



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

January 3, 2000

Comments Clerk
Radon-222, W-99-08
Water Docket (MC-4101)
U.S. Environmental Protection Agency
Washington, DC 20460

SUBJECT: COMMENTS ON PROPOSED RULE, "NATIONAL PRIMARY DRINKING WATER REGULATIONS; RADON-222," 40 CFR PARTS 141 AND 142, 64 FR 59245, NOVEMBER 2, 1999

Dear Comments Clerk:

Enclosed are the consolidated comments from the U.S. Nuclear Regulatory Commission's (NRC)'s Office of Nuclear Material Safety and Safeguards, on the proposed rule for radon-222 in drinking water, which was published in the Federal Register on November 2, 1999. The U.S. Environmental Protection Agency (EPA) proposed to use a multi-pathway approach for setting a radon-222 indoor air exposure level by establishing specific limits for compliance of community water systems.

Although the proposed rule does not have a direct impact on NRC's programs, we are concerned that your regulatory analysis is silent on how the proposed limits for radon-222 in drinking water may be applied to other programs administered by EPA that could have significant impacts. In addition, while the EPA should be commended for its attempt to use a multi-pathway approach, the NRC found it difficult to understand the safety significance of the proposed rule, since radon in drinking water is an insignificant contributor (about 1 percent) to the overall dose to members of the public from radon in indoor air.

As you are aware, the NRC has informed EPA over the past several years that using a separate radiological standard for a particular medium, such as ground water, is inappropriate, and that it is more appropriate to use an all-pathways approach. The NRC recommends EPA consider implementation of a better targeted rule, through the Clean Air Act, that would require States to implement multi-media indoor air radon mitigation programs.

POR. ORG. U.S. Environmental Protection Agency

00-6

Disc 3

Comments Clerk
 Radon-222, W-99-08
 Water Docket (MC-4101)
 U.S. Environmental Protection Agency
 Washington, DC 20460

SUBJECT: COMMENTS ON PROPOSED RULE, "NATIONAL PRIMARY DRINKING WATER REGULATIONS; RADON-222," 40 CFR PARTS 141 AND 142, 64 FR 59245, NOVEMBER 2, 1999

Dear Comments Clerk:

Enclosed are the consolidated comments from the U.S. Nuclear Regulatory Commission's (NRC's) Office of Nuclear Material Safety and Safeguards, on the proposed rule for radon-222 in drinking water, which was published in the Federal Register on November 2, 1999. Over all, we concluded that the proposed rule does not have a direct impact on NRC's programs; however, we are concerned that your analysis is silent on how the proposed limits for radon-222 in drinking water may be applied to other programs administered by the U.S. Environmental Protection Agency (EPA). As you are aware, the Commission has informed EPA over the past several years that the use of a separate radiological standard for a particular medium, such as ground water, is inappropriate and that it is more appropriate to use an all pathways approach. Also, some of NRC's programs would be significantly impacted if EPA chooses to apply the proposed radon-222 limits to other EPA programs. The rulemaking analysis for the proposed rule does not address this issue.

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

William F. Kane, Director
 Office of Nuclear Material Safety
 and Safeguards

Enclosure: Comments on EPA Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME:ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule Parts 141& 142.wpd
 *See previous concurrence

OFC	URLL*		TECH ed *		HLWB*		DCB*		URLL #	
NAME	MLayton:bg		EKraus		CMcKenney		DSchmidt		TEssig	
DATE	11/29/99		11/26/99		11/29/99		11/29/99		11/29/99	
OFC	DWM		IMNS*		NMSS		DEDMRS			
NAME	JGreeves		DCool		WKane		CPaperiello			
DATE	11/1/99		11/30/99		11/ /99		11/ /99			

OFFICIAL RECORD COPY

This document should/should not be made available to the PUBLIC _____ / /

(Initials)

(Date)

Comments Clerk
 Radon-222, W-99-08
 Water Docket (MC-4101)
 U.S. Environmental Protection Agency
 Washington, DC 20460

SUBJECT: COMMENTS ON PROPOSED RULE, "NATIONAL PRIMARY DRINKING WATER REGULATIONS; RADON-222," 40 CFR PARTS 141 AND 142, 64 FR 59245, NOVEMBER 2, 1999

Dear Comments Clerk:

Enclosed are the consolidated comments from the U.S. Nuclear Regulatory Commission's (NRC's) Office of Nuclear Material Safety and Safeguards, on the proposed rule for radon-222 in drinking water, which was published in the Federal Register on November 2, 1999. Over all, we concluded that the proposed rule does not have a direct impact on NRC's programs; however, we are concerned that your analysis is silent on how the proposed limits for radon-222 in drinking water may be applied to other programs administered by the U.S. Environmental Protection Agency (EPA). As you are aware, the Commission has informed EPA over the past several years that the use of a separate radiological standard for a particular medium, such as ground water, is inappropriate and that it is more appropriate to use an all pathways approach. Also, some of NRC's programs would be significantly impacted if EPA chooses to apply the proposed radon-222 limits to other EPA programs. The rulemaking analysis for the proposed rule does not address this issue.

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

William F. Kane, Director
 Office of Nuclear Material Safety
 and Safeguards

Enclosure: Comments on EPA Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME:ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule Parts 141& 142.wpd *See previous concurrence

OFC	URLL	ε	TECH ed *		HLWB*		DCB*		URLL
NAME	MLayton:bg		EKraus		CMcKenney		DSchmidt		TEssig
DATE	11/21/99	H	11/26/99		11/29/99		11/29/99		11/29/99
OFC	DWM		IMNS		NMSS		DEDMRS		
NAME	JGreeves		DCool		WKane		CPaperiello		
DATE	11/ /99		11/30 /99		11/ /99		11/ /99		

OFFICIAL RECORD COPY

This document should/should not be made available to the PUBLIC _____ / /
 (Initials) (Date)

Comments Clerk
 Radon-222, W-99-08
 Water Docket (MC-4101)
 U.S. Environmental Protection Agency
 Washington, DC 20460

SUBJECT: COMMENTS ON PROPOSED RULE, "NATIONAL PRIMARY DRINKING WATER REGULATIONS; RADON-222," 40 CFR PARTS 141 AND 142, 64 FR 59245, NOVEMBER 2, 1999

Dear Comments Clerk:

Enclosed are the consolidated comments from the U.S. Nuclear Regulatory Commission's (NRC's) Office of Nuclear Material Safety and Safeguards, on the proposed rule for radon-222 in drinking water, which was published in the Federal Register on November 2, 1999. Over all, we concluded that the proposed rule does not have a direct impact on NRC's programs; however, we are concerned that your analysis is silent on how the proposed limits for radon-222 in drinking water may be applied to other programs administered by the U.S. Environmental Protection Agency (EPA). As you are aware, the Commission has informed EPA over the past several years that the use of a separate radiological standard for a particular medium, such as ground water, is inappropriate and that it is more appropriate to use an all pathways approach. Also, some of NRC's programs would be significantly impacted if EPA chooses to apply the proposed radon-222 limits to other EPA programs. The rulemaking analysis for the proposed rule does not address this issue.

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

William F. Kane, Director
 Office of Nuclear Material Safety
 and Safeguards

Enclosure: Comments on EPA Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME: ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule Parts 141& 142.wpd *See previous concurrence

OFC	URLL	ε	TECH ed *		HLWB*		DCB*		URLL
NAME	MLayton: bg		EKraus		CMcKenney		DSchmidt		TEssig
DATE	11/21/99	H	11/26/99		11/29/99		11/29/99		11/29/99
OFC	DWM		IMNS		NMSS		DEDMRS		
NAME	JGreeves		DCool		WKane		CPaperiello		
DATE	11/ /99		11/ /99		11/ /99		11/ /99		

OFFICIAL RECORD COPY

This document should/should not be made available to the PUBLIC _____ / /

(Initials)

(Date)

Comments Clerk
 Radon-222, W-99-08
 Water Docket (MC-4101)
 U.S. Environmental Protection Agency
 Washington, DC 20460

SUBJECT: COMMENTS ON PROPOSED RULE, "NATIONAL PRIMARY DRINKING WATER REGULATIONS; RADON-222," 40 CFR PARTS 141 AND 142, 64 FR 59245, NOVEMBER 2, 1999

Dear Comments Clerk:

Enclosed are the consolidated comments from the U.S. Nuclear Regulatory Commission's (NRC's) Office of Nuclear Material Safety and Safeguards, on the proposed rule for radon-222 in drinking water, which was published in the Federal Register on November 2, 1999. Over all, we concluded that the proposed rule does not have a direct impact on NRC's programs; however, we are concerned that your analysis is silent on how the proposed limits for radon-222 in ground water may be applied to other programs administered by the U.S. Environmental Protection Agency (EPA). As you are aware, the Commission has informed EPA over the past several years that the use of a separate radiological standard for a particular medium, such as ground-water, is inappropriate and that it is more appropriate to use an all pathways approach. Also, some of NRC's programs would be significantly impacted if EPA chooses to apply the proposed radon-222 limits to other EPA programs. The rulemaking analysis for the proposed rule does not address this issue.

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

William F. Kane, Director
 Office of Nuclear Material Safety
 and Safeguards

Enclosure: Comments on EPA Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME:ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule Parts 141& 142.wpd *See previous concurrence

OFC	URLL	TECH ed *	HLWB	DCB	URLL
NAME	MLayton:bg	EKraus	CMcKonehey	DSchmidt	TEssig
DATE	/ /99	11/26/99	11/29/99	11/29/99	11/ /99
OFC	DWM	IMNS	NMSS	DEDMRS	
NAME	JGreeves	DCool	WKane	CPaperiello	
DATE	11/ /99	11/ /99	11/ /99	11/ /99	

OFFICIAL RECORD COPY

This document should/should not be made available to the PUBLIC _____ / /
 (Initials) (Date)

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

William F. Kane, Director
Office of Nuclear Material Safety
and Safeguards

Enclosure: Comments on EPA Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME: ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule Parts 141& 142.wpd
 *See previous concurrence

OFC	URLL*	TECH ed *	HLWB*	DCB*	URLL*
NAME	MLayton:bg	EKraus	CMcKenney	DSchmidt	TEssig
DATE	11/29/99	11/26/99	11/29/99	11/29/99	11/29/99
OFC	DWM*	IMNS*	NMSS	DEDMRS	
NAME	JGreeves	DCool	WKane M ✓	CPaperiello	
DATE	11/30/99	11/30/99	12/17/99 11/ /99	11/ /99	

OFFICIAL RECORD COPY

This document ~~should~~ should not be made available to the PUBLIC

WFK 12/17/99
 (Initials) (Date)

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

/s/ W. F. Kane

William F. Kane, Director
Office of Nuclear Material Safety
and Safeguards

Enclosure: Comments on EPA
Proposed Rulemaking

DISTRIBUTION: TICKET#N199900586 FILE CENTER URLL r/f DWM r/f-t/f EDO r/f
 NMSS Dir.Off. r/f NMSS r/f CPoland BSpitzberg/RIV PUBLIC DGillen JHolonich
 CEmeigh/FCSS AMohseni PSantiago WReamer LCamper

DOCUMENT NAME:ADAMS\NMSS\DWM\URLL\Cover Letter NRC Comments on EPA Proposed Rule
 Parts 141& 142.wpd *See previous concurrence

OFC	URLL		TECH ed *		HLWB*		DCB*		URLL*	
NAME	MLayton:bg/cc		EKraus		CMcKenney		DSchmidt		TEssig	
DATE	/ /99		11/26/99		11/29/99		11/29/99		11/29 /99	
OFC	DWM*		IMNS*		NMSS*		DEDMES			
NAME	JGreeves		DCool		WKane		CPaperiello			
DATE	11/30 /99		11/30/99		1/3/00 /s/ 12/7/99		12/ 30 /99			

OFFICIAL RECORD COPY

This document ~~should~~ should not be made available to the PUBLIC

WFK
(Initials)

11/29/99
(Date)

We appreciate the opportunity to comment on EPA's proposed rule and we look forward to receiving responses and clarifications to the enclosed comments.

Sincerely,

A handwritten signature in black ink, appearing to read "William F. Kane". The signature is fluid and cursive, with a large initial "W" and "K".

William F. Kane, Director
Office of Nuclear Material Safety
and Safeguards

Enclosure: Comments on EPA
Proposed Rulemaking

Comments on
EPA Proposed Rulemaking to revise 40 CFR 141 and 142,
"National Primary Drinking Water Regulations; Radon-222."
U.S. Nuclear Regulatory Commission

1. The proposed rule, as written, does not appear to have a direct impact on the Nuclear Regulatory Commission's (NRC's) regulatory programs. The stated focus in the proposed rule is to reduce radon-222 exposure levels in indoor air by establishing specific limits for compliance by community water systems. The NRC does not typically have regulatory interactions with commercial suppliers of drinking water.

However, EPA's historical position is that drinking water standards should also be applied to ground water in regulatory arenas other than those encompassed by the Safe Drinking Water Act. The Commission has informed EPA on numerous occasions over the years that the use of a separate radiological standard for a particular medium, such as ground water, is inappropriate and that the appropriate approach is to use an "all pathways" approach for determining radiological dose.

In addition, the rulemaking analysis does not provide any describe or evaluate the potential impacts to other programs administered by EPA, if the proposed radon-222 limits are applied to programs beyond those directly linked to the Safe Drinking Water Act. As an example, will EPA modify existing regulatory requirements in 40 CFR 191, 40 CFR 192, or 40 CFR 264 to include radon limits for ground-water monitoring and cleanup? Changes in EPA's programs outside of the Safe Drinking Water Act would likely result in the need for NRC to modify some of its regulatory requirements in order to remain "effectively equivalent," as mandated by Congress. Any associated regulatory burden is unlikely to be of any benefit in reducing doses, but would impose an additional burden on licensees. EPA should clearly state its intentions to modify other EPA programs as a result of this proposed rule.

2. EPA should be commended for its attempt to use a multi-pathway approach, described in the proposed rule as multi-media mitigation (MMM) systems, for controlling radon in indoor air. However, this rule would impose the burden of promoting multi-media indoor air radon mitigation programs on commercial providers of drinking water, even though EPA acknowledges that radon in drinking water is an insignificant contributor to the overall dose to members of the public from radon in indoor air.

The proposed maximum contaminant level (MCL) of 300 pCi/L (11 Bq/L) and the alternate maximum contaminant level (AMCL) of 4,000 pCi/L (150 Bq/L) are based on the indoor air radon concentration that would result from all household uses of drinking water, including washing dishes, washing clothes, bathing, cooking, etc. The predominant pathway for exposure from radon in drinking water is inhalation of radon gas that has escaped from drinking water into indoor air. This represents about 1 percent of the total radon gas in indoor air, the balance coming mainly from the soil upon which the structure was built.

Rather than imposing a disproportional burden on commercial suppliers of drinking water, it would be more appropriate to implement a better targeted rule, through the Clean Air Act, that would require states to implement multi-media indoor air radon mitigation programs.

3. The application of the 4 mrem (0.04 mSv) drinking water limit proposed as the basis for the radon MCL is inconsistent with the previous EPA practices. The proposed radon MCL is based on the lifetime risk from both ingesting radon in the water (10 percent of the calculated risk) and breathing radon that escapes from the water into the house (90 percent of the calculated risk). EPA has previously used a 15 mrem (0.15 mSv) annual limit for all-pathway analyses and notwithstanding previous NRC objections to the 15 mrem (0.15 mSv) limit, it appears that it would be more appropriate to derive the radon MCL using this limit.
4. In the EPA proposal, comparisons of risk are made between the Federal Guidance Report (FGR) 13 and the 4 mrem drinking water MCL without adjusting for the different assumptions used in the two methods. For example, the 4 mrem MCL uses 2 liters of drinking water per day to derive the appropriate radionuclide concentrations in drinking water while the FGR 13 approach assumes 1.3 liters.