

National REP Conference Briefing

Alert and Notifications: Review Process, IPAWS Implementation & RPM 2023 Update | April 2024



FEMA

Module 1

Legal Authorities

- Radiological Emergency Preparedness (REP) Program
 - The REP Program was established by President Carter on December 7, 1979, following the Three Mile Island nuclear power plant (NPP) incident near Middletown, Pennsylvania. President Carter transferred the Federal lead role in offsite radiological emergency planning and preparedness activities around commercial NPPs from the U.S. Nuclear Regulatory Commission (NRC) to the Federal Emergency Management Agency (FEMA).
 - The REP Program uses various methods to safely assess and engage with offsite response organizations (OROs), with expert guidance, policy, planning, exercise, and training support to ensure a Reasonable Assurance of the capability needed to properly respond to and recover from a radiological incident at a commercial NPP (Code of Federal Regulations (CFR), specifically 44 CFR § 350)
 - Reasonable assurance is described in Public Law 96-295 Sec 109 (2) the regulations as needing to both be “...adequate to protect the health and safety of the public living in the vicinity of the nuclear power facility” and be “...capable of being implemented.”

Relation to ANS

- Code of Federal Regulations (CFR) Radiological Emergency Plans and Preparedness
 - **44 CFR § 350** establishes the policy and procedures for FEMA's review and approval of state and local emergency plans and preparedness for offsite effects of a radiological emergency which may occur at a commercial nuclear power facility.
 - **44 CFR § 350.5(a)(5)** provides the specific authority for review and approval of ANS and associated plans/procedures.

It requires that a “...means to provide early notification and clear instruction to the populace within the plume exposure pathway emergency planning zone (EPZ) have been established.”

Design Objectives

- Any system/approach may be submitted for approval, provided it meets the minimum acceptable design objectives.
- FEMA makes its assessment based on the capabilities of the ANS and not just on the technical specifications.
- The focus of the assessment is on the ANS as a whole, in both design and operation, and the accomplishment of the design objectives.

Design Objectives

Design Objectives 1

- The capability to provide both an alert signal and an informational or instructional message to the population throughout the plume exposure pathway emergency planning zone (EPZ) within 15 minutes.
- The basis for any special requirements/exceptions (e.g., for large water areas with transient boats or remote hiking trails) must be documented.

Design Objectives 2

- The initial notification system will ensure coverage of essentially 100% of the population within 5 miles of the site.

Design Objectives

Design Objectives 3 (Summarized)

- Coverage within 45 minutes of essentially 100% of the population within the entire plume exposure pathway EPZ who may not have received the initial notification.
- The plan must include a provision for corrective measures to provide reasonable assurance that coverage in accordance with the design objectives is maintained.

Design Objectives 4 (Summarized)

- The capability of the ANS to cover essentially 100% of the plume exposure pathway EPZ, regardless of failures.
- Administrative and physical means to correct any failures for any segment of the population that did not receive the alert and/or notification.
- The corrective means/measures will be conducted within a reasonable amount of time, recommended goal of 45 minutes.
- All failure modes, including total failure, are accounted for and means/measures to overcome them must be documented.

REP Program Manual (RPM)

- The RPM provides FEMA guidance that interprets the 16 planning standards and associated evaluation criteria in NUREG-0654/FEMA-REP-1, Rev. 2 by providing additional level of detail on what FEMA anticipates will be included in offsite (area beyond the Nuclear Power Plant (NPP) site boundary) radiological emergency plans and procedures. The RPM also provides guidance on how FEMA assesses offsite radiological emergency plans and procedures, as well as supplementary information that addresses the capabilities of the REP Program and its relationship with state and local partners throughout the radiological community.

REP Program Manual (RPM) Part V

- The NRC relies on FEMA to assess the adequacy of radiological emergency response plans – which includes ANS – as a condition of obtaining or maintaining a license.
- OROs and licensees compile and submit the ANS Evaluation Report through the state, local, territorial, and/or tribal government(s) to the appropriate Regional Administrator (RA).
 - FEMA can provide technical assistance to OROs and licensees compiling the ANS Evaluation Report, including the technical aspects of the Design Report and the planning aspects of the ANS Plan.
- With the assistance of the Regional Assistance Committee (RAC) Chair and using FEMA guidance, the RA determines if the ANS Evaluation Report represents a significant change. Any system/approach may be submitted for approval, provided it meets the minimum acceptable design objectives.

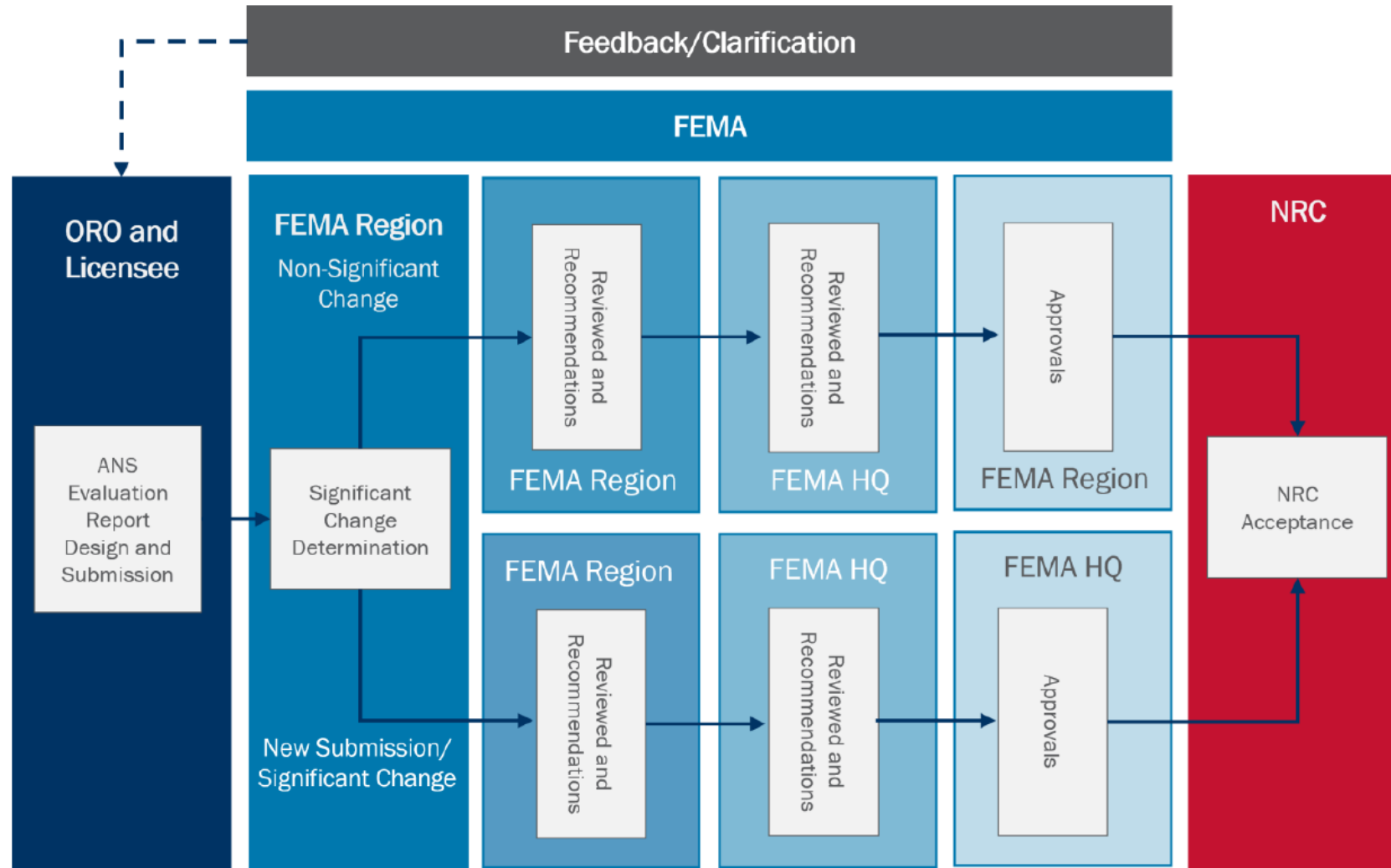
Module 2

Review and Submission Process – ‘Significant Change’

Significant Change Process

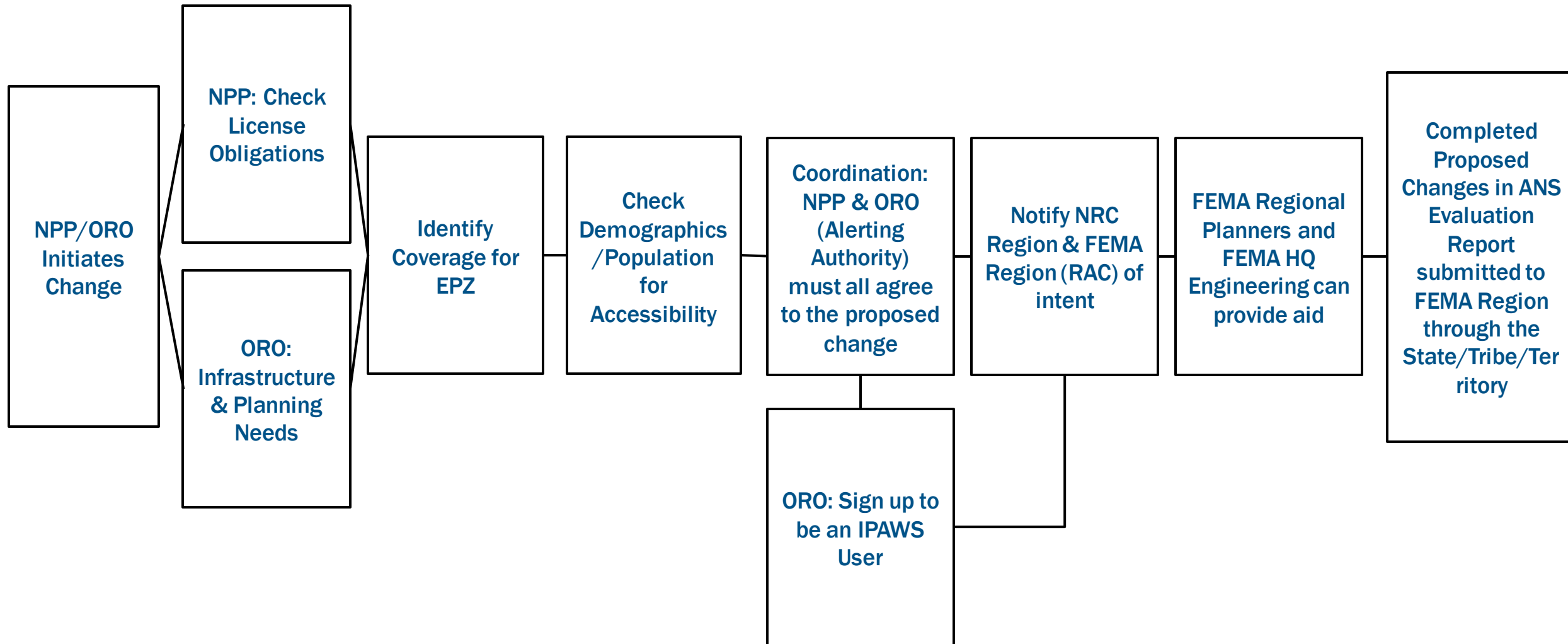
- 44 CFR 350.14(b) states, “A significant change is one which involves the evaluation and assessment of a planning standard or which involves a matter which, if presented with the plan, would need to have been considered by the Deputy Administrator for the National Preparedness Directorate in making a decision that State or local plans and preparedness are: (1) Adequate to protect the health and safety of the public living in the vicinity of the nuclear power facility by providing reasonable assurance that appropriate protective measures can be taken offsite in the event of a radiological emergency; and (2) Capable of being implemented.”
- 44 CFR 350.14(c). The Regional Administrator may determine that certain procedures, such as holding a public meeting or a complete exercise, would be unnecessary.

Design Report/ANS Evaluation Report Submission Milestones



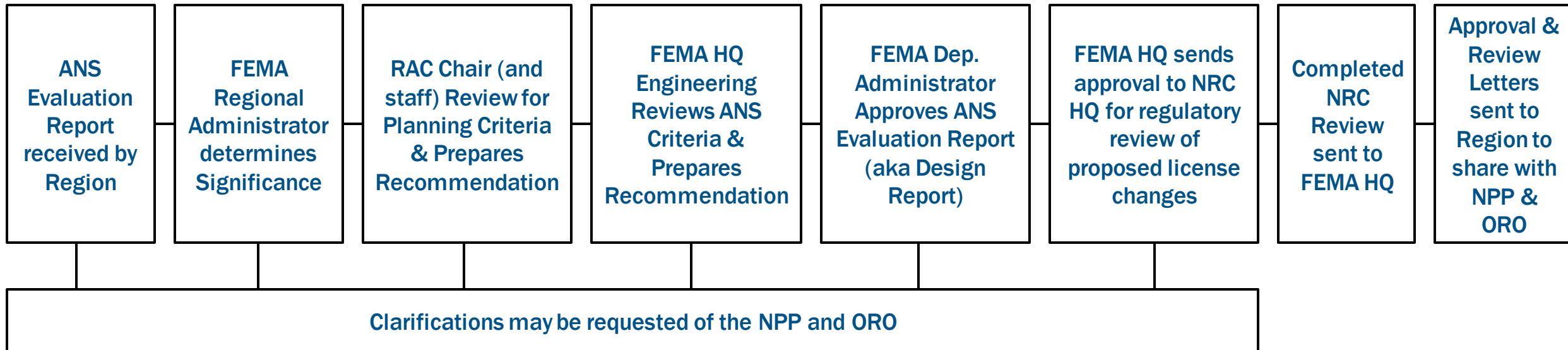
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ANS Significant Change Process (Pre-Federal)



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Design Report/ANS Evaluation Report Submission Milestones



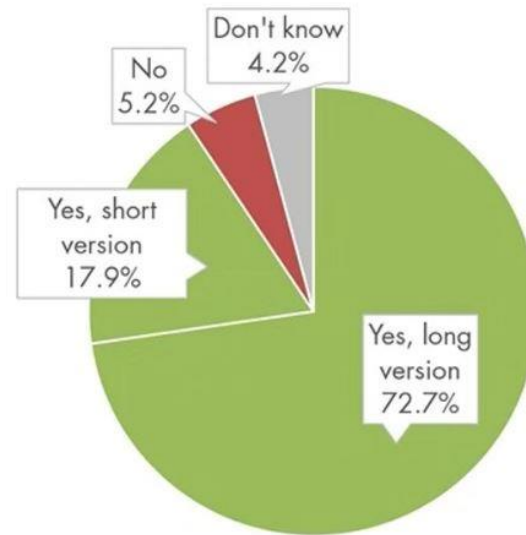
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Module 3

IPAWS Updates

IPAWS National Test – October 4, 2023

About 91% of the US adult population with working cell phones received the WEA test alert



Note: Weighted analysis of survey data representing U.S. adults with a working cell phone.

13²⁷

IPAWS National Test – October 4, 2023

Opting out varies substantially by state



Top 10 WEA Opt Out States	
State	Percent Opted Out
Texas	23.7%
Georgia	18.4%
Oklahoma	16.4%
New Mexico	16.0%
Montana	15.9%
Tennessee	15.4%
Mississippi	15.2%
Ohio	14.6%
Louisiana	14.0%
Florida	14.0%

Next Steps

- FCC
 - 13 additional languages
 - Map with phone location in the alerting area
- Increased Capability
 - 83% of Smart Phones can receive the full 360 characters.

Module 4

IPAWS-WEA Implementation

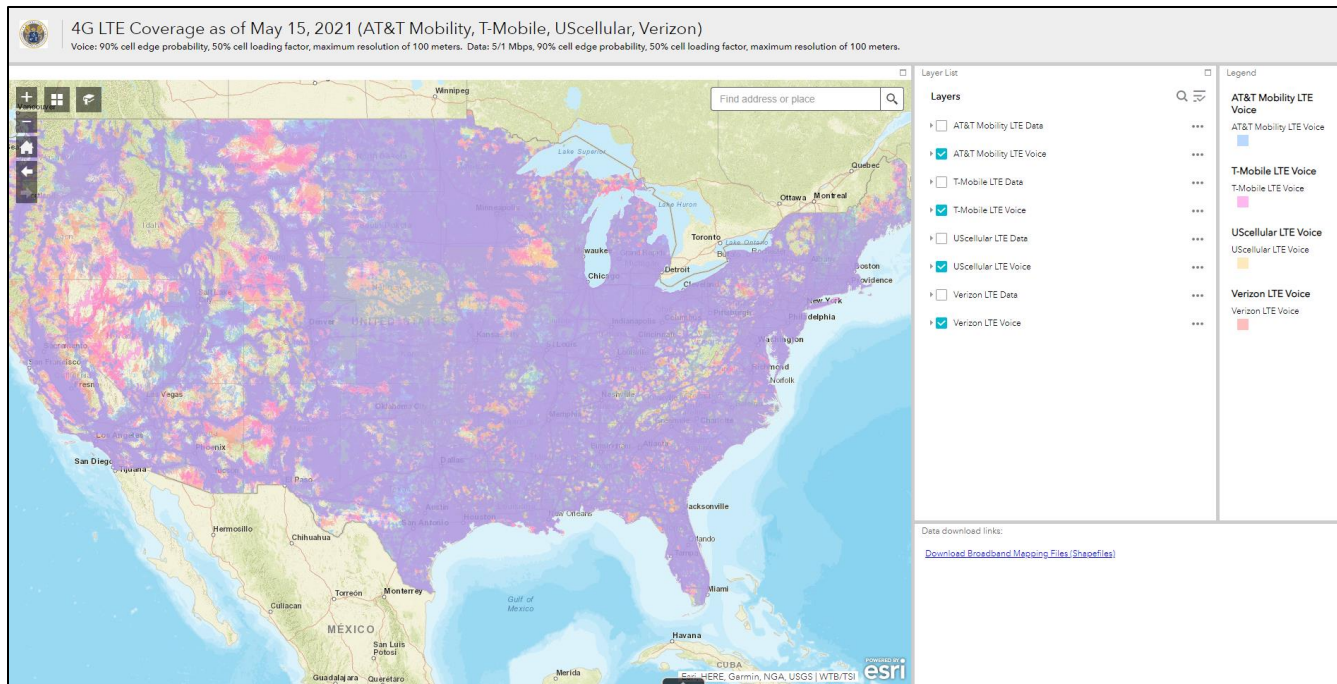
IPAWS-WEA Implementation

- FEMA does not endorse one system over another.
- Due to questions about IPAWS, and specifically about IPAWS-WEA (Wireless Emergency Alerts):
 - IPAWS meets or exceeds the 94% benchmark for availability/reliability (currently at 98.9-99.9%)
 - IPAWS-WEA meets the 15-minute timing requirement in the Design Objective. (2018/2023 National IPAWS-WEA Test : ~90% of cellphones in <15 seconds.
 - Recommendation: Simultaneous Activation vs Sequential Failure Models
 - What If?...Internet Disruption
 - Congestion?
 - Adequacy and Testing: 44 CFR 350.8.d and 350.12.b.2

Literacy

- To meet the Design Objectives, the public must be reasonably able to read and understand notifications that are provided in the form of written or text-based messaging.
- As a best practice FEMA will use the National Literacy Rate from the US Department of Education's National Center for Education Statistics (NCES), when assessing written notification materials.
- Literacy Rates for the jurisdictions within the EPZ will be provided as part of the ANS Evaluation Report (Design Report).
- Communities that have literacy rates below the national average may be required to take mitigation measures to offset gaps.
- There is not a minimal rate for acceptance, only the corresponding level of mitigation measures that would be necessary to address gaps.

Mobile Carrier Coverage Maps



- [Mobile LTE Coverage Map | Federal Communications Commission \(fcc.gov\)](https://www.fcc.gov/mobile-lte-coverage-map)
- Updated wired and wireless broadband coverage: [Home | FCC National Broadband Map](#)
- Voice and Data Coverage for Tier 1 Cellular Carriers: AT&T, T-Mobile-Sprint, US Cellular, and Verizon
- Use as source for coverage data in Design Report.



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IPAWS Live

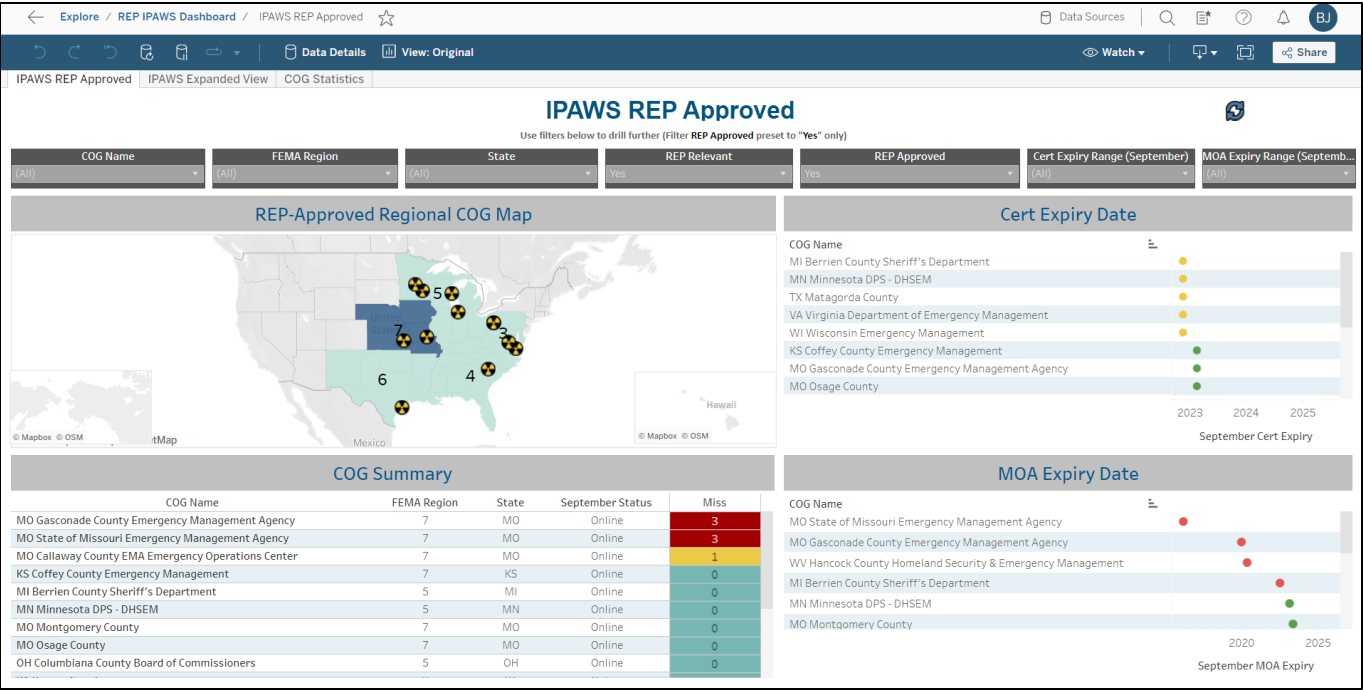
The screenshot displays the IPAWS Live interface. On the left, a sidebar contains alert details for a 'CANCELLED CHILD ABDUCTION EMERGENCY'. The details include: SENT 10/31/2022 05:45:52, EXPIRES 10/31/2022 23:22:00, HEADLINE EN Child Abduction Emergency, AREA US National Center for Missing and Exploited Children, SENDER 200146,US National Center for Missing and Exploited Children, WEA 360CH EN AMBER Alert 2 y/o Shannon Yusef Ingram taken by non-custodial father. Check media for info, WEA 90CH EN AMBER Alert 2 y/o Shannon Yusef Ingram taken by non-custodial father. Check media for info, ID a8f013c4, and ALERT HISTORY (2) with an original alert ID a8ef9dc1. On the right, a map of the United States shows the state of Minnesota highlighted in orange, with a location pin near Saint Paul. The interface includes a 'Back to list' button, language options (English, Spanish), and navigation buttons (Previous, Carousel, Next) at the bottom.

- Available to the Public: [PBS - WARN](https://warn.pbs.org)
- Live Feed from the FEMA IPAWS-OPEN Server (slight delay 2-5 minutes)
- Can search alerts present nationwide and historically ~1 year
- FEMA can use it as confirmation to receive credit for Annual IPAWS-WEA Adequacy/Testing



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IPAWS Dashboard



- Inside FEMA Firewall access limited to FEMA personnel.
- Updated monthly approximately 3 weeks after end of reported month.
- Review to identify issues
- Three Strikes
 - Covid Waiver ended Sept 1, 2023

Module 5

RPM 2023 Updates

LEP – Implementation Change

- Less than English Proficient (LEP)
 - Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d, prohibit recipients of federal financial assistance from discriminating based on national origin by, among other things, failing to provide meaningful access to individuals who are limited English proficient (LEP).
 - Prohibition of discrimination based on national origin includes persons with limited English proficiency. The guidelines for providing meaningful access to federally funded programs and activities by persons with limited English proficiency are outlined in Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency." EO 13166 is the primary guidance which instructs federal agencies and recipients.
 - The Safe Harbor provision includes a threshold of 1,000 or 5%, whichever is less.

LEP – Continued

■ Resources:

- Executive Order 13166 - Improving Access to Services for Persons with Limited English Proficiency (2000), <https://www.justice.gov/crt/executive-order-13166>.
- DOJ Final LEP Guidance Signed (2002), <https://www.justice.gov/crt/doj-final-lep-guidance-signed-6-12-02>.
- Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons (Apr. 18, 2011), <https://www.govinfo.gov/content/pkg/FR-2011-04-18/pdf/2011-9336.pdf>.
- DHS Language Access Plan: [DHS Language Access Plan – November 2023](#)
- FEMA Language Access Policy: [FEMA Policy: Language Access](#)
- FEMA Language Access Plan: https://www.fema.gov/sites/default/files/documents/fema_language-access-plan_12-2020.pdf



Appendix F: Periodic REPP Activities

- Monthly Activities: Sirens, IPAWS
- Quarterly Activities: Sirens
- Annual Activities: ANS Audits, Tone Alert Radios (TAR), Sirens, Emergency Notification System (ENS) , Emergency Telephone Notification System (ETNS), Mass Notification System (MNS), etc...
- Biennial Activities: Route Alerting & Notification
- 8-Year Exercise Cycle Activities: Backup ANS
- Other Activities: IPAWS Qualifications

Demonstration Activities

- IPAWS
 - Using IPAWS-Viewer/Monthly Proficiency Tests
 - IPAWS MOA
 - Monthly Proficiency Test Logs
 - Annual Use of IPAWS-WEA
- ANS Audits
 - Verification of supporting documentation
 - Training Logs
 - Testing Logs
 - Maintenance
 - Security

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