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

MAR 03 1980

Mr. John G. Sinclair, Jr.
41400 Airport Road
Little River, California 95456

Dear Mr. Sinclair:

Your letter of November 6, 1979 to President Carter about the safety of nuclear power was referred to the Nuclear Regulatory Commission by the Department of Energy on January 22, 1980.

You may be interested in the enclosed statement by the President on December 7, 1979 giving his assessment of the recommendations of the President's Commission on the Accident at Three Mile Island. Also enclosed is an accompanying Fact Sheet from the White House on the same subject.

Sincerely,

A handwritten signature in cursive script, appearing to read "Harold Denton".

Harold R. Denton, Director
Office of Nuclear Reactor Regulation

Enclosures:
As stated

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DECEMBER 7, 1979

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

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THE WHITE HOUSE

STATEMENT BY THE PRESIDENT ON THE KEMENY COMMISSION
REPORT ON THREE MILE ISLAND

Room 450, Old Executive Office Building

(AT 2:45 P.M. EST)

THE PRESIDENT: The purpose of this brief statement this afternoon is to outline to you and to the public, both in this country and in other nations of the world, my own assessment of the Kemeny Report recommendations on the Three Mile Island accident and I would like to add, of course, in the presentation some thoughts and actions of my own.

I have reviewed the report of the Commission, which I established to investigate the accident at the Three Mile Island nuclear power plant. The Commission, headed by Dr. John Kemeny, found very serious shortcomings in the way that both the Government and the utility industry regulate and manage nuclear power.

The steps that I am taking today will help to assure that nuclear power plants are operated safely. Safety, as it always has been and will remain, is my top priority. As I have said before, in this country nuclear power is an energy source of last resort. By this I meant that as we reach our goals on conservation, on the direct use of coal, on development of solar power and synthetic fuels, and enhanced production of American oil and natural gas, as we reach those goals, then we can minimize our reliance on nuclear power.

Many of our foreign allies must place much greater reliance than we do on nuclear power, because they do not have the vast natural resources that give us so many alternatives. We must get on with the job of developing alternative energy resources and we must also pass, in order to do this, the legislation that I have proposed to the Congress, making an effort at every level of society to conserve energy. To conserve energy and to develop energy resources in our country are the two basic answers for which we are seeking. But we cannot shut the door on nuclear power for the United States.

The recent events in Iran have shown us the clear, stark dangers that excessive dependence on imported oil holds for our nation. We must make every effort to lead this country to energy security. Every domestic energy source, including nuclear power, is critical if we are to be free as a country from our present over-dependence on unstable and uncertain sources of high priced foreign oil.

We do not have the luxury of abandoning nuclear power or imposing a lengthy moratorium on its further use. A nuclear power plant can displace 35,000 barrels of oil per day, or roughly 13 million barrels of oil per year. We must take every possible step to increase the safety of nuclear power production. I agree fully with the letter and the spirit and the intent of the Kemeny Commission recommendations, some of which are within my own power to implement, others of which rely on the Nuclear Regulatory Commission, or the NRC, or the utility industry itself.

To get the Government's own house in order I will take

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several steps. First, I will send to the Congress a reorganization plan to strengthen the role of the Chairman of the NRC, to clarify assignment of authority and responsibility and provide this person with the power to act on a daily basis as a chief executive officer, with authority to put needed safety requirements in place and to implement better procedures. The Chairman must be able to select key personnel and to act on behalf of the Commission during any emergency.

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Second, I intend to appoint a new Chairperson of the Nuclear Regulatory Commission, someone from outside that agency, in the spirit of the Kemeny Commission recommendation. In the meantime, I have asked Commissioner Ahearne, now on the NRC, to serve as the Chairman. Mr. Ahearne will stress safety and the prompt implementation of the needed reforms.

In addition, I will establish an independent advisory committee to help keep me and the public of the United States informed of the progress of the NRC and the industry in achieving and in making clear the recommendations that nuclear power will be safer.

Third, I am transferring responsibility to the Federal Emergency Management Agency, the FEMA, to head up all off-site emergency activities, and to complete a thorough review of emergency plans in all the states of our country with operating nuclear reactors by June, 1980.

Fourth, I have directed the Nuclear Regulatory Commission and the other agencies of the Government to accelerate our program to place a resident Federal inspector at every reactor site.

Fifth, I am asking all relevant Government agencies to implement virtually all of the other recommendations of the Kemeny Commission. I believe there were 44 in all. A detailed factsheet is being issued to the public and a more extended briefing will be given to the press this afternoon.

With clear leadership and improved organization, the Executive Branch of Government and the NRC will be better able to act quickly on the crucial issues of improved training and standards, safety procedures, and the other Kemeny Commission recommendations. But responsibility to make nuclear power safer does not stop with the Federal Government. In fact, the primary day by day responsibility for safety rests with utility company management and with suppliers of nuclear equipment. There is no substitute for technically qualified and committed people working on the construction, the operation, and the inspection of nuclear power plants.

Personal responsibility must be stressed. Some one person must always be designated as in charge, both at the corporate level and also at the power plant site. The industry owes it to the American people to strengthen its commitment to safety.

I call on the utilities to implement the following changes; first, building on the steps already taken, the industry must organize itself to develop enhanced standards for safe design, operation, and construction of plants; second, the nuclear industry must work together to develop and to maintain in operation a comprehensive training, examination, and evaluation program for operators and for supervisors. This training program must pass muster with the NRC through accreditation of the training programs to be established.

Third, control rooms in nuclear power plants must be modernized, standardized, and simplified as much as possible, to permit

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better informed decision-making among regular operating hours and, of course, during emergencies.

I challenge our utility companies to bend every effort to improve the safety of nuclear power.

Finally, I would like to discuss how we manage this transition period during which the Kemeny recommendations are being implemented. There are a number of new nuclear plants now awaiting operating licenses or construction permits. Under law, the Nuclear Regulatory Commission is an independent agency. Licensing decisions rest with the Nuclear Regulatory Commission, and as the Kemeny Commission noted, it has the authority to proceed with licensing these plants on a case by case basis, which may be used as circumstances surrounding a plant or its application dictate.

The NRC has indicated, however, that it will pause in issuing any new licenses and construction permits in order to devote its full attention to putting its own house in order and tightening up safety requirements. I endorse this approach which the NRC has adopted, but I urge the NRC to complete its work as quickly as possible and in no event later than six months from today. Once we have instituted the necessary reforms to assure safety, we must resume the licensing process promptly so that the new plants we need to reduce our dependence on foreign oil can be built and operated.

The steps I am announcing today will help to insure the safety of nuclear plants. Nuclear power does have a future in the United States. It is an option that we must keep open. I will join with the utilities and their suppliers, the Nuclear Regulatory Commission, the executive departments and agencies of the Federal Government, and also the state and local governments to assure that the future is a safe one.

Now Dr. Frank Press, Stu Eizenstat, and John Deutsch will be glad to answer your questions about these decisions and about nuclear power and the future of it in our country. Frank?

END (AT 3:00 P.M. EST)

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EMBARGOED FOR RELEASE
UNTIL AFTER THE BRIEFING
FRIDAY, DECEMBER 7, 1979

December 7, 1979

Office of the White House Press Secretary

THE WHITE HOUSE

FACT SHEET

THE PRESIDENT'S RESPONSE TO THE RECOMMENDATIONS
OF THE PRESIDENT'S COMMISSION ON THE ACCIDENT AT
THREE MILE ISLAND

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I. OVERVIEW

The President's Commission on the Accident at Three Mile Island (known as the Kemeny Commission) probed deeply into the circumstances surrounding the accident. They found that although the accident was initiated by a mechanical malfunction, it was made much worse by a series of human errors in responding to it. Moreover, the accident revealed very serious shortcomings in the entire governmental and private-sector system that regulates and manages nuclear power. Accordingly, the Commission made numerous and substantive recommendations for change.

The President announced today that he agreed fully with the spirit and intent of the Kemeny Commission's recommendations and announced his decision to press forward with the recommendations within his power to implement. The President requested both the nuclear industry and the Nuclear Regulatory Commission, which is an independent agency and not subject to his direct control, to comply similarly with the Kemeny Commission recommendations and to make every effort to improve safety.

Among many other actions, the President announced the following initiatives:

- o A reorganization plan for the Nuclear Regulatory Commission will be sent to Congress early in the next session. The plan will strengthen the role and ability of the Chairman to lead the Commission in the development of a unified and more reliable nuclear safety regulatory program.
- o The President will appoint a new Chairman of the NRC from outside the agency. This is in accord with the Kemeny Commission recommendation that there be fresh leadership. In the meantime, Commissioner John Ahearne, a current member of the NRC, will serve as Chairman. Dr. Ahearne will stress safety and the prompt implementation of needed reforms.
- o A five-member expert advisory committee will be established to monitor the progress of the NRC, other Federal agencies, the States and the utilities in improving the safety of nuclear reactors and in implementing the Kemeny Commission recommendations. The committee will report periodically to the President and the public on its findings.
- o The President asked the NRC and other agencies to accelerate placement of a resident Federal inspector at every reactor site. He also asked the NRC to evaluate the need for a Federal presence in the control room of operating reactors, such as by observers or continual computer monitoring of vital plant parameters.

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o The President has directed that the Federal Emergency Management Agency assume responsibility for all off-site nuclear emergency planning and response. A supplemental appropriation of \$8.9 million will be submitted to Congress to enable FEMA, among other other activities, to complete the review of State emergency plans in all States with operating reactors by June 1980.

o The President emphasized the importance of a strong commitment to nuclear safety by utilities and their suppliers. He urged the industry to build on the progress it has made since the accident to provide both enhanced analysis and evaluation for safety of the design, construction, and operation of plants, and a greatly strengthened training, retraining and evaluation program for operators and supervisors. He asked the NRC to evaluate and reinforce these efforts.

o In order to assure we learn the detailed lessons from the accident on an expedited basis, the President is submitting a supplemental appropriation to Congress of \$49.2 million for the NRC and \$7 million for the DOE. These funds will allow the collection and evaluation of data and will speed the implementation of reforms. The President's FY 1981 budget, which will be submitted to Congress in January, will reinforce the President's commitment to strengthen the safety of nuclear reactors.

A detailed response to each of the Kemeny Commission recommendations is provided below.

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II. BACKGROUND

On April 11, 1979, the President established, by Executive Order, a Commission to conduct "... a comprehensive study and investigation of the recent accident involving the nuclear power facility on Three Mile Island in Pennsylvania." The Commission was composed of twelve members with diverse experiences and backgrounds, and was chaired by Dr. John G. Kemeny. The President charged the Commission as follows:

"The Commission's study and investigation shall include:

(a) a technical assessment of the events and their causes; this assessment shall include, but shall not be limited to, an evaluation of the actual and potential impact of the events on the public health and safety and on the health and safety of workers;

(b) an analysis of the role of the managing utility;

(c) an assessment of the emergency preparedness and response of the Nuclear Regulatory Commission and other Federal, State, and local authorities;

(d) an evaluation of the Nuclear Regulatory Commission's licensing, inspection, operation, and enforcement procedures as applied to this facility;

(e) an assessment of how the public's right to information concerning the events at TMI was served and of the steps which should be taken during similar emergencies to provide the public with accurate, comprehensible, and timely information; and

(f) appropriate recommendations based upon the Commission's findings."

The Commission held meetings, consultations, and interviews with numerous individuals involved in the full spectrum of nuclear power development, regulation, and operation. Assisted by a staff and by consultants, the Commission conducted a detailed factual inquiry and analysis in each of the areas of its charge. The President's Commission completed its assignment on schedule.

At the meeting with the President on October 10th, the Commission presented their final report. They concluded that "... fundamental changes will be necessary in the organization, procedures, and practices -- and above all -- in the attitudes of the NRC and, to the extent that the institutions we investigated are typical, of the nuclear industry."

The Commission's report made 44 recommendations in seven major areas: the Nuclear Regulatory Commission, the utility and its suppliers, training of operating personnel, technical assessment, worker and public health and safety, emergency planning and response, and the public's right to information.

III. RESPONSE TO THE KEMENY COMMISSION RECOMMENDATIONS

The President agrees fully with the spirit and intent of all the Kemeny Commission recommendations. It is, however, important to implement these recommendations in a way that assures a rapid and orderly transition to a demonstrably improved nuclear industry and Federal regulatory establishment. There are a few cases where the basic problems identified by the Kemeny Commission are addressed in a manner different from those which the Kemeny Commission recommended.

First, the President has chosen to strengthen the NRC organization through enhanced executive powers for the Chairman, rather than through the creation of a new Federal agency (A.1)*. Second, since nuclear regulation will continue to be guided by a collegial body which provides a diversity of views, the President has chosen not to create a permanent 15-member oversight committee (A.2). He will, however, establish a smaller advisory committee to report to him regarding the progress of the NRC, the Federal government, the States, and the industry in improving safety and in implementing the recommendations. Third, portions of several recommendations (A.3, A.4, and A.10) can be implemented only through legislation. In these cases, the specific approach for implementation, if implementation is found appropriate, must be worked out in discussion with the Congress and others.

Finally, the President noted that the Commission retains the authority to license plants on a case-by-case basis, in the transition period during which the recommendations are being implemented. This authority may be used as the circumstances surrounding an individual plant dictate, conforming with the recommendations of the Kemeny Commission (A.8). The NRC has stated that it will pause in issuing new operation licenses and construction permits in order to devote full attention to putting its house in order. The President endorsed the NRC's approach, but urged the NRC to complete its work as quickly as possible and, in any event, no later than six months from today. Licensing must be resumed as promptly as safety permits so that the new plants which we need to reduce our dependence on foreign oil can be built and operated.

The President agrees with all the remaining recommendations, and where he has authority, is directing that the implementation proceed immediately. For the other recommendations which are not under Presidential control, he calls on the affected parties to proceed expeditiously and thoroughly with the changes.

Each of the Kemeny Commission's recommendations is set out below in summary form, along with the President's proposal or recommendation in response. The complete text of the Kemeny Commission recommendations is presented as Attachment A.

* The parenthetical references are to the Kemeny Commission recommendations, set out as an attachment.

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A. THE NUCLEAR REGULATORY COMMISSION

Agency Organization and Management

Kemeny Commission Recommendation: The current NRC should be abolished and restructured as an executive agency under the leadership of a single administrator. This single administrator would have substantial discretionary authority over agency organization and management and would assure coordination of the research, operating experience and inspection and enforcement activities. The Administrator and major staff components would be consolidated in the same building or group of buildings. The Commission recommended that the administrator be a person from outside the present agency. (A.1)

The President's Proposal: The President agrees that improvements in NRC's organization and management are essential. Because of the value of diversity of views that a commission can bring to decision-making, and the protection from political intervention that independence can provide, the President will retain the NRC as an independent commission. The President has directed, however, that several concrete actions be taken to address the deficiencies that have been identified:

o The Office of Management and Budget will prepare a reorganization plan to remedy the ambiguity and confusion as to the respective roles of the Chairman, the Commissioners and the Executive Director for Operations. The plan will strengthen the Chairman's ability as Chief Executive Officer to provide forceful management control over the operating functions of the NRC and to lead the Commission in the development of a unified nuclear safety program. It will give the Chairman greater power to make key personnel decisions, as well as authority to act on behalf of the Commission during an emergency. This plan will be submitted to Congress early in the next session.

o The President will appoint a new Chairman of the NRC from outside the agency. In the meantime, Commissioner John Ahearne, now a member of the NRC, will serve as Chairman. Dr. Ahearne will stress both safety and the prompt implementation of needed reforms.

o The General Services Administration is directed to prepare a plan for consolidating the commissioners and their staff with the major staff components of the agency in the same building or a group of buildings in close proximity with each other.

Kemeny Commission Recommendation: A permanent oversight committee on nuclear safety should be established to report to the President and the Congress at least annually. This committee would have a maximum of 15 members from divergent backgrounds and would be assisted by its own staff (A.2).

The President's Proposal: Retention of the commission form for the NRC alleviates much of the need for a permanent oversight group. However, there is significant merit to the establishment of a small advisory committee of experts to report to the President and the public on the progress of the NRC, other Federal agencies, the States, and the utilities in improving the safety of nuclear power and in implementing the Kemeny Commission recommendations. An oversight Committee will be established shortly.

Kemeny Commission Recommendation: The Commission recommends the strengthening of the role of the Advisory Committee on Reactor Safeguards (ACRS) as an independent technical check on safety matters. Recommended changes include expanding the staff, removing the requirement that it review every license application, and providing the ACRS with the statutory right to intervene in licensing and rulemaking hearings and to initiate rulemaking proceedings (A.3).

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The President's Proposal: The ACRS plays a valuable role and should be strengthened. The President is:

- o Asking the NRC to direct the ACRS to focus its attention on a priority basis on the major outstanding safety issues. NRC should augment the analytical capability of the ACRS.
- o Pledging to work with the Congress to review the wisdom of the current statutory requirement that the ACRS to review every license application.
- o Requesting that the chairman of the NRC, in cooperation with the ACRS, assess these recommendations and advise the Oversight Committee of steps that might be taken to expand the ACRS capability to provide an independent safety check.

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The Agency's Substantive Mandate.

Kemeny Commission Recommendation: The Kemeny Commission recommends that increased priority be directed to assuring the safety of nuclear reactors. Specific areas addressed include: "establishing safety-cost trade-offs," "reviewing the transfer of statutory responsibilities not related to safety," "upgrading licensing functions, and" "increasing the safety emphasis in control room design, research, and plant systems (A.4); "greater licensee responsibility and accountability through higher organizational and management standards (A.5); "remote siting of new plants (A.6); "and plans for the mitigation of accident consequences (A.7).

The President's Proposal: Although transfer of the statutory responsibilities of the NRC will not now be pursued, the President urges implementation of the remaining recommendations. In many areas covered by the recommendations, the NRC has already begun to remedy the deficiencies noted by the Kemeny Commission. The Oversight Committee is directed to monitor and report periodically on NRC progress in implementing these recommendations.

Kemeny Commission Recommendation: The Kemeny Commission recommended that before issuing a new construction permit or operating license, the NRC should assess the need for new safety improvements, review the competency of the prospective operating licensees to manage the plant and examine the adequacy of the training program, and condition new licenses on review and approval of State emergency plans. (A.8)

The President's Proposal: This recommendation provides the Kemeny Commission's guidance on licensing during the transition to an improved nuclear regulating regime. Clearly the NRC has the authority to proceed with the licensing of plants in this transition period on a case-by-case basis, as the Kemeny Commission recommended, and that this authority may be used as circumstances surrounding a plant dictate. The NRC has indicated that it will pause on issuing new licenses and construction permits in order to devote its full attention to putting its house in order. The President endorses the approach the NRC has adopted, but he calls on the NRC to complete its work as quickly as possible, and in any event, no later than six months from today.

Agency Procedures.

Kemeny Commission Recommendation: The Commission indicated that improvements are needed in the resolution and subsequent enforcement of generic and specific safety issues. It recommends improved rulemaking procedures (A.9); improved licensing procedures to emphasize early and effective resolution of safety issues (A.10); and increased emphasis on inspection and enforcement functions and systematic evaluation of operating plants (A.11).

The President's Proposal: Improvements in procedures are essential for improved regulation of commercial nuclear power. He endorses the Kemeny recommendations to improve rulemaking procedures and to strengthen inspection and enforcement. Moreover, he endorses the intent of the licensing recommendation: licensing reform should focus on improving public confidence in the integrity of the process, as well as assuring the safety of nuclear facilities. But because some of the licensing recommendations (A.10) contain specific provisions which require careful evaluation by the NRC, the appropriate Congressional committees, and concerned public interest groups before final judgment is made on their desirability, the President has decided to withhold his endorsement of the licensing recommendations at this time.

In order to meet the need for procedural reform, the President requests the NRC to undertake the following actions:

- o Proceed with the implementation of the reforms of rulemaking.
- o Perform an open and systematic evaluation of its licensing procedures. They should actively seek and address input from affected outside groups as well as disinterested parties, such as the Administrative Conference.
- o Enhance significantly its emphasis on inspection and enforcement. He acknowledges that the NRC's long delay in implementing a systematic assessment of operating reactor experience is being addressed by the establishment of the Office of Analysis and Evaluation of Operational Data.
- o In order to permit greater involvement of the commissioners in the development of policy on key safety matters, the Chairman of the NRC is requested to review the ex parte rules governing contact between commissioners and staff.
- o Accelerate its program to place a resident Federal inspector at every reactor site. Further, the NRC is requested to evaluate the desirability of a stronger Federal presence in the control room of every operating reactor, such as by added government representatives or on-line monitoring by a government computer facility.

B. THE UTILITY AND ITS SUPPLIERS

Kemeny Commission Recommendations: The Kemeny Commission recognized that its recommendations with respect to the nuclear industry were based on evaluation of a limited sample. But to the extent that its findings are representative of the industry as a whole, the Commission urged a dramatic change in the attitudes toward safety and regulation. The Commission recommends that the industry: specify safety standards and monitor compliance (B.1); establish within each nuclear utility a separate safety group (B.2); improve integration and accountability at all management levels (B.3); attract and retain highly qualified candidates for operators and supervisors (B.4); and improve the writing, reviewing and monitoring of plant procedures (B.5). In addition, utility rate-setting agencies are urged to allow the prompt recovery of safety expenditures (B.6).

The President's Proposal: The President endorses these recommendations. Safety of nuclear reactors can be significantly improved through a pervasive and knowledgeable involvement by utility top management in seeking safe and reliable plant operation. Indeed, the primary reform must come from within the utility industry and its suppliers. Industry initiatives since the accident to improve safety, such as the establishment of the Institute of Nuclear Power Operations (INPO) and the

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Nuclear Safety Analysis Center (NSAC) should be pursued and augmented. An industry-sponsored central technical organization should address the deficiencies revealed by the accident at Three Mile Island. In addition, the NRC is establishing upgraded requirements for management competence, operating procedures, independent review and system safety evaluation. These steps represent important initiatives, but they are only a start. The President, therefore, calls for the following actions:

o The management of nuclear utilities must follow through on the safety improvement programs that have been announced, add to and strengthen these programs, and demonstrate a commitment to safety that goes beyond mere compliance with regulation.

o A concept of personal responsibility must be applied: a competent and well trained decision-maker must always be in charge at the corporate level and at the plant site. Primary responsibility for safety must rest with the utility companies that operate and maintain nuclear power plants.

o INPO and NSAC are asked periodically to inform the Chairman of the NRC and the Oversight Committee of their objectives, milestones for implementation, progress in meeting these milestones, and the results of their independent evaluation of utility performance.

o NSAC should direct early attention to evaluating the readiness and assisting in the safety upgrading of those utilities with nuclear generating stations under construction which would have a major impact on the displacement of foreign oil. NRC is encouraged to do likewise, making use of the NSAC efforts as appropriate.

o The Oversight Committee is directed to monitor industry progress, identify opportunities for accelerating and strengthening the improvements which have been initiated, and identify potential opportunities for Federal assistance in these efforts.

o The Secretary of Energy is directed to provide appropriate assistance to the industry and the Oversight Committee. NRC is requested to evaluate and accredit industry efforts to assure that prompt and effective attention is being given to needed safety reforms.

C. TRAINING OF OPERATING PERSONNEL

Kemeny Commission Recommendations: These are directed at upgrading the training of operators and assuring that training is an ongoing activity. Specifically they urge: the establishment of accredited training institutions (C.1); training by individual utilities in the specifics of particular plants, recertification by NRC and upgraded licensing requirements (C.2); continuous training integrated with operating experience, emphasis on understanding abnormal operational conditions, emphasis on the fundamentals of reactor safety, and regular training with simulators (C.3); and research and development to improve simulation systems (C.4).

The President's Proposal: The President is particularly concerned with the Commission's findings that neither the industry nor the NRC gave adequate attention to the competence of operator and supervisory personnel. Instead, the safety of commercial nuclear power was equated with engineered equipment to the neglect of the human element.

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Of special concern is the lack of attention and devotion of resources to the training of operators which the Kemeny investigation revealed. It is clear that site managers must consider themselves responsible for operator training. The training organization in each utility must be staffed by motivated, educationally qualified instructors. There must be training for engineers and managers at a level higher than control room operators. Throughout all this training, the basic principles of science and engineering which govern nuclear plant safety and reliability must be emphasized. Finally, a rigorous requalification program is absolutely necessary to assure that plant operations are improved and skills once developed are not lost.

The President strongly supports the Commission recommendations for improved training of operator and supervisory personnel. In response to the TMI accident, the NRC is revising its requirements with respect to operator training and qualifications. INPO will also be directing its early attention to this area. Because of the importance of meaningful and timely improvement in knowledge and capabilities of personnel involved in nuclear plant management, operation, and maintenance, the President is:

- o Requesting that NRC inform the Oversight Committee within four months on its progress in implementing the Commission recommendations for a) more rigorous criteria for operator and supervisor qualifications, b) expanded and improved use of simulators in training, c) NRC examination and recertification of licensed operators, and d) criteria for accreditation of training institutions.
- o Asking INPO, with assistance as needed from DOE, to make an assessment of the total manpower and training requirements of nuclear utilities and to develop a program for upgrading and accrediting training institutions.
- o Urging utilities to work together to review and improve their internal training programs in accordance with the criteria discussed above.
- o Directing Federal agencies which have significant experience in the training of technical personnel analogous to nuclear utility operations, such as DOD, NASA, FAA, and DOE, to cooperate with NRC and INPO in identifying areas where assistance might be provided.
- o Directing the Oversight Committee to review utility training programs, drawing on DOE assistance as appropriate, to evaluate NRC's progress on upgrading regulatory requirements, and to report to the President within six months.

D. TECHNICAL ASSESSMENT

Kemeny Commission Recommendations: These recommendations address: the need for improvements in control room technology (D.1); review of design and maintenance inadequacies to mitigate the consequences of potential accidents (D.2); continuous recording of critical plant measurements (D.3); expanded safety-related technical studies (D.4 and 5); close monitoring of the TMI cleanup process and the preservation of data for future safety analyses (D.6); and a rigorous screening and investigation of every abnormal event to assess the implications for design, operation, training, management and regulation (D.7).

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The President's Proposal: The President supports these recommendations and notes that NRC and its licensees are beginning to apply many of the technical lessons learned from TMI. As the industry and the NRC carry out their programs of technology improvement, the President has urged that special emphasis be placed in the following areas:

- o Plant designs, equipment, control rooms, training, etc., should be standardized insofar as practicable. For example, it makes no sense that the control room for Unit 1 at Three Mile Island is designed much differently than the control room at Unit 2, even though both reactor plants were designed by the same manufacturer. This apparently resulted from the utility using different architect engineers for the two units.
- o Control rooms should be simplified in display and control. The data gathered by the Commission show that at TMI-2 during normal operation there were at least 50 alarms activated in the control room, and after the reactor trip there were over 100. Operators cannot be expected to take effective action under such circumstances.

In order to provide a balanced and effective technical response, the President is taking the following actions:

- o NRC is asked to provide its plan for the implementation of safety improvements and utilities are requested to respond in a timely fashion. To assist the NRC in this effort, the President has requested a supplemental appropriation of \$32.6 million in FY 1980.
- o DOE is directed to coordinate with NRC the prompt and effective diffusion and use by the utilities of the data on operating experience gathered by NRC, DOE and the industry itself.
- o NRC is asked to expand the scope of LWR safety research activities to focus on developments which will reduce the likelihood of future accidents.
- o NASA, FAA, and DOE are directed to assist NRC and the nuclear industry by identifying appropriate technologies that could improve the operational safety and reliability of nuclear power plants. Such technology would include: control and instrumentation system design, information display techniques, and advanced training methods.
- o The President endorses the joint NRC/EPRI/DOE effort to obtain data during the TMI cleanup. In addition, NRC is asked to assure that the cleanup is conducted in a manner consistent with adequate protection for the environment and public health and safety. The Administration has requested a \$7 million supplemental appropriation for 1980 to accomplish this.
- o The Oversight Committee is directed to evaluate NRC and utility progress in implementing safety improvements and assess the Federal government's program in LWR safety research to assure that it is appropriately focused and adequately funded.

E. WORKER AND PUBLIC HEALTH SAFETY

Kemeny Commission Recommendations: The Kemeny Commission urged the following: expanded and better coordinated health-related radiation effects research with an interagency committee to establish an agenda for research efforts (E.1); mandatory review by HEW of NRC radiation-related health actions (E.2); expanded state and local programs for educating health professionals and emergency response personnel (E.3); and advance preparation for emergencies (E.4 and 5).

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The President's Proposal: The potential hazards to workers and the general public from accidents at nuclear power plants are closely related to the health hazards from exposures to radiation from other sources. Early last year, concern was raised about potential latent effects from exposure to radioactive fall-out in Nevada and Utah, about risks for workers in energy and defense activities, and about the radiation hazards of Xray diagnoses and therapy. The need for coordinated policy, better research, opportunities for public input, and better public information became clear. On October 23, the President announced several Administration initiatives to meet these needs: first, the establishment of a Radiation Policy Council, chaired by the Administrator of the EPA, with participation of policy-making officials of all the relevant regulatory, research, and operating agencies; and second, the establishment of an Interagency Radiation Research Committee, chaired by the Director of the National Institutes of Health. The Council and the Research Committee provide expert and open processes for meeting research needs and enhancing guidance for worker and public protection from potential radioactive exposures.

The President is taking the following additional actions:

- o NRC is requested to submit for review all actions affecting worker and public health and safety to the Radiation Policy Council.
- o Utilities should respond expeditiously to NRC's upgraded requirements for advance preparation for the mitigation of emergencies.
- o The Federal Emergency Management Agency (FEMA) is directed to address the need for improved advance preparation for emergencies and public education programs in the context of state emergency response plans.
- o DOE is directed to strengthen its program to develop technologies for reducing the radiation exposure of workers at nuclear power plants.

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F. EMERGENCY PLANNING AND RESPONSE

Kemenv Commission Recommendations: The Commission found that at all levels of government, planning for the off-site consequences of radiological emergencies lacked coordination and urgency. Their recommendations call for significant change: an improved state response plan is a requisite for granting an operating license (F.1); FEMA should have the lead responsibility, in consultation with NRC and other appropriate agencies, for radiological emergency planning (F.1); emergency response plans should be based on various classes of accidents and local communities should have funds and technical assistance for local planning (F.2); research on medical means of mitigating radiation effects should be expanded (F.3); a program is needed to educate the public on nuclear plant operation, health effects from radiation and protective actions against radiation (F.4); further study on mass evacuation is necessary (F.5); and plans for providing Federal emergency support should be revised to assure improved coordination and more effective capabilities (F.6).

The President's Proposal: The President supports these recommendations. The Federal government's ability to deal with emergencies has already been improved by consolidating the widely scattered and uncoordinated programs for emergency preparedness and response under FEMA. Recognizing that the NRC has statutory responsibility for on-site emergency preparedness and response, the President is taking the following action:

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o FEMA is directed to: (1) take the lead in off-site emergency planning and response; (2) complete by June 1980 the review of state emergency plans in those states with operating reactors; (3) complete as soon as possible the review of state emergency plans in those states with plants scheduled for operation in the near future; (4) develop and issue an updated series of interagency assignments which would delineate respective agency capabilities and responsibilities and clearly define procedures for coordination and direction for both emergency planning and response; (5) assure that DOE resources and capabilities for responding to radiological emergencies are made available and augmented as needed to service civilian related radiological emergencies; and (6) assure the development of programs to address the recommendations for additional research and public education needs.

o NRC is asked to assist FEMA in these activities.

o The Director of FEMA will report periodically to the Oversight Committee and the President on progress that has been made.

o State and local officials are encouraged to work with FEMA to assure the necessary coordination of their respective emergency responsibilities.

o FEMA is directed to provide the States with technical assistance wherever appropriate.

o A supplemental appropriation for fiscal year 1980 in the amount of \$13.3 million is being submitted to Congress to improve emergency preparedness. Of this, \$8.9 million will be used by FEMA and \$4.4 million by NRC. The President requests prompt Congressional consideration.

G. THE PUBLIC'S RIGHT TO INFORMATION

Kerny Commission Recommendations: The Commission found that there were a number of deficiencies in providing information to the public during the accident. The Commission recommended the following actions: Federal and State agencies and utilities should prepare a public information program clearly defining their respective responsibilities (G.1); the logistics and resources for information distribution should be improved (G.2); major media outlets and local news media should improve their capabilities to understand and process information for public consumption (G.3); plans for establishing emergency broadcast networks should be developed (G.4); and the public should be routinely informed of abnormal radiation measurements (G.5).

The President's Proposal: The President fully supports these recommendations. Actions have already been taken by State and local agencies and utilities to implement many of them. In addition, the President is taking the following actions:

o NRC should continue to make prompt announcements of abnormal radiation measurements.

o The Radiation Policy Council is directed to work with media representatives to develop a program for improving media coverage of radiological emergencies.

o Within the context of off-site emergency response planning, FEMA is directed to develop procedures for dissemination of information during an emergency.

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o FEMA is directed to review progress in this area and advise the Oversight Committee on the need for further Federal assistance.

o The President's reorganization proposal will empower the Chairman to act on behalf of the Commission and be its spokesman during an emergency.

IV. RESOURCES FOR IMPLEMENTATION

The Administration will ask the Congress for a supplemental appropriation for fiscal year 1980 for the activities listed below. The President urges prompt consideration for this request.

(S in Millions)

NRC:

o TMI lessons learned associated with changes in procedures and technology at the reactors and within NRC that can be promptly implemented.....	12.6
o Evacuation and Emergency Planning.....	4.4
o Risk Assessment.....	3.3
o Operator Qualification and Licensing.....	2.3
o Miscellaneous Research and Regulation.....	6.6

FEMA:

o Fund State planners to develop emergency response plan.....	2.7
o Travel funds to monitor plan development.....	.2
o Fund publication of emergency public information materials.....	3.0
o Fund development of low cost, low range dosimeters.....	2.0
o Test emergency response plans.....	1.0

DOE:

o Fund the acquisition and evaluation of data from TMI-2 (part of joint DOE/NRC/EPRI project).....	7.0
Total.....	65.1

The President's budget for FY 1981, which will be submitted to Congress in January, will also reflect the need to enhance our commitment to nuclear safety.

December 7, 1979

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