time to release, the largest quantity of radioactivity and the longest duration of release in the determination. The EDF Consequences Report recommends the distance of the DEPZ should be 2km from Hunterston B.
- 2.24 Whilst the legislation is clear that local authorities should base their DEPZ area on the Consequences Report, and the Council has to take this report at face value and not look behind it, the Council has also sought and received from PHE (Public Health England) their independent advice on the DEPZ distance for Hunterston B. PHE provide independent radiation advice to councils across the UK. The PHE advice agrees with that of EDF and states that the protective countermeasures are only required to a distance of 2km from Hunterston B.
- 2.25 The current DEPZ for Hunterston B is 1km. However, the Hunterston A DEPZ was historically a 2.4km circle around the site, which dates from when Hunterston A was an operating nuclear power station. In 2016, ONR determined that Hunterston A (by then a decommissioning site) was no longer considered a risk under the REPIR 2001.
- 2.26 There are currently 50 properties within the 2.4km DEPZ. This would reduce to 42 within the recommended 2km DEPZ. However, if a 2km boundary was to be imposed, this would now be aligned with physical features such as the A78. This would mean that with the exception of 8 properties all of those included previously within the 2.4km DEPZ would be included in the new 2km DEPZ. Appendix 4 shows the boundary of the existing 2.4km boundary and a 2km boundary.

- 2.27 There is no duty on the Council to consult widely in setting the DEPZ, particularly as the Council's discretion is limited to being based on the Operator's Consequences Report. As the Council's discretion is largely limited to fine tuning the operator's recommendations AACT did carry out a consultation in late 2019 with those who might be effected by such an exercise. In particular they wrote to all residents within the current DEPZ. At that stage, indications from EDF were that the Consequences Report would recommend a DEPZ of 1km, rather than the 2km now proposed. Only one resident from within the DEPZ commented, seeking further information. They advised they would prefer not to be included in the DEPZ area but would still like to receive both the calendar and the stable iodine tablets. This lack of response by those within the DEPZ to the proposal to reduce the DEPZ to 1km might reasonably be interpreted as showing that those within the DEPZ had few concerns about its reduction. Further details of ongoing consultation in relation to preparation of the Off-Site Contingency Plan are contained in section 5.
- 2.28 The Chair of the Hunterston Site Stakeholders Group and Fairlie Community Council has written to North Ayrshire Council and ONR expressing the wish that the DEPZ is extended to include all of Fairlie and Millport. Fairlie lies between 3.5 and 6.5km km from the site, and Millport lies approximately 4km from the site.
- 2.29 A number of other representations have been submitted from members of the public which seek extension of the DEPZ to 20km from the site. The main basis for this is that in France there is a 20km radius for pre-distribution of these stable iodine tablets, in Germany it is 64 miles, Austria and Belgium provide for the whole population and the Dutch Government have determined that they are to be provided for all pregnant women and under-18s, within a 100km radius of nuclear power plants. These countries provide residents with a voucher and they pick up tablets 'free of charge' from Pharmacies.
- 2.30 The arguments in favour of extending the DEPZ to 20km reflect the different regulatory regimes in these countries, that of the UK being a risk-based one. The Council has to apply the UK legislation in the form of REPPIR. It has no power to determine the DEPZ or the allocation of iodine based on French, German or other laws. The Council cannot look behind or challenge the Consequences Reports it has received from the Operators. It cannot change the Operators hazard assessment or PHE's Emergency Reference Levels (ERLs) in order to justify a wider DEPZ. It cannot change the legislative basis of REPPIR to bring it into line with France or elsewhere. Nor can it alter the considerations in terms of Schedule 3 of REPPIR which a Consequences Report needs to address. All of these are out with the Council's powers.

- 2.31 In relation to Millport, an argument has been made that in the event of an emergency when the ferries were cancelled, stable iodine tablets would not reach Millport. However, a stock of stable iodine is already held on the island. It has also been suggested that inclusion of the Cumbraes in the DEPZ would somehow support evacuation from the island. While this is a matter for more detailed planning as part of the Outline Planning Zone (OPZ), it should be noted that for evacuation purposes the Consequences Report calculates the dosage level of the lower level ERL at 300m from Hunterston. In other words, to set a DEPZ evacuation distance beyond this (ie at 4.5km to include Millport) would be expected to result in more harm than good. If the DEPZ was extended to include Millport and Fairlie, this would be well beyond the Lower Emergency Reference Level (ERLs) set by Public Health England and therefore, as the purpose of the ERLs is to determine the point at which the DEPZ does more harm than good, extending the DEPZ to these communities would do more harm than good.
- 2.32 Public Health England's advice is that on the basis of the assessment made by EDF, extending automatic protective actions out to 6 km or 20 km would not be justified. The Outline Planning Zone extends beyond 20 km and provides a framework for planning which is proportional to the risk. Should an emergency occur, PHE would always assess the risk to the public on the basis of observed data and prognosis of how the event may develop and advise the STAC (the Scientific and Technical Advice Cell who provide advice in an emergency) accordingly as to what protective actions are appropriate.
- 2.33 The Council's role is to base the DEPZ on the operator's Consequences Report, and to fine tune these boundaries based on the factors detailed in Regulation 8, namely:
- (a) local geographic, demographic and practical implementation issues;
  - (b) the need to avoid, where practicable, the bisection of local communities; and
  - (c) the inclusion of vulnerable groups immediately adjacent to the area proposed by the operator.
- 2.34 In terms of (b) and (c) above, there are no communities bisected by the proposed 2km limit and no vulnerable premises adjacent to it. As regards local geographic, demographic and practical implementation issues, this only allows Council to fine tune the boundaries. Arguably, for practical implementation purposes it is better to keep everyone in the existing zone within the new zone, particularly as much of it will still be around 2km. In defining the boundary of a detailed emergency planning zone, geographic features should also be used for ease of implementing the local authority's off-site emergency plan. Physical features, such as roads, rivers, railways or footpaths should be considered as well as political or postcode boundaries, particularly where these features and concepts correspond with other local authority emergency planning arrangements.

### **3. Proposals**

- 3.1 In relation to the DEPZ for Hunterston B, the Council has a statutory duty to determine the DEPZ “on the basis of the Operator’s recommendation as contained in their Consequences Report”. There are two realistic options. Firstly, to go with the Operator’s recommendation of 2km, the reasonableness of which has been confirmed by Public Health England. Alternatively, to retain the current properties within the boundary, having regard to the communication and certainty advantages which such a long-standing boundary brings in an emergency. In both cases the boundary would now be aligned with geographic features, rather than being a simple circle around the site.
- 3.2 A strict application of the Emergency Reference Levels (ERLs) would suggest that the inclusion of properties outwith 2km would do more harm than good. However on balance, given that such properties are not far outwith the 2km, and having regard to the practical implementation benefits of retaining the current properties within the DEPZ, it is recommended to retain the current households within the DEPZ, but to better align this with geographical features, as shown in the plan annexed at Appendix 3 to the report.

### **4. Implications/Socio-economic Duty**

#### **Financial**

- 4.1 There are no financial implications as this work is chargeable to EDF under REPPiR.

#### **Human Resources**

- 4.2 It is not expected that this will result in any additional staffing requirements, but any such resources would be chargeable to EDF as operator.

#### **Legal**

- 4.3 A primary purpose of this report is to address the new legal duties imposed under REPPiR.

#### **Equality/Socio-economic**

- 4.4 There are no significant equalities or socio-economic implications of this report.

##### **4.4.1 Children and Young People:**

There are no significant implications of this report. Effective emergency planning arrangements support responders to deal with an emergency and address the impact of an emergency on the population as a whole, children and young persons included.

## **Environmental and Sustainability**

- 45 This report advises about new emergency planning duties in relation to Hunterston B. Effective emergency planning arrangements support responders to deal with the environmental and other impacts of an emergency. It is important to recognise that this report is not about wider issues of the sustainability, hazards or environmental impact of nuclear power.

## **Key Priorities**

- 46 Implementation of REPPiR as a whole will support the Council Plan theme of:
- Helping all of our people to stay safe, healthy, and active

## **Community Wealth Building**

- 47 None

## **5. Consultation**

- 5.1 Details of consultation in relation to setting the DEPZ boundaries is set out in 2.21. In addition to consultation with those within the current DEPZ, there has been consultation with local Category 1 and 2 emergency planning partners, the Communications Manager, relevant officers in neighbouring authorities and residents within the current DEPZ. There has also been consultation with Public Health England who are the authority who provide independent radiation advice to Councils across the UK.
- 5.2 ACCT have also consulted and are continuing to consult the following in relation to preparation of the Off-Site Contingency Plan. Council needs to agree the DEPZ boundary before this Plan can be finalised.
- (a) the operators, EDF and Magnox;
  - (b) Category 1 and 2 responders;
  - (c) NHS Ayrshire and Arran
  - (d) SEPA;
  - (f) Public Health England;
  - (g) Public Health Scotland
- 5.3 ACCT also attended the Hunterston Site Stakeholder Group in September 2019 and gave a presentation on the changes to REPPiR and its effects, how the off-site plan would be changing, and the role of the council in determining the DEPZ.
- 5.4 Discussions took place with ONR in May 2020 regarding the proposal that the Chief Executive set a DEPZ on an interim basis, to reviewed by Council in December 2020. ONR's advice was that the timing of a review is in the gift of the Council. Therefore, if the Chief Executive took a decision to set the boundary of the DEPZ on an interim basis pending such review, this would enable Council to still be able to take the final decision on determining the DEPZ. ONR have verbally confirmed they would not oppose such a course of action.

Andrew Fraser  
Head of Democratic Services

For further information please contact **Andrew Fraser, Head of Democratic Services**, on **01294 324125**.

### **Background Papers**

- 1- REPPIR Code of Practice
- 2- Consequences Report for Hunterston B
- 3- Hunterston B Plan

**REPIR Code of Practice**

**Extracts from Guidance relating to Regulation 8 (Duty of Local Authority to determine DEPZ)**

In relation to setting the DEPZ the Code says:-

“190 The detailed emergency planning zone must be based on the minimum geographical extent proposed by the operator in the consequences report and should:

- (a) be of sufficient extent to enable an adequate response to a range of emergencies; and
- (b) reflect the benefits and detriments of protective action by considering an appropriate balance between;
  - i. dose averted; and
  - ii. the impact of implementing protective

194 The zone should be set as the minimum area the operator considers should be covered by the local authority's off-site plan in accordance with paragraph 2 of Schedule 4, as well as by the local authority applying local geographic, demographic and practical implementation factors and considering relevant protective action in the area. The emergency arrangements for the zone should be identified in the off-site plan as per Schedule 6, Part 2, Chapter 1.

195 The local authority should accept the operator's recommendation of the minimum geographical extent of the detailed emergency planning zone. The local authority should only change that area to extend it because of local geographic, demographic and practical implementation issues, the need to avoid bisecting communities or to include vulnerable groups at the outer limit of the area. The local authority is not required to have the expertise to verify the technical basis for the minimum extent set by the operator.

197 .....Although, undertaking protective action can reduce the dose received, this needs to be balanced against the stress caused to affected people and the potential harm to them that could result from this action. The size of the detailed emergency planning zone and the protective action planned in it should not put people at risk of harm from unnecessary action. An excessively large area could also divert important resource from affected areas which require the most attention. If it is considered by the operator that the local authority has increased the detailed emergency planning zone excessively so that the increase is detrimental to the effectiveness of the off-site plan, this should be discussed with the local authority and the regulator.



## Nuclear Generation Limited

### The Radiation (Emergency Preparedness and Public Information) Regulations 2019

#### Hunterston B Power Station Consequences Report

<b>Originated By:</b>	Emergency Planning Group	<b>Date:</b>	January 2020
<b>Reviewed By:</b>	Emergency Preparedness Engineer	<b>Date:</b>	January 2020
<b>Approved By:</b>	Technical and Safety Support Manager	<b>Date:</b>	January 2020

HPS/TSSD/QS/LC/DR2566  
Revision 001

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## Purpose

This consequence report is required in regulation 7 of Radiation (Emergency Preparedness and Public Information) Regulations (REPIR) 2019 for the Local authority to determine a Detailed Emergency Planning Zone (DEPZ). It sets out the technical justification for the minimum distance for the DEPZ around Hunterston B nuclear power station.

The key priority for EDF Energy Nuclear Generation Ltd (EDF NG) is the safe, reliable generation of electricity. Generating safely means the prevention of accidents, recognising the potential hazardous situations or malicious acts that may cause harm to the public, our staff, the environment, or the reputation of the company and managing these events should they occur

The likelihood of an event occurring at Hunterston B power station is minimised through safety considerations in the siting, design, construction and operation and the granting and compliance with a nuclear site licence regulated by the Office for Nuclear Regulation (ONR). A Nuclear Site Licence is granted only after the ONR has fully satisfied that the licensee is a capable operator and has made an adequate safety case for the station and developed appropriate safety standards. The implementation of these standards demonstrates that an accidental event which might lead to the release of even small amounts of radioactivity is extremely low.

Despite constant vigilance, the safeguards incorporated into the design and operation of plant and support systems, and a positive accident prevention culture, hazardous situations that challenge control can occur. Having well-rehearsed emergency arrangements in a state of readiness, as required by REPIR 2019, provides an additional layer of protection to mitigate the effects of unforeseen events.

This consequence report is developed from REPIR regulations 4 and 5, requiring the operator, EDF Energy, to conduct an evaluation of the work with ionising radiation at Hunterston B power station to identify the hazards which could cause a radiation emergency, as defined in REPIR regulation 2 and to assess the potential consequences of a full range of emergencies “both on the premises and outside the premises considering any variable factors which have the potential to affect the severity of those consequences”.

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## 1 Consequence Report

<b>1.1</b>	<b>Name and Address of the Operator</b>		EDF Energy Nuclear Generation Ltd. Barnett Way Barnwood Gloucester Gloucestershire GL4 3RS						
<b>1.2</b>	<b>Premises details</b>		<table border="1"> <tr> <td data-bbox="552 568 655 600">Address</td> <td data-bbox="778 510 1433 667">           Hunterston B power station            West Kilbride            Ayrshire            KA23 9QX         </td> </tr> <tr> <td data-bbox="552 734 655 766">Location</td> <td data-bbox="778 678 1433 835">           All distances mentioned in this report are a radius from the premises centre point Grid Reference NS 18570 51455, which is the centre of the reactor building.         </td> </tr> <tr> <td data-bbox="552 846 762 1003">Date of commencement of work with ionising radiation</td> <td data-bbox="778 857 1433 1012">           Work with ionising radiation has already commenced at Hunterston B power station. The construction of the station started in 1968 and the station started generating electricity in 1976.         </td> </tr> </table>	Address	Hunterston B power station West Kilbride Ayrshire KA23 9QX	Location	All distances mentioned in this report are a radius from the premises centre point Grid Reference NS 18570 51455, which is the centre of the reactor building.	Date of commencement of work with ionising radiation	Work with ionising radiation has already commenced at Hunterston B power station. The construction of the station started in 1968 and the station started generating electricity in 1976.
Address	Hunterston B power station West Kilbride Ayrshire KA23 9QX								
Location	All distances mentioned in this report are a radius from the premises centre point Grid Reference NS 18570 51455, which is the centre of the reactor building.								
Date of commencement of work with ionising radiation	Work with ionising radiation has already commenced at Hunterston B power station. The construction of the station started in 1968 and the station started generating electricity in 1976.								

**1.3**

**Recommended Minimum Extent – Detailed** The Detailed Emergency Planning Zone for the **Geographical** site should be no smaller than 2km from the **Emergency Planning (DEPZ)** centre point noted above in section 1.2.

**1.4 Recommended Distances for Urgent Protective Actions (sheltering, stable iodine tablets & evacuation)**

The assessments required under REPIIR indicate detailed planning is justified for the urgent protective actions of administration of stable iodine and implementation of sheltering within a distance of ~ 2km from the site for protection of the public. The protective actions should be capable of being enacted as soon as is practical after the declaration of a Radiation Emergency has occurred or before a release starts to maximise the averting of dose. Stable iodine can be administered up to 5-8 hours following exposure as averting iodine inhalation dose of ~ 50% is still possible.

Appropriate arrangements should be considered in this area for individuals for whom it is not possible to offer appropriate shelter in solid buildings and stable iodine tablets. This is likely to include a number of transient individuals, such as those using local recreational facilities.

The rationale for the distances and timings for recommending the detail planning for implementation of urgent protective actions is provided below in section 1.7.

The assessments indicate evacuation is justified within 300m. This area is predominantly inside the site fence, therefore there is no justification for planning in detail to evacuate the public as a default action within the detailed emergency planning zone. Evacuation within the DEPZ should be considered in outline planning arrangements in the event of a severe accident.

It is recommended that advice be issued within 24 hours to restrict consumption of leafy green vegetables, milk and water from open sources/rain water in all sectors of the Details Emergency Planning Zone and downwind of the site to a distance of 43km.

<p><b>1.5 Recommended Minimum Geographical Extent – Outline Emergency Planning (OPZ)</b></p>	<p>It is recommended that the Outline Planning Zone for the site be set as per REPPIR regulation 9 (1) a) and schedule 5 – (category 2) at 30km.</p> <p>Default urgent protective actions, other than consideration of food restrictions, are not recommended within the OPZ. Outline planning should consider the implementation of urgent protective actions in the OPZ for a radiation emergency which is considered extremely unlikely.</p> <p>It is recommended that that the outline plan consider the process for the implementation of stable iodine distribution, shelter and evacuation uniformly throughout the OPZ, with or without a warning period.</p> <p>Planning in outline will enable implementation of protective actions based on the assessments made during an event and determined as appropriate based on the justification of the potential for averting exposure.</p>
<p><b>1.6 Environmental pathways at risk</b></p>	
	<p>A radiation emergency at Hunterston B would take the form of a gaseous plume containing radioactive particulates. This would put the following environmental pathways at risk:</p> <ul style="list-style-type: none"> <li>• Grown foods – direct surface contamination and soil to plant</li> <li>• Animal products via ingestion</li> <li>• Water supplies through direct contamination and contaminated runoff</li> </ul>
<p><b>1.7 Rationale</b></p>	
	<p>SELECTION OF SOURCE TERM</p> <p>EDF Energy has considered a wide range of accident scenarios in the hazard evaluation process and selected a candidate release as the basis of the consequences assessment. The candidate release assumes the most pessimistic attributes from a number of fault sequences in terms of time to release and quantity of activity released it, therefore, does not correspond to the release from a specific individual fault. It covers faults in all facilities on site, and all modes of plant operation.</p>

#### POPULATION VARIABLES

As recommended by Public Health England the exposure to the following population groups has been considered

- infants (0-1 year)
- children (1-10 years)
- Adults

Particular attention is given to the exposure to infants as the most vulnerable group

Dose to the foetus and to breast-fed infants has been considered and it has been determined that the protective measures required for these do not exceed those required by the most vulnerable group identified above.

#### IMPACT OF WEATHER VARIABLES

The most significant consequences off site will occur from airborne radioactivity. The impact of the consequences is dominated by the weather conditions transporting the radioactive material off site. Extremes of weather, in this context, relates to the amount of dilution of the radioactive material that occurs during transportation. While higher wind speeds transport radioactivity over greater distances, the plume tends to move faster and affects a narrower area. Slow moving wind, with little or no turbulence, reduces the dilution of the radioactivity and presents the worst-case conditions for a release of radioactive material, as the release of radioactivity remains more concentrated as it moves off the site.

This becomes relevant in terms of the potential exposure through inhalation (amount of radiation per breath) and direct exposure as the release cloud or plume passes overhead. A full range of the atmospheric conditions occurring in the UK have been considered, along with the impact of rain, as this can 'wash' radioactivity out of the cloud or plume leading to a build-up of deposited activity where the rain falls raising levels of radiation in the environment and the potential of increased exposure through ingestion and direct exposure. The weather conditions used to develop the distances recommended in this report account for over 95% of the expected conditions at Hunterston B from an assessment of historic weather data. This aligns with Public Health England's recommended methodology to take account of pessimistic consequences due to unfavourable weather conditions as set out in report PHE-CRCE-50.

#### EMERGENCY RELEASE AND RESPONSE TIME VARIABLES

The effectiveness of the urgent protective actions is determined by when implementation is achieved relative to the release and passage of the radioactive material. It is assumed that the most limiting scenario occurs when the release commences before emergency plans are activated. The duration of the candidate release is approximately 5 hours at which point the release will effectively terminate because the depressurisation of the Reactor Coolant System results in

limited motive force to expel radioactivity, or because emergency actions have reestablished containment.

Despite best efforts to rapidly assemble the emergency response organisation to determine the protection strategy and to notify members of the public to take action, the delay in doing this will reduce the effectiveness of the protective measures. A conservative time factor for implementing the protective measures of 2 hours has been considered when assessing distances determined by the effectiveness of protective actions. However the distances recommended in this report are based on a best-case scenario where protective actions can be implemented in advance of exposure occurring.

No assumptions should be made about the availability of a warning period to enact the emergency response and protective actions. Whilst faults could develop which would give a warning period of an hour or more before a release of radiation from the site it should not be assumed that this would be the case. Therefore any protective actions and emergency plans should be based on the conservative basis that no warning period would be available and should therefore be capable of being activated as soon as possible.

#### PUBLIC PROTECTION GUIDANCE

Public Health England (PHE) provide the UK guidance for emergency planning thresholds on dose for guiding decisions on actions. Emergency Reference Levels (ERL's) are dose criteria that apply to the justification and optimisation of sheltering-in-place, evacuation and administration of stable iodine. These are most appropriately expressed in terms of averted dose and are given in the table below.

#### **Recommended ERLs for the planning of sheltering-in-place, evacuation and administration of stable iodine protective actions**

	Effective dose or organ dose	Averted dose (mSv) <sup>a</sup>	
		Lower	Upper
Sheltering	Effective	3	30
Evacuation	Effective	30	300
Stable iodine	Thyroid <sup>b</sup>	30	100

<sup>a</sup> In recognition of their higher cancer risk, the doses are those potentially averted in young children <sup>b</sup> mSv equivalent dose to the thyroid

The key objective with planning and deploying urgent protective actions is to achieve more good than harm in context of the risks from radiation exposure and the risks associated with the protective measure. Hence the arrangements in place should be proportionate to the risk and offer a trade-off between protection against radiation dose and the detriments that protective actions can have when implemented.

As indicated in REPPIR, the lower ERLs are used in the determination of the distance for justifying detailed planning for implementing urgent public protective measures.

## APPLICATION OF THE EMERGENCY REFERENCE LEVELS

The recommended minimum distance for detailed emergency planning has been based on consideration of distances to which it would be proportionate to administer the urgent protective actions of evacuation, shelter and stable iodine. The nature of radiation emergency at Hunterston B means that iodine radionuclides are the dominant hazard. Therefore, the distance to which the administration of stable iodine is considered proportionate is the greatest of any of the protective actions and is the distance used to determine the minimum size of the Detailed Emergency Planning Zone.

### DISTANCE TO LOWER ERL FOR STABLE IODINE

The distance across which it is justifiable to administer stable iodine as a protective action has been calculated as ~2000m from the centre point of the site based on the lower emergency reference level for an infant, identified as the most vulnerable group. This assumes the maximum possible benefit afforded by this protective action by it being administered before or very shortly after exposure.

Whilst it is accepted that there may be a delay in notifying the public of a radiation emergency, resulting in the protective action being less effective, it is considered appropriate for public protection to base the distance given in this report by considering the most effective outcome.

### DISTANCE TO LOWER ERL FOR SHELTERING

The distance across which it is justifiable to recommend shelter as a protective action has been calculated as ~950m from the centre point of each site based on the lower emergency reference level for an infant, identified as the most vulnerable group.

Whilst this distance is shorter than that of stable iodine, it is recommended that the two protective actions be deployed together and therefore it would be reasonable to extend shelter as a protective action to the same distance as that of stable iodine. This follows public protection guidelines set out by Public Health England in report PHE-CRCE-049.

### DISTANCE TO LOWER ERL FOR EVACUATION

The distance across which it is justifiable to recommend evacuation as a protective action has been calculated as ~300m from the centre point of the site based on the lower emergency reference level for an infant, identified as the most vulnerable group.

This area is largely contained within the site fence in most places and contains no permanent residents. It is therefore judged that the use of evacuation as a default urgent protective action within the Detailed Emergency Planning Zone is not

justified. Evacuation within the DEPZ should be considered in outline planning arrangements in the event of a severe accident.

#### DISTANCES FOR FOOD RESTRICTIONS

Averting exposure to radiation through ingestion of locally produced food stuffs and drinking water is not considered to be an immediately urgent protective measure due to the delay in exposure and the ability to issue advice within 24 hours from the start of the release.

Assessments indicate that the radiation concentrations in milk under likely dispersion conditions would exceed the Euratom Maximum Permitted Levels (MPL) to a distance of ~41km and concentrations in unprocessed leafy green vegetables would exceed the MPLs to a distance of ~43km. It is recommended that for ease of communication the advice be issued for a single distance of 43km. This should also include advice against drinking of rainwater or water from open sources to the same distance.

Analysis shows that the distance to which food restrictions would be required will vary significantly based on the weather factors on the day with the presence of rain having a significant influence. Whilst it may be necessary to implement food bans beyond the distances recommended it is considered proportionate to plan for the extent suggested, which can then be reviewed and adjusted as necessary by the appropriate authority once an appropriate emergency organisation has been established.

#### OTHER EMERGENCY PLANNING CONSIDERATIONS

Appropriate arrangements should be considered in the DEPZ to a distance of 2000m for individuals for whom it is not possible to offer appropriate shelter in solidly built buildings and stable iodine tablets. This may include transient populations such as users of local recreational facilities.

Whilst potential dose to such individuals is not expected to exceed the lower ERL for evacuation, the doses could be above the lower ERLs for sheltering and stable iodine. Appropriate arrangements will therefore be needed to ensure that any individuals that fall into this category can be adequately protected, which may be most practically achieved by evacuating them from the immediate area.

There are a range of potential events which could occur at the site which relate to conventional industrial hazards (e.g. fires, chemical spill) which may require an emergency response, including off site support, but do not lead to a release of radioactive material. These would be declared as a Site Incident. It is understood that such events could be perceived as a radiation emergency by the public, and therefore all such events will include necessary notifications to relevant organisation so that reassurance requirements can be enacted.

	<p><b>SUMMARY RECOMMENDATIONS OF DISTANCE TO LOWER ERL</b></p> <p>The assessments indicate that detailed planning is justified at Hunterston B power station within at least 2000m and the urgent protective actions of administration of stable iodine and implementation of sheltering are justified within a maximum distance of 2000m from the site for protection of the public.</p> <p>2000m is the minimum distance for the DEPZ. The local authority can choose to extend this in line with Regulation 8(1). It is not recommended that urgent protective actions be extended beyond the distances specified in this report without taking appropriate public protection advice as increasing protective actions beyond the recommended distances could do more harm than good.</p> <p>The protective actions should be capable of being enacted as soon as is practical after the declaration of a Radiation Emergency (Off Site Nuclear Emergency) or before a release starts to maximise the averting of exposure. Consideration should be given to the pre-distribution of stable iodine tablets within the area likely to be affected.</p> <p>Stable iodine can be administered up to 5-8 hours following exposure as averting iodine inhalation dose of ~ 50% is still possible.</p> <p>Evacuation is not considered to be justified as a default protective action in the DEPZ.</p>
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## 2 Distribution

<b>Station Director</b>			
<b>TSSM</b>			
<b>QMGH</b>			
<b>EPE</b>			

<b>External Communications Manager</b>			
<b>Louise Driver</b>		<b>Head of Emergency Planning</b>	<b>EDF Energy</b>
<b>Josh Tarling</b>		<b>Emergency Planning Group</b>	<b>EDF Energy</b>
<b>Craig Hatton</b>	<i>External</i>	<b>Chief Executive</b>	<b>North Ayrshire Council</b>
<b>Jane McGeorge</b>	<i>External</i>	<b>Coordinator</b>	<b>Ayrshire Civil Contingencies Team</b>
<b>Lesley Jeffery</b>	<i>External</i>	<b>Civil Contingencies Officer</b>	<b>Ayrshire Civil Contingencies Team</b>
<b>Stuart Fannin</b>	<i>External</i>	<b>Site Inspector</b>	<b>ONR</b>
<b>REPP19Compliance @onr.gov.uk</b>	<i>External</i>	<b>REPP19 Compliance Lead</b>	<b>ONR</b>
<b>TSSM (Equivalent)</b>	<b>External</b>	<b>TSSM (Equivalent)</b>	<b>Hunterston A Station</b>

Figure 1 – Recommended Minimum Distance for Detailed Emergency Planning



# North Ayrshire Council

# Hunterston Centre

Scale: 1:20,085  
Date: 09/01/2020

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