

## NORTHEAST UTILITIES



P.O. BOX 270  
HARTFORD, CONNECTICUT 06101  
(203) 666-6911

January 11, 1980

Office of State Programs  
U.S. Nuclear Regulatory Commission  
Washington, DC 20555

ATTN: Dr. Stephen N. Salomon

Gentlemen:

Northeast Utilities (NU) is pleased to be given the opportunity to provide comments on NUREG-0553, "Beyond Defense in Depth: Cost and Funding of State and Local Government Radiological Emergency Response Plans and Preparedness in Support of Commercial Nuclear Power Stations." These comments are in response to the Federal Register Notice, Volume 44, No. 213, November 8, 1979.

Representatives from NU were present and involved in the discussions at the two meetings that Dr. Salomon had with the towns in the vicinity of the Millstone station and the Haddam Neck station.

NU has, in addition, submitted comments on NUREG-0396, directly to Mr. Ryan of the NRC Office of State Programs on an initial draft version of the document, and later in response to the Federal Register notice. This is mentioned here to indicate that NU is not entirely in agreement with the rationale and bases of NUREG-0396. Most of the content of NUREG-0553 is based on the assumption that the recommendations of NUREG-0396 will be followed. NU is supportive of the intent of Dr. Salomon's study, which was to develop a perspective on the true costs of emergency preparedness. NU agrees that, prior to any major expansion (as proposed on NUREG-0396) of the scope of depth of emergency planning beyond that required within the LPZ as in the present licensing process, an in-depth study is essential to ascertain the economic manpower, and equipment resources that are necessary to develop a maintainable state and town plan. A lack of this basic information perspective is a major weakness of NUREG-0396. There appears to be little understanding of the concerns and priorities that exist at the state and town levels with the existing NRC emergency planning criteria (NUREG-75/111); now, new and more extensive criteria is being proposed to further compound existing problems.

In general NU has determined that NUREG-0553 has uncovered some interesting information, and has made some broad speculations; however, the accuracy and depth of the findings are, at least in the case of NU's involvement, inaccurate. NU also disagrees with the "preferred recommendations" for financing future planning and preparedness. This is described in the detailed comments below.

6002140210

Over the past years, Northeast Utilities has placed strong emphasis on the preparation of site emergency plans for its operating stations within Connecticut. Recently, this fact has been evidenced by the strong commitment NU has placed on upgrading its emergency plan to include NRC requirements and Industry (i.e., Atomic Industrial Forum) recommendations in light of the incident that occurred at Three Mile Island. In fact, NU organized an inhouse Three Mile Island Lessons Learned Task Force to provide recommendations on equipment and emergency response capability. Furthermore, NU has taken a progressive role in State and Town emergency response planning; in 1976 (some two-and-one-half years prior to Three Mile Island), NU provided personnel and financial assistance to State and Local authorities for the preparation of radiological emergency response planning around both the Millstone and the Haddam Neck Nuclear Power Stations. The result, the State of Connecticut has received NRC concurrence.

In this light, NU has made a careful review of NUREG-0553, "Beyond Defense in Depth: Cost and Funding of State and Local Government Radiological Emergency Response Plan and Preparedness in Support of Commercial Nuclear Power Stations," as well as the Federal Register Notice (Volume 44, No. 218: Thursday, November 8, 1979) concerning NUREG-0553. The basic tenet of the above documents is encapsulated in the Federal Register Notice, which states that funds administered by the Nuclear Regulatory Commission (NRC) should be made available to State and Local authorities for the preparation and/or upgrading of their radiological Emergency Response Plans.

NU does not agree with the NUREG-0553 recommendation that "monies for the Fund could be derived from a one-time fee of \$1 million levied on the operator of each nuclear power station." Further, NU disagrees with the recommendation that "any state that has obtained NRC concurrence of its plan or is in the process could be reimbursed from the Fund for previous expenditures it may have made up to two years prior to NRC concurrence."

The reasons that NU has taken this position on these findings of NUREG-0553 are as follows:

1. NU believes that it is inequitable, if not unlawful, for the Federal Government to assess monies only from commercial nuclear power stations, since the monies will be used for the preparation of comprehensive State/Local Radiological Emergency Response Plans (RERPs) for all facilities within the state where it is located. Explicitly, Paragraph 3, of the Federal Register Notice, intimates that these monies could be used for "other fixed nuclear facilities, such as radio pharmaceutical factories, government laboratories, and defense installations." Implicitly, once State RERPs (which shouldn't change for each facility) and local RERPs (particularly for jurisdictions in which both a nuclear power station and other type of facility is located) have been prepared, then other facilities will be benefiting from costs incurred by the nuclear power facility. While Page III-10 of NUREG-0553 includes statements recognizing this fact to a limited degree, the funding legislation recommendations on Page I-12 and I-13 does not. In Connecticut, the situation is

quite evident as there are seven fixed nuclear facilities for which RERP's are needed, and only two are commercial nuclear power plants.

2. NU disagrees with the NUREG-0553 recommendation that monies shall be assessed from its stations in that the State of Connecticut has already received NRC concurrence for its planning document (Recommendation 1, Page I-12). NU recognizes that Recommendation 4, Page I-13 of NUREG-0553, states that operator of nuclear power plants in states that have NRC qualified programs should not be liable for two fees. However, this recommendation was not brought out in the Federal Register, and if it is not strongly put forth, a redundant fee system would result. Further, Recommendation 4 would not provide those State Programs in agreement with Federal Training Programs, communications equipment, and radiological assessment installations. This would be unfortunate since, as is recognized on Page II-127 of NUREG-0553, "the quantity purchasing power of the Federal Government...would save State and local government millions of dollars."
3. NU disagrees with the NUREG-0553 recommendation that only states shall be reimbursed for funds expended up to two years prior to receipt of NRC concurrence (Recommendation 5, Page I-13). The reasons for these objections are twofold. First, in Connecticut's case, NU provided funds and manpower to State/Local authorities for designing their RERP. Because of this recommendation, NU would not only be subjected to a redundant fee for RERP preparation, but it would not be allowed to retrieve its previous costs since it is not a state. Second, since NU has conservatively spent \$600 thousand over the past four years (2-1/2 years prior to NRC concurrence), it would not be reimbursed for a good part its expenditures even if it qualified for reimbursement. This expenditure covers manhours spent in plan development and training. It does not include the manhour costs to state and town officials and associated plan implementation costs.
4. NUREG-0553's methodology of predicting future costs of State/Local Emergency Planning efforts is based on historical costs for these similar endeavors. In this regard, NU agrees with the assessment of NUREG-0553 which was performed by NRC Office of Policy Evaluation (see Exhibit A-17). Their opinion, as well as NU's, is that "the methodology described on Pages II-1 and 1 ...seems inadequate for eliciting the type of information that is sought." In fact, their methodology for predicting future costs of developing State and Local RERPs is predicated on data contained in Chapter II, Exhibit 1 (Pages II-14 through II-18) and Chapter III, Exhibit 5 (Pages II-37 through II-44), respectively. First, at least in Connecticut's case, the cost estimates are misleading in that the costs do not include expenses incurred by NU in assisting the State/Local authorities in Radiological emergency plan development for Millstone and Connecticut Yankee. NU's assistance in this regard would cause an error of at least one order of magnitude for the data used in NUREG-0553. Second, NU does not believe that an improvement in the quality of State/Local RERP development would be achieved by averaging the costs of plan development and then assessing the nuclear power station operators. In this regard, we are in agreement with the

NRC's Office of Policy Evaluation's Statement (Exhibit A-17) that "what is needed are sound data covering the types of programs to be pursued and the standards of performance to be achieved." If this type of philosophy is not followed, then future State/Local plan development would be inadequate by averaging the cost of plan development, and cost escalations for nuclear power station operators, above \$1 million, would definitely result. Therefore, NU objects to Recommendation 4 (Page I-13 of NUREG-0553) which would allow adjustments in the fee schedule every five years.

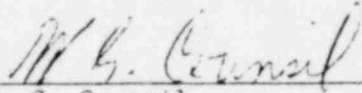
5. NU disagrees with Recommendation 7 (Page I-13 of NUREG-0553), which states that the NRC is in the best position to manage the Fund; in effect, NU does not believe that adding another layer of federal bureaucracy in the development of State/Local plans will be productive especially in light of associated costs. Rather, NU, after discussions with the State of Connecticut, and local authorities, is of the opinion that plan development would be achieved in a more timely and constructive manner if funding were provided from Utility/State sources. However, as has already been pointed out, funds for communications, radiation monitoring and radiation dosimetry equipment and training should be forthcoming from the Federal Government. Since these items could be put to use in many different types of emergencies, not necessarily radiation related, it would be appropriate if these funds were provided, as in the past through the DCPA, etc., from the General Tax Fund. NU would recommend that FEMA would be the appropriate Federal agency to administer this fund as it would include those projects previously covered by the Defense Civil Preparedness Agency, Federal Disaster Assistance Administration and the Federal Preparedness Agency.
6. NU has reviewed NUREG-0553's discussion of recommended communications systems, dose assessment installations, public alerting systems, personnel monitoring systems, and suggested EOC provisions. This information is contained on Pages II-61 through II-68. It is our opinion that this item of discussion is inappropriate at this time, since technical evaluation of the aforementioned equipment is currently under review. Moreover, the cost extrapolations for these resources is not only underestimated, but it is a premature issue.

In summary, based on NU's firsthand knowledge of developing and implementing offsite emergency planning, NUREG-0553 has grossly undercalculated the associated costs for the LPZ. Also, the costs for expanding these plans to the EPZ are grossly underestimated. These could be, at the minimum, as large as those incurred already. The extensiveness of the EPZ, and the inclusion of many more towns/cities, would greatly increase the major equipment costs. As previously mentioned, it is objectionable to place responsibility for funding these efforts on the operators of nuclear power facilities, in that many other types of nuclear and nonnuclear event planning and preparedness, will benefit. As to the issue of NRC administering Emergency Planning Funds, NU believes that, at least for its operations, a joint Utility/State/Local funding effort would be more efficient. The 10CFR50 proposed rule changes would only ensure this coalitions effectiveness. NU does realize that major equipment resources

are needed by State/Local officials for emergency use; but, NU is of the opinion that this equipment should be purchased by the Federal Government from the General Tax Fund in that its use is multi-purpose for all kinds of emergencies.

Very truly yours,

NORTHEAST UTILITIES SERVICE COMPANY

A handwritten signature in cursive script, appearing to read "W. G. Council", is written over a horizontal line.

W. G. Council  
Vice President