

OPG Comments on draft REGDOC-1.1.1, Licence to Prepare Site & Site Evaluation for New Reactor Facilities

#	Document Section/ Excerpt of Section	Industry Issue	Suggested Change <i>(if applicable)</i>	Major Comment/ Request for Clarification	Impact on Industry, <i>if major comment</i>
1.	General	This application guide calls for assessments and analysis based on detailed design well before an applicant might reasonably be expected to have chosen a final design. For example, Section 17 requires safety or accident analysis of events/ accidents and characterization of site impacts based on the design, etc. At this stage in the lifecycle, the final design may not yet be known.	Ensure there is a consistent use of language throughout the document, similar in tone and substance to that used in Section 4.1, to recognize that a final design may not yet be established at the site preparation and evaluation stage. Requirements need to match the level of detail that is available to applicants at the various stages in the lifecycle.	Major	This application guide requires too much assessment, analysis, characterization, etc. based on detailed design. An applicant may not have this information available at the time of application. A general understanding of the technology to be used should be sufficient and the requirements need to reflect that. An appropriate level of detail is described in Section 4.1, p 7, which reads: "The bounding parameters that encompass all technologies under consideration shall be considered in the preparation of a site. Sufficient design information that is necessary for the proposed facility shall be supplied to support proposed site preparation activities such as, plant footprint excavation, and excavation of cooling water intake tunnels."
2.	General	The REGDOC does not cover the following requirements from the Regulations: Missing – Class I Facilities Regulations 3(i) General Nuclear Safety and Control Regulations 3(1)(g)(h)(i)(l), 12(a)(b)(d)(e)(g)(h)(i)(j)(k)	Add guidance on the missing requirements	Major	This leaves the industry and the CNSC open to court challenges by NGOs in regards to the issuance of site preparation licences due to missing information that is required by the regulations.
3.	General	1. There is considerable overlap with REGDOC 2.9.1.	Remove redundancy and duplication., referring to REGDOC 2.9.1 sections on	Major	Creates potential for confusion of requirements

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			environmental risk assessment , environment assessment and environmental monitoring		
4.	General	The document does not make any allowance for the size of the reactor or site (e.g. SMRs) in specifying requirements for environmental assessments	Provide graded approach depending on the size of the intended site, reactor.	Major	Burdensome, unnecessary requirements for small reactors.
5.	General	Discussing the requirements of the application to prepare site separately in Part A and Appendix A provides more clarity as to what is required for this specific application. Unfortunately Appendix B seems to confuse matters. In Appendix B, combining all phases of the licensing process in this prepare site and site evaluation document makes a rather lengthy document with considerable redundancy/replication of information including repeating of references and more importantly blurs the requirements for each stage of licensing. Greater clarity is required as to what exactly is required for each stage.	Remove redundancy and duplication.,	Major	Licensees require clarity of requirements to ensure correct information is provided to avoid rework, and provide consistency in interpretation. This is especially important for any new applicants who may not be familiar with Canadian regulatory framework.
6.	General	The site evaluation is a precondition for submission of application for site preparation; however, they appear in reverse order in the title and in the document?		Clarification	
7.	General Comment	Overlap of requirements between existing regulatory documents (for example REGDOC 2.9.1 ,RD 346) and REGDOC 1.1.1. Emphasis on meeting all requirements of a running plant	Streamline requirements for new build with reference to later/applicable licence requirements via existing suite of regulatory documents. Present strategy	Major	Creates uncertainty with prospects of new build or attracting investors. Duplication of efforts for various licences.

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		for new build is too cumbersome as presented in this document.	for a graded approach to implement requirements.		
8.	General Comment	Opportunity to amalgamate both RD-346, <i>Site Evaluation for Nuclear Power Plants</i> and RD/GD-369, <i>Licence Application Guide, Licence to Construct a Nuclear Power Plant</i> into REGDOC 1.1.1	Amalgamate documents.	Major	Opportunity to define requirements and how to apply/demonstrate meeting these in a single document.
9.	General Comment	Overlap of responsibilities between CNSC and provincial authorities to regulate safety, in particular, industrial safety during construction (i.e., section 7 Operating Performance)	Separate the defined authorities' responsibilities.	Major	Redundancy of meeting both the CNSC and provincial safety requirements or concerns with the alignment between various interpretations.
10.	All	Clear identification and numbering of the requirements in the text will contribute to better quality in the preparation the applications and efficiency of the evaluation of applications by CNSC staff, as it allows for their traceability.	Add REQ# to the requirements in the document	Major	Additional administrative burden for preparation of applications
11.	All	The document will benefit from clear acceptance criteria to all requirements, in a way that a proponent seeking a licence to prepare a site could evaluate the conformance of their application. This is an Obstacle in evaluation of the quality of applications	Add clear acceptance criteria	Clarification	
12.	General	The document refers to many USNRC and IAEA (e.g. on pages, 39, 44, 49, 50, 55) documents, but does not clarify how conformity with these documents supports proponents application. For example, document suggests graded approach and in the same time USNRC documents typically include prescriptive	Detail any relation other than informative between licence application and the documents in question	Clarification	

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		requirements.			
13.	Preface, p i 2 nd paragraph, final sentence: "Its content also addresses the information needed for subsequent lifecycle phases of construction and operation."	This REGDOC is explicitly for the purpose preparing and submitting a site preparation licence. Why would it include information needed for subsequent lifecycle phases?	Keep this application guide simple and focused by deleting extraneous information needed for subsequent lifecycle phases.	Clarification	
14.	Preface, p i 4 th paragraph, 1 st bullet: "consideration of events to include multiple and simultaneous severe external events that could exceed the design basis."	There may not be enough detailed design information available at the time of the site preparation licence application to consider such events	Delete the bullet	Clarification	
15.	Preface, p i 7 th paragraph: "For existing facilities: The requirements contained in this document do not apply unless they have been included, in whole or in part, in the licence or licensing basis."	This is a good statement to include. We suggest adding "explicitly" to provide greater clarity	Edit to read: "For existing facilities: The requirements contained in this document do not apply unless they have explicitly been included, in whole or in part, in the licence or licensing basis."	Clarification	
16.	Section 1.3.1, <i>Nuclear Safety and Control Act</i> and associated	This section lists licence application requirements from the construction, operation and abandonment sections of the Class 1	Delete licence application requirements from the construction, operation and abandonment sections of the Class 1	Major	Including these requirements in this guide will cause confusion and waste licensee and regulatory staff effort.

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	regulations, p 2-3	regulations. These don't belong in a guide for how to apply for a site preparation licence.	regulations from this REGDOC.		
17.	Section 1.1, Purpose, p1	The purpose does not include any mention of the licensee application.	Suggest adding the following wording to the purpose: "This regulatory document provides requirements and guidance for a licence to prepare a site and addresses site preparation and site evaluation for reactor facilities. ..."	Clarification	
18.	Section 1.2, Scope, p1	The definition of nuclear power plant and small reactor need to be revisited in the context of Small Modular Reactors.	The CNSC should recognize the advanced safety features of SMR designs by creating a new classification for ultra-safe reactors with regulatory requirements tied to their ability to meet defined safety and environmental goals, not the amount of power they can produce.	Major	<p>Canada's current, reactor-related regulatory framework is based on water-cooled cores and separated into two distinct groups (Large and Small) which nominally discriminate on their thermal power property. Large reactors are pressurized, water-cooled and produce thermal power in the thousands of megawatts. Smaller research or isotope reactors operate at low pressure with thermal power in the range of a few megawatts. These designations have served as an acceptable surrogate for a risk-based system, but this approach will need to become more sophisticated as new designs are introduced. The designs being proposed under the SM R label are varied, but they have several common features that set them apart from current designs. These include:</p> <ul style="list-style-type: none"> • Extremely low risk of failures that could result in the release of radioactive materials to the public. This is the ultimate measure of safety for a reactor

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					<p>facility and new SMR designs are predicting release frequencies two to three orders of magnitude better than current designs. While those projections have to be proven, those are levels of safety virtually unheard of in human designs of any sort.</p> <ul style="list-style-type: none"> • A limited potential for the spread of contamination should a release occur. Generally, contamination would be contained to the facility site. • Very limited operator intervention to control reactor operations since the designs are largely passive in their operating nature. • A relatively simple decommissioning process at the end of a reactor's life. SM R designs allow for the quick removal of all long-lived radioactive material compared to the current designs. <p>While some SMRs with these features will fit into the existing group of smaller research or isotope reactors, most will be above the category's thermal limit despite their simplicity and advanced safety. It is time to replace the thermal power surrogate for risk/safety with a class of licence based on actual measures of safety. High-level requirements for this group of ultra-safe reactors might include:</p> <ul style="list-style-type: none"> • Safety features that are passive in nature

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					<p>and do not require operator interaction to place the reactor in a safe state.</p> <ul style="list-style-type: none"> • Accident release frequency better than once in a 100 million per reactor year. • Very low environmental emissions during operation. • Contamination spread of less than 3 km, even under accident conditions. • Decommissioning and removal of all active components 5-10 years after the end-of-operation.
19.	Section 1.3.1, <i>Nuclear Safety and Control Act</i> and associated regulations, p 1	The REGDOC currently references sections 6 and 7 of the <i>Class I Nuclear Facilities Regulations</i> . These sections do not apply for site preparation.	Either delete references to sections 6 and 7 of the <i>Class I Nuclear Facilities Regulations</i> or clarify that these requirements should be taken into consideration during the environmental assessment, site preparation and design phases of a new Nuclear Power Plant project.	Major	Sections 6 and 7 of the <i>Class I Nuclear Facilities Regulations</i> cannot be applied to a site preparation licence. It is noted that this should be considered during any environmental assessment. However, this should also be noted in the REGDOC.
20.	Section 1.3.1, <i>Nuclear Safety and Control Act</i> and associated regulations, p 3	This section does not list the cost recovery fees, which are explicitly mentioned in section 2	Add the cost recovery fees to the list of relevant legislation	Clarification	
21.	Section 2, Background, p 4 2nd paragraph: "It is important to note that, under the NSCA, the initial application does not necessarily have to	<p>A few issues with this passage:</p> <ul style="list-style-type: none"> • Presumably, this only applies in the situation where a licensee wants to licence a reactor design for marketing purposes and isn't proposing to build it on a specific site. • Licence to abandon isn't on this list. Is an applicant not allowed to apply for a licence 	Revise the document to clarify these questions. Suggest the following; "Under the NSCA, the initial application does not necessarily have to be for a licence to prepare site. As such, the applicant could apply for any of the following licences as long as they	Clarification	

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	be for a licence to prepare site. As such, the applicant could apply for any of the following licences as long as they address all applicable regulatory requirements, including those for the licence to prepare site:"	<p>to abandon before they apply for a licence to prepare?</p> <ul style="list-style-type: none"> • Are licences to “prepare site and construct”, “construct and operate”, “prepare site, construct and operate” different than the same licences listed separately? • The statement, “as long as they address all applicable regulatory requirements, including those for the licence to prepare site:” suggests that to apply for an operating licence, one must have met the requirements for a prepare site licence, which is contradictory to the first statement in this paragraph. 	<p>address all applicable regulatory requirements::</p> <ul style="list-style-type: none"> • licence to prepare site • licence to construct • licence to operate • licence to decommission • licence to abandon 		
22.	Section 2, p 4 6 th paragraph, 2 nd sentence: “Granting of the licence does not relinquish the licensee’s responsibility to ensure that the site continues to be suitable throughout the project lifecycle.”	This is sufficiently obvious and may not need to be stated.	Delete	Clarification	
23.	Section 2 Page 4	Confusing section: It is highly improbable that a licensee would apply for a licence to prepare site, to operate and to decommission at once.	Re-consider need to combine licence phases into one discussion.	Clarification	
24.	Section 4.1,p 8 Under Guidance, “...(specify anticipated	This phrase seems oddly specific and unnecessary in a very general guidance statement.	Delete	Clarification	

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	thermal power output)...”				
25.	Section 4.3.1, General considerations, p 9 2 nd sentence under Guidance: “It is not expected that activities encompassed by the licence to prepare site will involve the handling of radioactive or nuclear substances	It is not clear why this guidance statement is here. Site preparation activities might use radioactive tracers in the site characterization activities.	Delete	Clarification	
26.	Section 6, p11 Guidance, 2 ND paragraph (Also Section A.4, p60)	Wording should align with description used in CSA N286-12	Edit slightly to align with N286-12: “The management system integrates all elements of safety, health, environmental, and security, economics and quality (including quality assurance) elements to ensure that safety is the paramount consideration, guiding decisions and actions; supported by requirements. is properly taken into account in all of an organization’s activities. The management system’s main objective is to ensure, by considering the implications of all actions not within separate management systems but with regard to safety as a whole, that safety is not compromised.	Clarification	
27.	Section 6, p11 Last bullet under	Improved alignment with N286-12 language	Suggest either deleting bullet, since N286-12 already requires the requested	Clarification	

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	Guidance says, “a description of the applicant’s site preparation organization for each aspect of the site preparation program, including the corporate and site management structure and the position titles of the persons responsible for the management and control of each program”		descriptions, or aligning more directly with N286-12 language by saying: <ul style="list-style-type: none"> • a description of organizational structure; authorities, accountabilities and responsibilities of positions; internal and external interfaces; how and by whom decisions are made 		
28.	Section 6.3, p14 Under Guidance, it says, “The management system for the security program includes:”	It is unclear whether the security program is envisaged as somehow separate from the management system. The way it is referenced here and in A4 sets it apart – “the management system for the security program”, as opposed to the “security requirements of the management system”		Clarification	
29.	Section 6.3,p14 Guidance bullet #3 says: “a demonstration that the proposed security program has considered the applicable quality assurance criteria	While ISO 17799:2005 can be a standard of the management system, it should be up to the licensee to determine which programs and/or processes it applies. The REGDOC should identify <i>what</i> is required, not how/where it should be implemented.		Clarification	

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	contained in ISO 17799:2005, <i>Information Technology – Security Techniques – Code of Practice for Information Security Management</i> ”				
30.	Part A Section 9.2 Page 16	Request for clarity in following statement: <i>“The following criteria (for an operating unit) shall be considered in determining the size of the proposed exclusion zone: Demonstration that the dispersion model used for the dose calculations is not unduly impacted by the proximity of the nuclear facility to the exclusion boundary.”</i>	Remove Item as it is unnecessary. If unduly impacted by proximity to the exclusion boundary, this demonstrates that the exclusion zone is too small.	Clarification	
31.	10 Radiation Protection	Not required for new build.	Requirements are defined under other licences. Delete redundant requirements in the environmental requirements section	Major	Possible confusion with refurbishing an existing reactor versus new build.
32.	12 Emergency Management and Fire Protection	Not required for new build. Provincially regulated.	Requirements are defined under other licences. . Delete redundant requirements in the Emergency Management and Fire Protection section	Major	Redundancy of meeting both the CNSC and provincial safety requirements or concerns with the alignment between various interpretations.
33.	Section 13	Not required for new build. Provincially regulated.	Requirements are defined under other licences. . Delete redundant requirements in the Environmental protection section – suggest collapsing section 13 into one paragraph referencing	Major	Redundancy of meeting both the CNSC and provincial safety requirements or concerns with the alignment between various interpretations.

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			REGDOC 2.9.1		
34.	Section 13.3 Page 22	<p>Issue with the statements that the proposed effluent monitoring program is required for the licence to prepare site addressing the clauses of CSA N288.5-11.</p> <p>This statement seems to imply the need for an effluent monitoring program will be developed for an operating NPP, which should not be a requirement until commissioning and operation of the facility. This would be covered in the ERA or EA.</p> <p>This is another example of the potential for confusion caused by repeating requirements that are addressed in other regulatory documents</p>	It should be clearly stated that monitoring here only applies to potential contaminants associated with site preparation, e.g., dust, exhaust emissions, storm water runoff, noise, etc.	Clarification	
35.	Section 13.3 Pg 22-23	Guidance: The effluent monitoring program should also address the following: 6 bullets dealing with the release of radioactive material. Since no radioactive material is generally released during site preparation and construction, these requirements should not apply unit commissioning and operation.	Clarify what is required by when.	Clarification	
36.	Section 13.4 Pg. 23	Unclear purpose of environmental monitoring at this phase.	This section should clearly state that the environmental monitoring program at this stage is to define baseline conditions and to monitor the impact of site	Clarification	

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			preparation activities on the environment.		
37.	Section 13.4, p23 1 st bullet associated with third paragraph	Clarity is sought since there is no regulatory requirement to conduct an EA follow-up, which is listed in the first bullet	Delete 1st bullet: “environmental monitoring recommended in an EA follow-up program”	Clarification	
38.	Section 14	Not required for new build (Decommissioning aside). Provincially regulated.	Requirements are defined under other licences. Remove requirements that are provincially regulated.	Major	Redundancy of meeting both the CNSC and provincial safety requirements or concerns with the alignment between various interpretations.
39.	Section 15	Aside from Prescribed Information does not appear to be required. Treat as construction site until fuel is introduced to site.	Requirements are defined under other licences.	Major	
40.	Section 15.2, Site security program, p27	The site security program during site preparation needs to use a graded approach. There will not be any Category I or II nuclear materials at the site during this period.	Revise the site security program requirements to be in line with the required level of security.	Major	There will not be any Category I or II material on site during the site preparation phase and it is highly unlikely that there will be any prescribed information on site either. This will result in significant unnecessary costs to licensees during this phase of a new build project.
41.	Section 15.2.1, Site access clearance, p 27	Site access clearance should not be required at this point in the project unless it is at an existing NPP site.	Revise the site access clearance requirements to be in line with the required level of security.	Major	There will not be any Category I or II material on site during the site preparation phase and it is highly unlikely that there will be any prescribed information on site either, this will likely be stored at a head office or satellite office facility. There is no need for this level of security at this point in the project. This will result in significant unnecessary costs to licensees during this phase of a new build project.

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42.	Section 15.2.3, Physical security , p 28	The level of physical security needs to be in line with the requirements for site preparation. There will not be any Category I or II nuclear materials at the site during this period and it is unlikely that any prescribed information will be on site at this time.	Revise the physical security requirements to be in line with the required level of security.	Major	There will not be any Category I or II material on site during the site preparation phase and it is highly unlikely that there will be any prescribed information on site either, this will likely be stored at a head office or satellite office facility. There is no need for this level of security at this point in the project. This will result in significant unnecessary costs to licensees during this phase of a new build project.
43.	Section 15.2.4, Cyber security, p 28	This section requests consideration of documents that are outdated in terms of current best practices, namely: 1) IAEA Nuclear Security Series 17, <i>Computer Security at Nuclear Facilities</i> and 2) Nuclear Energy Institute, NEI 04-04, <i>Cyber Security Program for Power Reactors</i> .	<ol style="list-style-type: none"> 1) Remove the two existing references (NSS17 and NEI 04-04) 2) Add a reference to CSA N290.7-14 <i>Cyber Security for Nuclear Power Plants and Small Reactor facilities</i>. 3) Add a more general reference to IAEA Computer Security guidance, thus including many important, more up-to-date documents under development such as IAEA NST-045 and NST-047. 4) Consult with Mr. Chul-Hwan Jung, the CNSC cyber security expert on this draft REGDOC 	Major	Although both of these references provide some value, they are outdated in some 'best practices' for cyber security. Furthermore, there is no reference to the new Canadian nuclear cyber security standard, CSA N290.7-14 <i>Cyber Security for Nuclear Power Plants and Small Reactor facilities</i> . This new standard was created at the initiative of the CNSC, and is currently being phased into the License Condition Handbook of Canadian operators.
44.	Section 15.2.5, Security officer program, p 29	The security officers for site preparation do not need to be to the requirements of an operating NPP. There will not be any Category I or II nuclear materials at the site during this period and it is unlikely that any prescribed information will be on site at this time.	Revise the security officer program requirements to be in line with the required level of security.	Major	There will not be any Category I or II material on site during the site preparation phase and it is highly unlikely that there will be any prescribed information on site either, this will likely be stored at a head office or satellite office facility. There is no need for this level of security at this point in

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					the project. This will result in significant unnecessary costs to licensees during this phase of a new build project.
45.	Section 16 Figure 16.1 Page 32	Typo	Crown's duty to consult should be subsection 5.2 instead of 5.3	Clarification	
46.	Section 16.4 p.33	<i>'this document is consistent with the present IAEA consensus on what is expected in the site evaluation process'</i> The statement implies that any change in the "IAEA consensus" shall be immediately reflected in the document	Delete the phrase	Clarification	
47.	Section 17, p 34 Second bullet says: "reactor facility events, including beyond-design-basis-events and severe accidents"	At the site prep stage, the final design may not have even been selected yet. It seems incongruous to be talking about beyond design basis events when the design basis hasn't even been established yet.	Delete	Clarification	
48.	Section 17, p 35 First line: "A high level overview of alternate sites considered prior to selecting the proposed site should be provided. A brief description of the degree and depth of site evaluation used to	This is unnecessary and should be deleted. There is no need to explain why one site was chosen over another. The application is for one site and it simply has to be evaluated based on its merits.	Delete	Clarification	

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	narrow down the final choice(s) should be included.				
49.	Section 17.3 First line of Page 36	<p>“The analysis shall include an examination of potential cliff-edge effects that may arise from small increases in the severity of events. This information provides a baseline for future assessments over the life of the facility.”</p> <p>It is not clear how a small increase should be defined.</p>	Remove or clearly state the severity level	Major	Severity of events can have major impact on the cost and time that is required by the applicant
50.	Section 17 Table 17.1 Page 37	Potential mistake under Considerations. There is a repeat in second and third row	Remove repetition	Clarification	
51.	17.4	Determining potential impact on Environment – redundant to Environmental Assessments	Refer to the EA process rather than repeat requirements.	Clarification	
52.	Section 17.4 Bottom of Page 38	<p>“<i>Two or more reference areas are needed to characterize natural spatial variability in measured parameters ...</i>”.</p> <p>It is not clear if this applies to all or some parameters</p>	Define where needed if suitable reference sites are available.	Major	<p>This can require considerable consumption of time and resources to accomplish with little improvement in safety of the resultant site selection or preparation of site.</p> <p>Presently multiple reference sampling locations are used for benthic invertebrates, but if applied to multiple parameters this could lead numerous reference areas being sampled in both the aquatic and terrestrial environment making costs and logistics prohibitive.</p>
53.	Section 17.5.2, p 40	It makes sense to have the discussions with	Delete this requirement	Major	The requirement to have agreements in

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	First line: "Because of the time involved for this task, it is important to initiate these discussions during the initial (pre-licensing) site evaluation phase. The CNSC will expect these agreements to be in place before granting a licence to prepare site."	offsite agencies at this stage in the life cycle, but it is excessive to expect formal agreements to be in place before the licence is granted.			place before a site preparation licence is granted is unnecessary and overly restrictive. There will be plenty of time to establish these agreements before the facility is even built let alone operated.
54.	Section 18 Page 41	Concern with open-ended statement that can easily mean years/decades of baseline sampling before applying for a prepare site licence. <i>"Baseline data should be of sufficient sample size and duration to conduct hypothesis testing against post-commissioning (follow-up) monitoring data, with sufficient power to detect relevant effect sizes."</i>	Include a statement to clarify the number of years of baseline data are required for the application to prepare site, considering that baseline monitoring will continue through the life of the project.	Major	This could be a major cost and resource impact on the industry if the stated condition is required to begin site preparation
55.	Section 18.3 Page 42	Concerns about requirements under this statement: <i>"The evaluation shall take into account prehistoric, historic, and instrumentally recorded climatic data sources that reflect regional conditions... Descriptions of basic meteorological variables shall</i>	Change "shall" to "should" as some of this data may not be available (Prehistoric data in particular). Atmospheric pressure is not used in EAs/ERAs. Should only ask for data that are essential for the application to prepare site.	Major	There will be information gap if data are not available Some of the data will not be readily available in the ERA and they not needed or used in present assessments. For example, there may not be any records of

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		<i>include:...atmospheric pressure."</i>			<p>atmospheric pressure being available or being used in assessments, so this should not be required.</p> <p>Design of the NPP takes extreme weather conditions, which includes atmospheric pressure extremes into account which is documented in the safety analysis report</p>
56.	Section 18.6 Page 43	<p>Concern with the following statement:</p> <p><i>"Documentation of the biota utilizing the habitat and the proposed site shall be provided and include descriptions of ... and invertebrate communities."</i></p> <p>Documentation of the terrestrial invertebrate community inhabiting soil and foliage is an enormous task and at the present level of the science of limited use for monitoring effects. To date the only requirement is for benthic invertebrates (at the level of genera) and observations on invertebrates of "special concern"</p>	<p>Revise to be more specific on what is required for monitoring.</p> <p>For example, require focus on identifying legally protected species (e.g. monarch butterfly) and invertebrates that will serve a purpose for environmental effects monitoring.</p>	Clarification	
57.	Section 19.3.1	Flood - How in situation where Canadian documents are currently unavailable, is the conformance criteria established and assessed?	Explain acceptance criteria	Clarification	
58.	Section 21.2.3	There is no leverage point available to a utility	The expected outcome of discussions	Major	For industry to engage in New Build on

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	Page 53	on the issue of establishing means of deterrence to “high risk” airspace.	with municipal, provincial and federal governments to establish means of deterring entry into “high risk” airspace is unclear. I don’t see a definition of “high risk” airspace. There is little in place to deter entry for existing facilities. Current practices are reactive, not preventative. This point requires clarification and is not written in consideration of industry’s ability to impact this area.		existing nuclear properties, the requirement for this deterrence is out of sync with our current norm.
59.	Section 23, p54 First line: “A management system, quality management or quality assurance (QA) program shall be established when it can be applied to the site evaluation process.”	There is a significant difference between a management system and a quality assurance program, with the management system integrating all requirements and ensuring safety is the overriding consideration. It doesn’t seem appropriate in this section to allow for the choice of only a QA program.	For clarity, recommend removing “quality management or quality assurance(QA) program.”	Clarification	
60.	Section 23, p55 Second to last bullet under further guidance	Reference to CSA N286- should be revised to CSA N286-	Revise to reference N286	Clarification	
61.	Appendix A	Redundant to REGDOC 1.1.3	Opportunity to create single LAG specifying various requirements for different licences.	Major	Having redundant requirements in a more than one Regulatory document leads to potential for confusion
62.	Appendix B	Redundant to REGDOC 1.1.3	Opportunity to create single LAG specifying various requirements for different licences.	Major	Having redundant requirements in a more than one Regulatory document leads to potential for confusion
63.	Appendix B.2.1, p67 -	Clarity is sought around this expectation.	Clarify expectations around future	Clarification	

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	<p>“Because characterization methods and tools evolve over time, the licensee shall demonstrate that the process of site evaluation will continue to be periodically updated in future licensing phases to ensure that the design basis and the licensing basis are supported by up-to-date information.”</p>	<p>Licensees accept that information will be updated over time, but the initial site evaluation will remain valid unless additional requirements are imposed (Environmental Assessment, for example)</p>	<p>periodic review</p>		
64.	<p>Appendix B.2.1, p67 Guidance, 1st bullet: “applicable federal environmental legislation”</p>	<p>This is too vague for effective guidance</p>	<p>Specify</p>	<p>Clarification</p>	
65.	<p>Appendix B B.3 Guidance Page 69 4th paragraph</p>	<p><i>“This includes specifying the deviation from a reference conditions that would be considered an adverse effects, taking into consideration the normal and natural variation for that parameter. This can be done through the implementation of statistical design into baseline studies.”</i></p> <p>This may be achievable after a facility is in</p>	<p>Include a statement to clarify the number of years of the baseline data required for the application to prepare site, considering that baseline monitoring will continue through the life of the project.</p>	<p>Major</p>	<p>This could be a major cost and resource impact on the industry if the stated condition is required to begin well before site preparation</p>

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		place and operated for considerable time, but is not possible early in the program. The text implicitly implies several years or decades of baseline monitoring before implementation of the project.			
66.	B.3.1 2 nd bullet Page 69	<p>Concern with statement:</p> <p><i>“One year of onsite meteorological data for the most recent one-year period is required for baseline climate, meteorological data and air quality data (repeated on pg 70).”</i></p>	Specify whether the one-year period also applies to other baseline parameters as well. One year of baseline monitoring prior to prepare site should be sufficient, but regulatory statements seem to imply several years may be required.	Major	This will consume unnecessary resources and time of the applicant.
67.	B.3.1 3 rd bullet Page 69	<p>Concern with bullet:</p> <p><i>“information about climatic parameters such as air masses, general airflow, pressure patterns, frontal systems and temperature and humidity conditions, as compared against references.”</i></p> <p>. A general description of dominant wind direction, temperature and precipitation is usually given in an ERA or application, but not to the level of detail requested here. It is highly unlikely that there would be major differences in the reference areas and study site if reference areas are nearby, and if significantly different, then they are not appropriate reference areas.</p>	This bullet should be changed or deleted.	Major	This cannot be implemented as all information is not readily available and will not be available at the micro-scale to compare among the selected site and reference sites. This will create a data gap in requirements.

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68.	B.3.2.3 Page 72	<p><i>“Estimates of the rate(s) of erosion of shores or riverbanks on or near the site should be provided. ... for the average long term and also for the historical occurrence...”.</i></p> <p>Although erosion is an obvious concern over the long term facility life, are measurements required for the application to prepare site, especially long-term average values and how they have changed with historic events, i.e., this information would likely not be available and would be considered a gap.</p> <p>Again on pg 73 B.3.3.1 3rd bullet <i>“for surface-water bodies and wetlands, estimated erosion characteristics and sediment transport, including rate, bed, and suspended load fractions and graduation analyses ...”</i>. Is this required to prepare site? Is this required at all if there is no visual evidence of an issue? If required, how often is this to be measured?</p>	This topic could be addressed and mitigation can be applied as needed during the life of the facility. During site selection, visual inspection of the sites would identify issues with erosion and if serious problem were evident the site would not be selected.	Major	This will consume unnecessary resources and time of the applicant with no significant benefit
69.	B.3.3.2 4 th bullet Page 74	<p>Concern about information on <i>“historical drought stages and discharges...”</i></p> <p>For many areas in Canada this information is likely not available.</p>	Specify where this information is available, otherwise delete.	Major	This cannot be implemented if the information is not available.
70.	B.3.3.3 Page 74	It is not clear whether all the information is needed and what level of detail is required for	Clarify that knowing whether there is sufficient quantities of water available	Major	This will consume unnecessary resources and time of the applicant with no significant

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		the application to prepare site. For example, bullet 7 <i>“net loss, including evaporation and seepage”</i> Evaporation could be estimated using equations but seepage would require considerable monitoring.	should suffice to meet requirements for the prepare site phase.		benefit
71.	B.3.4.2 Page 75	Concern with statement on Water Quality Guidance <i>“Water quality benchmarks from peer-reviewed scientific literature will be recognized only when no federal or provincial benchmarks exist”</i> . There are many natural (unperturbed) waters in Canada that do not meet the water quality guidelines. Sound rationale or scientific justification should be permitted. As stated in the guidelines, they are for guidance only.	Delete or modify this statement.	Major	This may restrict the availability to select an excellent site.
72.	B.3.4.3 Page 75	Concern about Baseline sediment quality guidance requirement: <i>“Without federal or provincial standards and guidelines, sediment quality benchmarks from peer-reviewed scientific literature should be used with appropriate rationale.”</i> The federal and provincial sediment quality guidelines were development from data from the Great Lakes. Sediment quality data from other locations can be compared to these benchmarks, however, sediment quality from	Delete or modify this statement.	Major	This statement limits the construction of nuclear plant to the Great Lakes.

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		<p>other areas cannot be expected to meet these benchmarks as many/most lakes and wetlands on the Canadian Shield including pristine lakes, do not meet these guidelines. Further, not all good pieces of work/data sets demonstrating this are in peer-reviewed literature. Sound rationale or scientific justification should be permitted.</p>			
73.	B.3.5 Page 78	<p>Concern about lack of clarity about level of detail in terms of number of years of study This will consume unnecessary resources and time of the applicant.</p>	<p>This is nominally covered in the EA. EA requirements should not be duplicated in this document Instead focus on supplemental requirements.</p>	Clarification	
74.	B.3.5 last paragraph Page 79	<p><i>“For commercially or recreationally valuable species, ...the provincial, local conservation agencies or organizations that maintain harvest records of these species should be identified.”</i></p> <p>Is this necessary? For example, records kept by the Ontario Ministry of Natural Resources for harvest of game animals such as deer and moose are crude and is of little use for site preparation.</p>	<p>Remove expectation.</p> <p>This is nominally covered in the EA. EA requirements should not be duplicated in this document Instead focus on supplemental requirements.</p>	Clarification	
75.	B.3.6.1 Page 79	<p>Concern about baseline aquatic flora, fauna and food chain data:</p> <p><i>“Characterization information shall address the</i></p>	<p>Characterization of the algae and zooplankton communities should be removed</p>	Major	<p>This will consume unnecessary resources and time of the applicant with no value added. This level of detail imposes requirements that cannot be met by</p>

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		<p><i>site and surrounding region potentially affected by the project such as the following ... phytoplankton, zooplankton,... “.</i></p> <p>It is not clear how a species list of algae species and zooplankton species and their relative abundance will be useful considering their population dynamics (highly variable). There is little use in biomonitoring.</p>			<p>industry. Characterization of the algae and zooplankton communities is time consuming, expensive, and generally not used for environmental monitoring. If specific issues develop over the course of operating a facility, specific studies can address the issue at that time as a licence condition.</p>
76.	B.3.6.1. fish habitat mapping 2 nd sub-bullet Page 80	<p>Concern with <i>“this includes mapping of streams and ditches that contain fish for substrate type, cover and structure (run, riffle, pool) and stream channel morphology, according to published protocols ...”.</i></p> <p>By definition drainage ditches are not designed to provide habitat for fishes. Fishes may colonize drainage ditches to a limited extent and ditches may become naturalized over time, however, eventually they need maintenance to prevent flooding and are dredged. No protocols developed for mapping fish habitat were developed to specifically address drainage ditches.</p>	Drainage ditches should be deleted from this bullet.	Major	Unnecessary expense for applicant and is contrary to the design and purpose of the drainage ditch.
77.	B.3.6.1 5 th major bullet Page 80	Question regarding: <i>“For existing facilities on the same site, a description of the zone of influence of the existing thermal plumes (>1°C</i>	The zone of influence should be based on the area of expected impact , e.g., for round whitefish, a sensitive species, this would be >3°C above ambient, a much	Major	This affects social licence. 1°C will show much larger potential affect area than in reality would be affected.

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		<p><i>above ambient)</i>".</p> <p>Why is 1°C above ambient used as opposed to a minimum temperature above ambient where effects may appear? i.e., no effect would be seen with a 1°C increase in temperature.</p> <p>Comment also applies to pg 108 requirement</p>	<p>smaller area of influence than for >1°C increase.</p> <p>This is nominally covered in the EA. EA requirements should not be duplicated in this document Instead focus on supplemental requirements</p>		
78.	B.3.6.1 fish habitat mapping 5 th sub-bullet Page 80	<p>Concern with <i>"spring freshet effects on biota and habitat quality in site streams..."</i>.</p> <p>Spring freshets are natural phenomena as a result of snow melt that aquatic organisms normally have to contend with whether there is a facility there or not. Why is this a requirement?</p>	Remove requirements	Major	This will consume unnecessary resources and time of the applicant with no significant benefit
79.	B3.6.1 2 nd bullet Page 81	<p>Concern with <i>"baseline characterization field study of site reference ditches that provide habitat for aquatic biota ..."</i>.</p> <p>The use of reference ditches off-site, not under the licensee's control, are of limited use. For example, agricultural ditches maybe contaminated with pesticides and those along roadway by metals, road salts and petro-contaminants. Both can be dredged at any time destroying their use as a reference ditch.</p>	<p>This bullet should be deleted.</p> <p>Alternatively specify how many reference ditches the licensee should construct for comparison with their drainage ditch and how these ditches can be kept from being exposed from on-site potential contaminants.</p>	Major	This will consume unnecessary resources and time of the applicant with no significant benefit
80.	B3.6.1 last main bullet Page. 81	<i>"a total aquatic species inventory list based on field studies for the site and local study area</i>	If this needs to remain a requirement, change statement to request an aquatic	Major	This will consume unnecessary resources and time of the applicant with no significant

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		<p><i>and available published information for the regional study area.”</i></p> <p>It is not clear how this information is ever used, although often a requirement. The statement “a total aquatic species inventory” implies a total inventory, i.e., protozoa, nematodes, aquatic bacteria, fungi, algae, etc.</p>	<p>species list of fish, benthic invertebrates and major macrophyte species, based on species collected in field studies on the site and local area and those species expected to be found in the area based on regional studies with some indication on their relative abundance and the presence of protected species.</p> <p>This should be limited to the requirements identified in the EA.</p> <p>EA requirements should not be duplicated in this document.</p>		benefit. This requirement is unrealistic.
81.	Appendix B.3.8, p84 “Baseline land-use information that includes future changes in land use is used to predict the effects on the proposed site operations, and of the site operations on the environment.”	Additional information is requested on what level of prognostication is expected from licensees regarding “future land use”		Clarification	
82.	B.6.1 Effects of project on air quality 5th major bullet, 1 st secondary bullet Page 102	<p>Concern with “<i>description of cumulative effect of emissions from the facility..., including: representative background concentrations in the worst-case air quality assessment</i>”.</p> <p>It is not clear what is being said here.</p> <p>This is nominally covered in the EA. EA requirements should not be duplicated in this</p>		Clarification	

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		document Instead focus on supplemental requirements			
83.	B6.2 Page 103	<p><i>“Sufficient data should be provided for the assessment of anticipated impacts during... Effects description should include direct exposure effects (e.g., on survival, growth, reproduction, age, species distribution of community) and indirect effects (e.g., altered predators, prey, competition, exposure via the food chain).”</i></p> <p>This statement infers an intense evaluation in the environmental effect monitoring program rather than an ERA analysis. Sampling to assess potential effects will likely have a major impact on biota.</p> <p>This is nominally covered in the EA. EA requirements should not be duplicated in this document Instead focus on supplemental requirements</p>	This requirement needs further consideration if the goal is to minimize environmental effects to biota.	Major	<p>This will consume unnecessary resources and time of the applicant.</p> <p>This can have potential major environmental impacts through excessive sampling</p>
84.	B.6.3 Guidance Page 104	<p>Concern with :</p> <p><i>“The typical, natural variation in radioactivity and hazardous substances concentrations at reference sites should be determined through the implementation of statistical design into the baseline studies”.</i></p>	This statement requires a caveat stating where it is statistically feasible. .	Major	<p>This will consume unnecessary resources and time of the applicant.</p> <p>This can have potential major environmental impact through sampling</p>

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		<p>Natural variation is frequently so high that a statistic design is not practical, i.e., too many samples are required to gain a reasonable measure of certainty.</p>			
85.	B.6.4 Page 105	<p>Concern with statement: <i>“Well prepared effects predictions: last bullet “specific predicted effects as the difference in attribute(s) between a future condition without the project, and a future with the project.”</i></p> <p>Unless applied to all assessments of projects in Canada that require an approval (by regulators other than the CNSC) this produces an unfair disadvantage on nuclear energy. Production of energy by nuclear power has little direct effect on the environment, but production of energy allows for population growth and industrial growth that have a direct effect on the environment.</p>	This requirement should be deleted.	Clarification	
86.	B.6.4 last bullet Page 105	<p>Concern with statement: <i>“defensible arguments for or against using the benthic invertebrate community as indicator of loss of fish habitat, since this is a food base for many fish species”.</i></p> <p>Benthic invertebrates are excellent indicators of environmental quality, are food for fish and</p>	Delete this bullet. Benthic invertebrates are excellent indicators of environmental quality, are food for fish and a pathway for movement of contaminants from water and sediment to higher trophic levels. Justification as an indicator of loss of fish habitat is not required, it is a given.	Clarification	

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		a pathway for movement of contaminants from water and sediment to higher trophic levels. Justification as an indicator of loss of fish habitat is not required, it is a given.			
87.	B.6.4.4 Thermal plume effects on the aquatic environment 1 st bullet Page 109	<p>Concern with statement:</p> <p><i>“direct consequences to the ecosystem (process, structure, function) aquatic invertebrates (bacteria, protozoans, viruses, zooplankton, benthic and other macroinvertebrates) phytoplankton, rooted aquatic plants and fish, and indirect effects (via food chain) to aquatic birds and mammals.”</i></p> <p>If this is to be demonstrated by sampling and analysis, the environmental effects placed on the environment by the regulator may be greater than that from the project. This requirement is cost inhibitory and appears to take a very strong anti-nuclear position.</p>	<p>Demonstration of effects or no effects to all taxa is an extreme requirement. Suggest modifying to potential thermal effects only to fishes.</p>	Major	<p>This will consume unnecessary resources and time of the applicant.</p> <p>This may have a negative impact on social licence.</p> <p>Excess sampling can have a negative environmental impact.</p>
88.	B.6.7.3 Page 114	<p>Concern with statement: <i>“Chronic exposures that are less than a biota effective dose screening criterion of 10 µGy/h require minimal interpretation or discussion.”</i></p>	<p>Does the CNSC have a simpler criteria for the human dose rate for which minimal interpretation or discussion is required. If so, please state here.</p>	Clarification	
89.	page 120	<p>The definitions on page 120:</p> <p><i>-site preparation - the act of establishing basic infrastructure to support the future construction and operation of a facility</i></p>	Update definitions	Clarification	

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		<p><i>regulated under the Nuclear Safety and Control Act.</i></p> <p><i>- site evaluation - the processes and methodologies to determine whether the characteristics of the site and the surrounding region are appropriate for the construction, operation and future decommissioning of a facility regulated under the NSCA.</i></p> <p>Appear to be misaligned with the descriptions in the text of the document, for example, the document describes a process way beyond “basic infrastructure”.</p>			