

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION

BEFORE THE ATOMIC SAFETY AND LICENSING BOARD

DOCKETED
BOARD

In the Matter of)
CONSOLIDATED EDISON COMPANY)
OF NEW YORK (Indian Point, Unit 2))
POWER AUTHORITY OF THE STATE OF)
NEW YORK (Indian Point, Unit 3))

'82 JUL 16 P2:47
Docket Nos. 50-247-SP
50-286-SP
OFFICE OF SECRETARY
DOCKETING & SERVICE
BRANCH

NEW YORK STATE'S
MEMORANDUM
ON ITS POWER TO REQUIRE
COUNTY COOPERATION ON
EMERGENCY PLANNING

Preliminary Statement

On June 22, 1982 the Judges requested that New York State (State) provide a short memorandum on the statutory framework with regard to the State's power to require a county to cooperate in the development of an emergency plan. The reason for the request is the refusal of Rockland County to further participate in the development of an emergency response plan required by the NRC for the Indian Point plants. This document is submitted pursuant to that request.

To sum up the points made below:

1. Rockland's refusal to cooperate runs contrary to the legislative intent of the State statute.
2. In the event of a radiological emergency the State has the authority to require a locality to take specific actions. The mandated actions would be based on the radiological emergency preparedness plan.

3. The State can withhold radiological planning funds from a county that does not participate in the radiological planning process.

4. The State is able to require a county to provide information necessary for the development of a plan.

5. The State cannot require a locality to participate in training, exercises or other activities necessary to the development of a plan.

1. The State Statute Envisions
a Coordinated Local/State
Approach to Emergency Planning.

The state statutory framework for emergency planning is created by Article 2-B of the State Executive Law. The State Disaster Preparedness Commission (Commission) established by Executive Law Section 21 of that Article is required to prepare a state plan for disaster preparedness. This plan shall, among other things, provide for the coordination of governmental activities, Section 22(3)(b)(1), the activation of municipal forces, Section 22(3)(b)(5), and the training of local personnel, Section 22(3)(b)(9). Pursuant to that statutory provision the State Radiological Emergency Preparedness Group, which acts as Staff to the Commission for radiological emergency preparedness, has developed a radiological plan that describes the necessary responses to a radiological emergency on both the state and county

levels. That plan was submitted to the Federal Emergency Management Agency (FEMA) and is now being reviewed. Rockland County has refused to participate in the review process or in further development of the plan, Resolution 320 of 1982, (May 18, 1982).

There is no specific requirement that local government develop a plan. Section 23 of the statute authorizes a local government to prepare a local disaster preparedness plans. The only sanction for failure to prepare a plan is that the Commission shall report such failure to the Governor and the legislature (Section 21(3)(i)(3)).

Though there is no direct requirement that localities develop a plan, local cooperation in the planning process is implicitly assumed in the statutory framework. The statute grants local chief executives extensive emergency powers (Sections 24 and 25), including power to suspend local laws, and power to use all the local facilities and local personnel available to respond to an emergency. The statute makes it state policy that state and local resources be coordinated in order to create the fullest benefit and protection, Section 20(1)(c), and that local response capability shall at all times be the most effective that current circumstances allow, Section 20(1)(e). A refusal to participate in the further development of the plan required for Indian Point runs contrary to this objective.

2. State's Power to Use Local Resources in a Radiological Emergency.

The State has extensive authority to use local resources to implement a disaster preparedness plan. Under Section 28 of the Executive Law, the Governor of the State of New York can declare a disaster emergency if a disaster has occurred or it imminent. If a disaster is declared as a result of a radiological accident then the Governor can order a County Executive to follow steps specified in the State radiological emergency plan and can, in addition, order a County Executive to take specific actions if within the powers granted to the County Executive by statute. Executive Law Section 28(2). In addition, the Commission has power to create a temporary organization that will assume the direction of local disaster response, Section 21(3)(f). The counties therefore can be required to implement a radiological plan such as the one the State has submitted to FEMA. The Rockland County legislature has recognized the State's authority in this area since it has resolved to coordinate with State and Federal authorities in the event of an emergency, Resolution No. 320 of 1982, (May 18, 1982) at 3.

3. The State's Power to Withhold Funds.

The statute levies an annual fee on each reactor site, not to exceed \$250,000. The Commission shall support accepted local emergency planning with these funds, Section 29-c(3). To the extent that local planning activities are not acceptable to

the Commission, the grant of funds for training and equipment will be withheld. Refusal to cooperate in the planning process can be grounds for concluding that local emergency planning is unacceptable.

4. State's Power to Demand Information.

The Disaster Preparedness Commission has power to "request and obtain from any state or local officer or agency any information necessary to the Commission for exercise of its responsibilities", Section 21(3)(b). Thus, the Commission can require a response to the FEMA assessment of the exercise.

5. State's Power to Require Training.

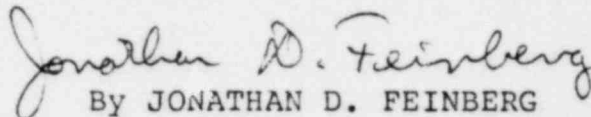
The statute assumes that localities will cooperate in plan development. If a locality refuses to cooperate in the development of a plan, however the state's power to require cooperation in plan development is limited to the aspects mentioned above. Thus the state cannot require that a locality to participate in training or exercises.

Conclusion

The State has no power to require county adherence to the statutory ideal of local/state cooperation in development of a plan, though it can encourage such cooperation through the denial of certain funds. The State can require counties to implement a state plan.

Respectfully submitted,

STANLEY KLIMBERG
General Counsel
NYS Energy Office



By JONATHAN D. FEINBERG
Staff Counsel
NYS Department of Public Service

Dated: Albany, New York
July 9, 1982

STATE OF NEW YORK
DEPARTMENT OF HEALTH  OFFICE OF PUBLIC HEALTH

GOVERNOR BUILDING • THE GOVERNOR NELSON A. ROCKEFELLER EMPIRE STATE PLAZA • ALBANY, N.Y. 12237

DAVID AXELROD, M.D.
Commissioner

GLENN E. HAUGHIE, M.D.
Director

June 25, 1982

Mr. Roger Kowieski
Chairman, Regional Assistance Committee
Federal Emergency Management Agency
Region II
26 Federal Plaza
New York, NY 10278

Dear Mr. Kowieski:

Attached please find an item by item response to the December 31, 1981 Regional Assistance Committee comments on the Indian Point site specific component, and the Orange, Putnam, Rockland and Westchester County portions of the New York State Radiological Emergency Preparedness Plan.

Our responses fall into one of three categories:

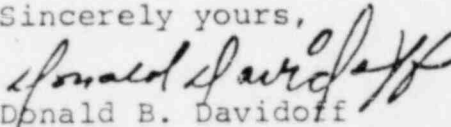
- No Action Required -- Reason Stated
- Action Completed -- Material Previously Transmitted
- Action To Be Taken -- Specific Revisions

In those instances where revisions need to be made, we have specified either August 1 or October 1, 1982 as the date for completion. August 1 applies to the site specific component. October 1 applies to the county plans.

The four Indian Point counties and State staff have spent a great deal of time reviewing the RAC comments and preparing responses, despite the necessity for a major commitment of resources for the March 3 exercise, the assessment of that exercise and the Atomic Safety and Licensing Board Hearing, all of which have occurred since receipt of your comments in January.

The counties have not had the opportunity to review the attached material in its present format, although each matter has been reviewed with them. The exact wording of some revisions will require further discussions, but the comments do reflect the best possible consensus under the prevailing constraints.

We will continue to cooperate in every possible way.

Sincerely yours,

Donald B. Davidoff
Director
Radiological Emergency
Preparedness Group

Att.



Federal Emergency Management Agency

Region II

26 Federal Plaza

New York, New York 10278

CONTAINS
SITE SPECIFIC
44 COUNTY
RESPONSES

← December 31, 1981

Mr. William C. Hennessy, Chairman
Disaster Preparedness Commission
State of New York
Public Security Building
State Campus
Albany, New York 12226

Dear Mr. Hennessy:

DOCKET: FEMA-REP-2-NY-2

Attached to this letter, please find the Regional Assistance Committee's (RAC) comments regarding the State Site Specific plan (Attachment 1) and comments regarding the Orange, Putnam, Rockland and Westchester County Radiological Emergency Response Plans (CRERPs) (Attachment 2) for the Indian Point Site.

The detailed comments that the RAC has provided, coupled with a meeting you may request to discuss these comments, should serve to identify the revisions necessary in the State Site Specific plan and the County Radiological Emergency Response Plans (CRERPs).

Please provide this office, within twenty days from receipt of this letter, your schedule for each plan, by date, the remedial actions for correcting deficiencies listed by the RAC.

Sincerely,

Vincent Forde
Vincent Forde
Acting Regional Director

Attachments

RAC COMMENTS
ON
NEW YORK STATE
RADIOLOGICAL EMERGENCY PREPAREDNESS PLAN
PART II - SECTION I: NUCLEAR POWER PLANTS
INDIAN POINT SITE - SITE SPECIFIC OPERATIONS

JULY 1981

General Comments: Regional Assistance Committee (RAC) comments pertaining to NY State generic Radiological Emergency Preparedness Plan (RERPP) were furnished in a letter from the FEMA Region II Acting Regional Director to the Chairman, Disaster Preparedness Commission, dated September 29, 1981, along with comments on the Oswego County Radiological Emergency Response Plan (CERP) (Docket: FEMA-REP-2-NY-1). Therefore, the comments below relate only to those planning criteria elements of NUREG 0654/FEMA REP-1 that are addressed in the NY State RERPP Indian Point Site-Site Specific Operations.

LEGEND: A-ADEQUATE
N-INADEQUATE

<u>ELEMENT</u>	<u>RATING</u>	<u>COMMENT</u>
A1c	N	Figures 7 thru 10 (pp. IP 19 thru 29A) should be changed to reflect comments made for element A1a, in letter referenced above.

REPG RESPONSE

Figures will be clarified to reflect changes in Article 2B. 8/1/82

COMMENT

A1d	N	The site-specific plan identifies a specific individual by title who shall be in charge of the emergency response for each of the four counties in the 10 mile EPZ. (Pgs. IP 37) However, this element will not be adequately addressed until the deficiency for this element in the generic RERPP is corrected. (See comment for element A1d, letter referenced above.)
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REPG RESPONSE

Same comment as A.1.C. Changes will be made to the generic portion of the plan, as well as the site specific portion. 8/1/82

<u>ELEMENT</u>	<u>RATING</u>	<u>COMMENT</u>
Ale	A	In addition to 24-hour per day manning of communications links each organization shall provide for 24-hour per day response. Provision is made in the site-specific plan for both (r.g.s. IP-42 and IP-44).
A2a	N	Memoranda of Understanding in the generic State RERPP are not finalized. This uncertainty casts doubt on the validity of the interrelationships depicted in Figures 7 thru 15.

REPG RESPONSE

Governmental MOUs are not required. MOUs with appropriate Federal and support agencies are being developed.

COMMENT

The uncertainty in lead jurisdictions outlined in comment on element A2a, letter referenced above, once clarified, will improve this section.

REPG RESPONSE

Clarification of A.I.C. and A.I.D. will resolve this comment. 8/1/82

COMMENT

The assignment of emergency responsibilities of the various supporting organizations has been established with the exception of the responsibilities of the Department of Agriculture (USDA). We suggest the following statement be included to establish USDA's role. "The United States Department of Agriculture has established in every State and county disaster assistance efforts. All of the USDA agencies having major emergency responsibilities are represented on these boards. USDA emergency personnel are to establish continuing liaison with State and/or county agricultural agencies to insure coordination of assistance activities and damage assessments."

ELEMENT

RATING

COMMENT

The USDA Regional Radiological Representative (RRR) for the State of New York is:

George J. Puchta
New York, New York
(212-264-1390)

The USDA State Emergency Board (SEB) representative for the State of New York is:

Frank Walkley
Syracuse, New York
(315-423-5176)

REPG RESPONSE

The role of USDA will be added as per suggested. State A&M is actively pursuing clarification of USDA state and county emergency boards as to role & support in radiological emergencies. 8/1/82

COMMENT

D

Emergency Classification System

D3

A

The Site Specific Operations establish an emergency classification and emergency action level scheme consistent with that established by the facility licensees. (pp. IP-43)

E

Notification Methods and Procedures

E1

N

The NY State RERPP does have established procedures for notification of emergency personnel. However, the plan does not provide for the proper notification of the USDA organizations involved. The NY DOH should notify the USDA Regional Radiological Representative (RRR), George Puchta, New York, NY (212-264-1390) by telephone. The RRR will notify USDA's State Emergency Board representative, Frank Walkley, Syracuse, NY, (315) 423-5176). The USDA State and County Emergency Boards will notify the affected agricultural industries.

ELEMENT

RATING

REPG RESPONSE

FEMA is responsible for notifying Federal agencies. As agreed NYS will contact Federal agencies directly when their support is needed. 8/1/82 Notification of farmers and other agricultural industries is the responsibility of NYS A&M with support from local emergency boards. 8/1/82

COMMENT

As commented in NY State RERPP as referenced in letter referenced above for element E1, there is no procedure/method for contacting EPA as required by the CRP guidance. (RERPP Part I, Section III, III-28 thru 31, 33; Part III, Section I, Procedure B)

REPG RESPONSE

EPA will be contacted directly by NYS if & when their support is needed. EPA-NYS MOU is under review by state legal staff. 8/1/82

COMMENT

The Site Specific Operations addresses procedures which describe mutually agreeable bases for notification of response organizations consistent with the emergency classification and action level scheme set forth in Appendix 1, NUREG 0654/FEMA REP-1. However, procedures for verification of messages were not addressed (Part II, Section I, IP-44).

REPG RESPONSE

We disagree with the need for verification when notification is provided over the dedicated hotline (RECS). Procedures for callback for verification exist when the notification is provided by commercial phone.

ELEMENT

RATING

COMMENT

E6

A

The NY State generic RERPP supplemented by the Indian Point Site Specific Operations, describe administrative means and for notifying and providing prompt instructions to the public within the plume exposure pathway EPZ. See comments on the County Radiological Emergency Response Plans for adequacy of physical means and time required for notifying and providing prompt instructions to the public within the 10 mile EPZ (RERPP-Part I, Section III, III-7 thru 10,27,33, Part III, Section I, Procedures B and C; Site Specific - Part II, Section I, IP-50) (See RERPP comments for element E6, letter referenced above).

E7

N

The Site Specific Operations does not provide draft messages. Neither does the generic RERPP. No sample of public information pamphlet is cited. (p. IP-50)

REPG RESPONSE

The State PIO Procedures have been revised. The site specific portions will reference these procedures. Public information pamphlets have been provided to FEMA. 8/1/82

COMMENT

G

Public Education and Information

G4a

A

The Site Specific Operations designates a spokesperson who should have access to all necessary information (p. IP-50)

This information is reinforced in the generic RERPP (Part I, Section III, III-15)

H

Emergency Facilities and Equipment

H3

A

The Site Specific Operations establishes an emergency operations center for State at the Office of Disaster Preparedness (ODP), Public Security Building, Albany, NY. In addition, the State has established a District EOC at the ODP Southern District office, Creek Road, Poughkeepsie, NY. Both facilities are equipped for directing and controlling response functions (pp. IP-39 thru 41).

<u>ELEMENT</u>	<u>RATING</u>	<u>COMMENT</u>
H4	A	The Site Specific Operations provides for timely activation and staffing of facilities and centers described in pp. IP-39 thru 41. (pp. IP-47 thru 48).
H7	N	The State has no iodine detection capability as part of the off-site monitoring equipment in the vicinity of the site. (pp. IP 48 thru 50 and Attachment 5)

REPG RESPONSE

Presently the state relies on the licensee for offsite field iodine monitoring with support from local and federal response organizations. The 708 report addresses required funding for state iodine monitoring capacity.

COMMENT

I		<u>Accident Assessment</u>
I7	N	This criteria element asks what field monitoring capability each organization (licensee, state, and local) has within the plume exposure pathway. Attachment 5 does not describe what field monitoring capability the State has. If the State has no capability, the plan should so state and provide information on what field monitoring data the State intends to use for its evaluation at various stages of an accident. (For additional comments, see element I7, generic RERPP, letter referenced above)

REPG RESPONSE

See answer to H7.

COMMENT

I8	N	This criteria element asks for provisions for activation, notification means, field team composition, transportation, communications, monitoring equipment and estimated deployment times. Attachment 5 does not provide any of the specific information. The generic RERPP is similarly deficient.
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ELEMENT

RATING

REPG RESPONSE

Attachment 5 refers to the licensees capabilities. This comment addresses items evaluated by NRC in their review of the licensees emergency procedures.

COMMENT

I9

N

As of July, 1981, the State had no field measurement capability to detect and measure radioiodine concentrations in the air. If such a capability now exists, it should be reflected in the Site-Specific Operations or the generic RERPP (Attachment 5).

REPG RESPONSE

Refer to comment in H7.

COMMENT

J

Protective Response

J2

N

The Site Specific Operations provides for evacuation and transportation of Site personnel to suitable off-site locations, including alternatives for inclement weather. However, this plan does not address alternatives due to specific radiological conditions (pp. IP-56 thru 57)

REPG RESPONSE

Review & revise as necessary in co-ordination with the license. 8/1/82

COMMENT

J9

N

The Site Specific Operations is not clear in identifying who will make the decisions to implement protective actions (pp. IP-49 thru 50 and Attachment 5).

REPG RESPONSE

Clarification of items A.I.C. & A.I.D. should resolve this element. 8/1/82

ELEMENT

RATING

COMMENT

J10b

N

Maps, as described in Figures 1, Appendix 4, NUREG 0654/FEMA REP-1 could not be located in the Site Specific Operations. However, a table of sector and zone designators in conformance with Table J-1, NUREG 0654/FEMA REP-1 was located in Figure 1, Attachment 1 (pp. IP-54 thru 55 and Attachment 1)

REPG RESPONSE

This information is provided in tabular form which we feel is appropriate for our operational use.

COMMENT

J10d

N

Paragraph 7.2.13 states that "Normal procedures for evacuating special facilities will be implemented when ordered." This statement does not provide sufficient detail to ascertain whether the means for protecting those persons whose mobility may be impaired due to confinement, etc., is adequate (pp. IP-61, Attachments 10 thru 13).

REPG RESPONSE

This information is covered in each county plan.

COMMENT

J10g

N

Although the means of relocation is described, there is no assurance referenced in this plan that the public and privately owned buses would respond, upon call up, to transport personnel if so directed.

Letter Agreements/MOUs are lacking. (pp. IP-56, 57 and Attachment 7). How many buses are available in each bus garage at any given time? What are the passenger capacities of these buses. Is augmentation necessary? Where will it come from?

REPG RESPONSE

When this element is revised in the county plans, the information will be referenced in the site specific plans.

<u>ELEMENT</u>	<u>RATING</u>	<u>COMMENT</u>
J10h		Paragraph 7.2.11 states that Reception Center and Congregate Care Centers are specified in each of the four CRFRPs. Host facility maps, attached but not adequately referenced, contained host facilities in each of the four counties.
J10i	N	Projected traffic capacities of evacuation routes under emergency conditions could not be located where referenced in the Site Specific Operations. (pp. IP-54, IP-56, and Attachment 6)

REPG RESPONSE

See comment to J10L of county plans.

COMMENT

J10j	A	Provision has been made for control of access to evacuated areas and organization responsibilities for such control. (Procedures for marking ingress control points are said to be included in the four CRERPs. (p. IP-56 and IP-60 and Attachment 9) Will there be sufficient law enforcement personnel to man all the control points identified in Attachment 9?
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J10k	N	Insufficient information is furnished to determine whether or not identification of and means for dealing with potential impediments to use evacuation routes, and contingency measures. (p. IP-56)
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- REPG RESPONSE

See comments to J10K of county plans.

COMMENT

J10l	N	Although evacuation time estimates under various weather conditions are described in table form in Attachment 6 of the Site Specific Operations, they are described by ERPA rather than by sector and distance. Moreover, a determination of adequacy of planning for this element cannot be determined until Appendix 4, (cited in the cross-reference) is submitted to the RAC by the State and reviewed. Based on a conversation between FEMA Regional staff and the State nuclear Emergency Preparedness Group (NEPG) on December 28, 1981, the Appendix 4 report has not been received by New York State from the licensee consultant, Parsons, Brinkerhoff. The rating for planning related to this element will remain inadequate until the RAC has made a determination on the adequacy of Appendix 4.
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ELEMENT

RATING

REPG RESPONSE

Appendix 4 was transmitted to FEMA.

COMMENT

J11

N

Paragraph 6.2.2 does not specify the protective measures to be used for the ingestion pathway, including the methods for protecting the public from consumption of contaminated foodstuffs. Maps are not furnished or referenced. Up-to-date lists or references to same regarding name and location of all facilities which regularly process milk products and other large amounts of food, et.al. (p. IP-46)

REPG RESPONSE

The RAC members have agreed that maps for this data are are not required since state agencies have this material maintained on a current basis by use of computer listings. These listings are available for FEMA review at the state and during exercises at the state EOC.

COMMENT

(For additional comments, see element J11, generic RERPP, letter referenced above.)

RAC COMMENTS
ON
NEW YORK STATE
COUNTY RADIOLOGICAL EMERGENCY PREPAREDNESS PLANS (CRERPs)
INDIAN POINT

AUGUST 1981

LEGEND: A-ADEQUATE
N-INADEQUATE

<u>Element</u>	<u>Rating</u>	<u>Comment</u>
A.		<u>Assignment of Responsibility</u>
A.1.a.	N	<p>It is clear in the Westchester County plan that the lead role for response activities will belong to the County Executive with the Primary Support role belonging to the County Office of Disaster and Emergency Services. (III.C.1., Table III-1)</p> <p>In the Westchester County Plan, State agencies are given only primary and secondary support roles. It is understood that lead responsibility will shift away from the county after a State declaration of emergency, but this is not reflected in the Plan (Table III-1).</p> <p>A clear statement must be made in all county plans that clearly defines the change of responsibilities once a State declaration of disaster is made. This is clear in the amendment to the New York State Executive Law, Article 2b, where Section 2b is amended in subdivision 2. The amendment allows the Governor or designee to direct the County Chief Executive. However, in neither Table III-1 nor in the written sections of the plan is this clearly stated. A chart should be developed which will complement Table III-1 and establish lines of authority during a radiological emergency during a declaration of a "State of Disaster Emergency."</p>

REPG RESPONSE

A statement will be made & included in the plan to reflect the revision to Article 2B. Charts will be clarified accordingly. 10/1/82

COMMENT

Page 11 of NUREG 0654 states that the State rather than local response organizations will be principally responsible for the planning associated with the ingestion exposure pathway EPZ. It is not clear where in the plan this is stated. The plan should include the above comment. All private sector organizations have not been identified (i.e. radiological laboratories to process environmental samples).

ELEMENT

RATING

REPG RESPONSE

The state is responsible for ingestion pathway planning. This will be clarified if necessary. 10/1/82
The primary responsibility for laboratories remains with the state.

COMMENT

What arrangements have been made for these services? (III.B., III.C, Table III-1, all CRERPs)

REPG RESPONSE

N/A

COMMENT

A.1.b.

N

Although functions and mission statements were found in the plan in Section III, describing lead, primary support and secondary support roles, these statements do not satisfy the planning element.

The concept of operation for each organization has not been provided. While there are organizational charts in the CRERPs, functional relationships are not clear. We suggest functional charts depicting relationships by function across "line" organizations to establish clear, functional relationships during emergencies. (i.e. For the function of traffic control, a chart depicting who is in charge of this function, showing the command and control relationship down to the intermediate and responder levels.)

(I.D., I.E., III.B., Procedures 1 thru 9, Putnam CRERP; I.D., I.E., III.B., Procedures 1 thru 10, Orange, Rockland and Westchester (ORW) CRERPs)

REPG RESPONSE

The plan shows relationship to total effort. Procedures show hierarchy of functions from county to local level, therefore functional charts are not necessary.

ELEMENT

RATING

COMMENT

A.1.c.

N

Although the block diagram illustrating organizational interrelationships is found in Figure III-1, Article 28 revisions are not reflected in this chart.

REPG RESPONSE

Changes will be made. See A.1.B. above.
10/1/82

COMMENT

Also see comment on element A.1.b.

A.1.d.

N

The CRERPs identify a specific individual by title who shall be in charge of the emergency response in many cases. However, this information was not adequately cross-referenced in the plan. Also see comment on element A.1.b.

REPG RESPONSE

Cross reference will be clarified.
10/1/82

COMMENT

A chart or master chart similar to the one in Figure III-1 could easily identify all the data necessary.

(III.C.1., III.D., all CRERPs)

A.1.e.

N

The CRERPs provide for a 24-hour per day manning of a communications link, called the county warning point (III.C., III.D.). However, we could not determine whether or not provisions allow the individual in charge of each organization's emergency response could be reached 24 hours a day (e.g. during non-duty hours away from home or in transit).

REPG RESPONSE

Each agency has a line of succession for disaster operations. Agency personnel and backups are provided in the various county procedures. This will be added to the cross reference. 10/1/82

Element

Rating

COMMENT

Any implementing procedures should be specifically referenced.

(III.F.1, all CRERPs)

A.2.a.

N

Although the specific functions and responsibilities for major elements of the emergency response are not adequate at this time, this planning element will be satisfied when Articles 2B revisions are incorporated in the plan. (See Comment for A.1.a.) (III.C., Table III-1, Procedure 1 thru 9, Putnam CRERP; III.E., Table III-1, Procedure 1 thru 10, ORW CRERPs)

REPG RESPONSE

Agree - when A.1.a. and A.1.b are revised A.2.a will be satisfied. 10/1/82

COMMENT

A.2.b.

A

The CRERPs contain, by reference to specific acts, codes or statutes, the legal basis for such authorities. (I.A., all CRERPs)

A.3.

N

The County Executive or Chairman of the Legislature must sign off on the letter under Appendix 1 which endorses each County plan.

REPG RESPONSE

0654 does not require this.

COMMENT

There are no agreements between the county and non-governmental organizations listed in the plans. These should be obtained and included in the plans. Specifically, there are no letters of agreements from bus companies, unions, volunteer fire departments and ambulance services, or EBS station managers for activation of the EBS. Mutual aid agreements with the other counties within the 10 mile EPZ for equipment and personnel resources should be considered. A copy of all Letters of Agreement/MOUs must be on file at the FEMA Regional Office, since that is the Federal Office of Record for REP. (I.A. and Appendix 1, all CRERPs)

REPG RESPONSE

What is not covered between local law the state & counties will attempt to obtain MOU's. 10/1/82
If MOUs are obtained they will be sent to FEMA

ELEMENT

RATING

COMMENT

A.4.

N

Not addressed where referenced (I.D., I.E., III.C.1). Each organization shall be capable of continuous 24-hour operations for a protracted period. The individual in the principal organization who will be responsible for assuring continuity of resources is not specified by title.

REPG RESPONSE

Remove numbers on pg. III-4 and Sections III-D and III-F. To cross-reference - 24 hr. reference will be added in Section III. 10/1/82

COMMENT

C.

Emergency Response Support and Resources

C.1.c.

N

Resources available to support the Federal response are not described where referenced. (I.D., III.2.D., Appendix E, all CRERPs)

REPG RESPONSE

A state liason officer to Federal agencies will provide required information as requested. 10/1/82

COMMENT

C.2.a.

A

The CRERPs provide for the dispatch of a county official to the near-site EOF (III.D.2., III.F.2., Procedure 1, all CRERPs)

C.4.

N

Have all facilities and resources of non-government organizations been identified? Letters of agreement are not available for all organizations listed (I.D., I.E., Appendix J, Procedure 5, all CRERPs).

REPG RESPONSE

Sufficient resources to support the plan have been identified. As additional resources and facilities are required they will be identified in the plan. Missing MOUs are being sought. 10/1/82

ELEMENT

RATING

COMMENT

D. Emergency Classification System

D.3. A The CRERPs have established an emergency classification level scheme consistent with that established by the facility licensee. (III.F., Procedure 1 thru 9, Putnam CRERP, III.F., Procedure 1 thru 10, ORW CRERPs)

D.4. A The CRERPs provide for emergency actions to be taken which are consistent with emergency actions recommended by the nuclear facility. (Procedures 1 thru 9, Putnam CRERP; Procedure 1 thru 10, ORW CRERPs).

E. Notification Methods and Procedures

E.1. A The CRERP procedures for notifying response organizations are consistent with the emergency classification and action level schemes. Although verification of message from the licensee is included, it is suggested that verification be made immediately after receipt of call (III.F.1., Procedure 1 thru 9, Putnam CRERP; III.F.1., Procedure 1 thru 10, ORW CRERPs).

E.2. A Good discussion of individual agency procedures to follow to alert, notify and mobilize emergency response personnel (III.F.1., II.F.2., Table III-2, Procedures 1 thru 9 Putnam CRERP; III.F.1., II.F.2., ORW CRERPs).

E.5. N The CRERPs do not satisfy the planning guidelines regarding the dissemination of information to public using the EBS. The cross reference erroneously refers to Appendix E. The correct cross reference is Appendix F. The correct page reference in Paragraph F.1.a. (page F-12) should be F-18.

REPG RESPONSE

Cross reference will be corrected.
10/1/82

COMMENT

Section II.F. of Appendix F merely repeats information that is included in the EBS Local Operational Area plan.

Element

Rating

COMMENT

Indicate which radio stations are operational on a 24-hour basis.

REPG RESPONSE

Will be done. 10/1/82
EBS operational area 3 plan is signed off by all counties involved, making Westchester County the lead county. The EBS plan is on file with FEMA.

COMMENT

Has the Hudson Valley Catskill Operational Area EBS Plan, been approved by the Federal Communications Commission (FCC)? The Operational Area EBS Plan, which is not cross-referenced in the CRERPs, states in Paragraph V.A.1, "Activation of EBS for the Hudson Valley Catskill Operation Area, other than weather, will be at the exclusive request of authorized officials at the White Plains Civil Defense Headquarters." Annex A of this EBS plan designates by name, title and phone number, the Westchester County Executive County Director of Disaster and Emergency Services, County Executive Officer, County Sheriff and Commissioner of Health, as the only officials authorized to activate the EBS. The CPCS-1 for this Operational Area is station WABC, New York, N.Y. The CPCS-2 is WFAS, White Plains, N.Y. Have the other three county executives agreed to this arrangement? Where are the letter agreements among the counties on this arrangement? What is the procedure for this arrangement? Copies of all Letters of Agreement should be on file at the FEMA Regional Office (See NUREG 0654/FEMA REP, Appendix 3, Section C.4 for detailed guidance on use of EBS for prompt notification).

The plans do not contain any detailed information concerning the method of coordination of all EBS messages among counties within the EPZ, as well as with the State. Appendix B should be cross referenced.

REPG RESPONSE

Co-ordination of EBS messages was demonstrated satisfactorily during the IP3 exercise.. Revised state PIO Procedures have been developed reflecting co-ordination.

ELEMENT

RATING

COMMENT

In Section III.D.C., Reference Appendix E should be changed to Appendix F.

REPG RESPONSE

OK

COMMENT

The sample public warning notices in Appendix B should state "this is not a test." (except of course during a test). (III.D.2.c., III.F.1., Appendix F, Procedures, 1 thru 9, Putnam CRERP; III.D.2.c., III.F.1., Appendix F, Procedures 1 thru 10, CRW CRERPs)

REPG RESPONSE

Revised notices are included in state PIO Procedures as stated above.

COMMENT

E.6.

A

What is the actual completion date for installation and operational capability for the alert and notification system? What is the actual date for installing the supplemental notification devices (the alert receivers)? (III.C.2., III.D.2., Appendix F, Procedures 2 and 8, all CRERPs)

REPG RESPONSE

Sirens completed - awaiting FEMA acceptance criteria.

COMMENT

E.7.

N

The draft announcements are not adequate neither in number nor content to meet the emergency information needs for people with the Indian Point EPZ. Deficiencies which should be remedied are:

1-Include advisory to stay tuned to station.

REPG RESPONSE

Done

ELEMENT

RATING

COMMENT

2-Provide updates more frequently than on an hourly basis during site and general emergency stages. Provide time when next advisory will be given.

REPG RESPONSE

Updates will be provided as necessary which will be accident dependent.

COMMENT

3-Since ERPAs are used as the basic unit by emergency planners, announcement should utilize ERPA designation. This is particularly important because the public education materials presumably use ERPAs as the base unit.

REPG RESPONSE

OK

COMMENT

4-Announcements should indicate coordination with other counties in EPZ and should include information for residents of other counties.

REPG RESPONSE

Done.

COMMENT

There is a critical need for coordination in this area because obviously a Westchester County resident, for example, could be listening to a Rockland County radio station.

5-Separate announcements regarding school evacuations should be prepared.

REPG RESPONSE

Under consideration.

ELEMENT

RATING

COMMENT

6-The General Emergency evacuation announcement should name reception centers and routes to be used to the reception centers.

REPG RESPONSE

Under consideration

COMMENT

7-People should be provided with a rumor control number. Considering the size of the transient population in the EPZ as well as the density of the permanent population, it's inevitable that, in the event of an incident, there will be a number of people who will be in special circumstances requiring special aid and/or information.

(III.C.10., III.D.2., Appendix B, all CRERPs)

REPG RESPONSE

Rumor control was demonstrated during IP3 exercise. Procedures will reflect rumor control procedures. 10/1/82

COMMENT

F.

Emergency Communications

F.l.a.

N

The County communications centers are manned on a 24 hour basis and is responsible for calling the emergency response agencies (II.F.1., III.F.2). It is not clear from the plan what the alternate method of communications is for notification and activation of the emergency response network. This should be clearly stated in the plans.

REPG RESPONSE

Licensees & Warning Points At the 24 hr. warning points there exists RECS, NAWAS, Comm. phone and local gov't radio net. 10/1/82

ELEMENT

RATING

COMMENT

Identify, by title, who is responsible at each end of the communications link for the emergency communications function. (III.F.1., III.F.2., Procedures 1 thru 9, Appendix E, Putnam CRERP; III, F.1., III.F.2, Procedures 1 thru 10, Appendix E., ORW CRERPs).

REPG RESPONSE

Not 0654 requirement.

COMMENT

F.1.b.

N

III.D.2. states that the capability exists at the EDF for communication between the counties and the State. This is to be accomplished by the New York State nuclear hotline as stated in Appendix E.

The plans have not provided for communications between contiguous States and counties in the 50 mile ingestion exposure pathway.

REPG RESPONSE

Not county responsibility, contained in State plan.

COMMENT

In addition, provision for all alternate communications links between States and counties has not been clearly defined in the plans (III.C.5., III.D.2., Appendix E, and Procedure 1, all CRERPs).

REPG RESPONSE

Clarification needed from FEMA.

ELEMENT RATING COMMENT

F.1.c. N Although the plan states there is to be communications with Federal agencies, there is no indication how this will be accomplished. Include the Coast Guard, Railroads, FRMAP teams, etc.

(III. C. 5., III.D.2., and Procedure 1, all CRERPs).

REPG RESPONSE

FEMA is responsible for notifying Federal agencies, if specific Federal agency support is requested the Federal agency will be notified by telephone. 10/1/82

COMMENT

F.1.d. N How will communications be maintained with the field monitoring teams?

REPG RESPONSE

By radio or telephone.

COMMENT

(III.C.5., III.D.2., Appendix E, Procedures 1 thru 9, Putnam CRERP; III.C.5., III.D.2., Appendix E., Procedures 1 thru 10, ORW CRERPs).

F.1.e. N Alternate individuals for each emergency response agency have not been designated. Also, the designated PIO should be included in Procedure 1, Attachment 3. (See criteria for F.1.)

REPG RESPONSE

Where not designated alternate individuals will be identified. PIO will be included.

10/1/82

COMMENT

(III.F.1., III.F.2., Figure III-2, Procedures 1 thru 9, Putnam CRERP; III.F.1., III.F.2., Figure III-2, Procedures 1 thru 10, ORW CRERPs)

Element Rating

F.2. N It is unclear from the plans whether communications links for the fixed and mobile medical support facilities exist. Specific information concerning the method of communications linking the hospital and the mobile support units and the types of communications equipment at both the mobile and fixed facilities are not provided.

REPG RESPONSE

The plans will clarify communications links. 10/1/82

COMMENT

(III.C.5., III.C.7., III.C.11., Appendix E, Procedure 8, all CRERPs)

F.3. N Procedures for hotline testing are adequate. This planning element necessitates provisions for the conduct of periodic tests for the entire emergency communications system. These tests must address and include: communication equipment for radiological field monitors, all fixed and mobile radio units between EOF, County, District, State EOC and response organizations. Also see planning criterion N.2.a.

The references that were reviewed did not satisfy the criteria for radios and land lines other than hot-lines.

REPG RESPONSE

Cross referenced to drills and exercise procedures will be added. 10/1/82

COMMENT

(III.B.2., II.B.4., Appendix E, Procedure 14 Putnam CRERP, II.B.2., II.B.4., Appendix E, Procedure 15, ORW CRERPS)

G. Public Education and Information

G.1. N According to Appendix L. a public information pamphlet is being developed, but at the date of submission of this plan, none has been included. Therefore, review of the materials and this element is not possible. (II.B.6, III.C.10., Appendix L., all CRERPs)

REPG RESPONSE

Completed and transmitted to FEMA.

ELEMENT

RATING

COMMENT

G.2. N There are no specifics regarding the public information program for permanent and transient populations of the plume exposure EPZ. What is the methodology to ensure that the public information program materials will be available to all permanent and transient populations? (II.B.6., III.C.10. and Appendix L, all CRERPs)

REPG RESPONSE

The emergency brochures have been mailed to all residents within the 10 mile EPZ and APP.L states that information brochures will be distributed on an annual basis. Transient notification is under development. 10/1/82

COMMENT

G.3.a. A Each CRERP designates the County PIO as the point of contact. Each plan indicates a physical location for use by the news media during the emergency (III.D.2.C., all CRERPs).

G.4.a. A Plans designate County PIOs as the spokespersons who should have access to all necessary information (III.D.2.C., all CRERPs).

G.4.b. N Specifics are not provided as to how information will be exchanged among spokesperson. Suggest that provisions be made so that hard-copy of all announcements/new releases are available on a timely basis to all spokesperson and all decision-makers. Recommend log or message board be used at County EOCs and media centers to display all information which has been provided to the public by county and State officials in 10 mile EPZ. (Not referenced in CRERPs.)

REPG RESPONSE

A joint news media contact has been established to insure information exchange. TELEX Equipment is in place at all appropriate locations. Cross reference should also include III D 2a and C. 10/1/82

ELEMENT

RATING

COMMENT

G.4.c.

N

Section III.D.2.d. states that the county PIO is responsible for establishing a Rumor Control Center. However, provision has not been made, as yet, since no specific information concerning the Center has been included in each plan. In addition, the plans do not reflect a full understanding of the purpose of rumor control. Rumor Control is primarily designed to provide the general public a point of contact to obtain answers to individual questions. Notwithstanding, evaluation of questions coming into rumor control may point up a need for new releases on frequently asked questions. The plan does not provide information on the location and the staffing of the Rumor Control Centers. (III.D.2.d., all CRERPs)

REPG RESPONSE

See responses to E.5 and E.7.

COMMENT

G.5.

N

Section II.B.6.b. merely assigns responsibility for the coordination of an annual news media program to acquaint the news media with the CRERP. A detailed program should be developed and presented in the plans. (II.B.6., Procedure 12, Putnam CRERP; II.B.6., Procedure 13, CRW CRERPs)

REPG RESPONSE

A program was conducted to acquaint the news media with licensee, state and local response plans prior to the IP exercise. An annual news briefing will be conducted. A detailed program is being developed. 10/1/82

COMMENT

H.

Emergency Facilities and Equipment

H.3.

A

Each CRERP identifies the name and location of County EDCs which will be used in directing and controlling response functions (III.D.2., all CRERPs).

H.4.

A

Each CRERP provides for timely activation and staffing of the EDCs described in the plans (II.F.1., III.F.2., and Procedure 1, all CRERPs).

ELEMENT

RATING

COMMENT

H.7.

N

Specify the date for installing of the Reuter Stokes Senti 1011 Environmental Radiation Monitoring System. Appendix J of the 8/1/81 revision indicates that "this equipment is scheduled to be installed and operable by the end of 1981, and will be available for interrogation by the MIDAS System at the time."

As previously stated, the plan must discuss both the adequacy of calibrations, and security from damage.

REGP RESPONSE

Reuter stores is a licensee responsibility.

COMMENT

Identify duties to be performed by the county personnel trained in radiation monitoring (i.e., identify present capabilities of personnel) who will be allowed to accompany NFO Nuclear Environmental Monitoring teams.

REGP RESPONSE

It is not planned to have county personnel accompany NFO monitoring teams.

COMMENT

Describe the chain of command to be used by multi-agency monitoring teams, i.e. within the team itself, and the method communicate of data to the immediate supervisor through the chain to the final accident assessment personnel and their location(s). (See comments on element A.1.a. and A.2.a.)

REGP RESPONSE

Multi-agency monitoring teams are not utilized.

ELEMENT

RATING

COMMENT

Specify laboratory equipment to be used in sample analysis and its location. If this is a State responsibility, reference the appropriate section of the State plan. Describe county monitoring equipment and location. (See comments on element A.3.)

REPG RESPONSE

The state laboratory equipment is listed in the state portion of the plan. Updated listing of county monitoring equipment and their locations will be included in the county plans. 10/1/82

COMMENT

The "radiation monitoring emergency kits for county field teams," discussed in Appendix J, are really personnel support items which are not available in sufficient quantity for the anticipated personnel who will make up these teams. (Procedure 3, Attachment 17)

The evaluation symbols are missing in Table III-3 of the Rockland Plan.

REPG RESPONSE

Will be supplied. 10/1/82

COMMENT

(III.C.14., II.G., Procedure 13; Putnam CRERP; III.C.14.; III.G., Procedure 14, ORW - CRERPs).

H.10.

A

Procedure 13, Putnam CRERP and Procedure 14, ORW CRERPs contain a good set of procedures for checking and verifying equipment and instruments.

(II.B.2., II.B.4., Procedure 13, Putnam CRERP; II.B.2., II.B.4., Procedure 14, ORW CRERPs).

ELEMENT

RATING

COMMENT

H.11.

N

This element requires identification (in an appendix) of emergency kits by general category: protective equipment, communications equipment, radiological monitoring and emergency supplies.

In the Westchester plan, these general categories are covered in Procedure 3, Attachments 16 and 17. Attachment 16 lists emergency supplies, including rolls of dimes and nickels (purpose unspecified). There are no personnel dosimeters or permanent record device in this list. Attachment 17 is a List of Agency Resources. On page 17-1, the following are listed: 1. Personnel, 2. Transportation, 3. Equipment. Page 17-2 was missing from the EPA copy of the plan. On page 17-3, the following are listed (numbers as in plan): 3. Equipment, 4. Communication. The headings on page 17-4 duplicate those on page 17-3, but the contents of the lists differ. Page 17-6 list Protective Gear/Clothing, 4. Facilities. Attachment 17 requires reorganization to eliminate confusing duplication.

REPG RESPONSE

Attachment 17 will be reviewed and clarified. Some plans apparently had missing pgs. in attachment 17. 10/1/82

COMMENT

Procedure 3, Attachment 15 (Westchester, Putnam and Orange CRERPs) is an incorrect reference dealing with sheltering and alternative actions for protection from radioiodine ingestion.

REPG RESPONSE

This reference should refer to attachment 16 of Procedure 3. The cross reference will be corrected. 10/1/82

COMMENT

In the Rockland County plan, Procedure 1, Attachment 8 is a List of Agency Resources which discusses the general categories of this element. There is no radiological equipment available at this time. Specify anticipated acquisition time. Discuss the emergency use of the personnel, transportation, and communication equipment with respect to the various emergency response actions in the plan. Putnam and Orange CRERPs do not sufficiently discuss the requirements of this element. (Appendix J, Procedure 1, Putnam CRERP; Appendix J, Procedure 3, CRW CRERPs).

ELEMENT

RATING

REPG RESPONSE

The plan will be revised to incorporate Rockland County's equipment. 10/1/82

COMMENT

H.12.

N

The portion of the CRERPs referenced identify where field data will be collected and recorded, but the plans do not specify where field data will be analyzed and where sample media will be coordinated. (III.D.2, Procedure 3, Attachment 14, all CRERPs)

REPG RESPONSE

Each county's field data will be transmitted back to its respective EOC and the EOCs will relay the info to the EOF and state. The plans will be reviewed and clarified to reflect this. 10/1/82

COMMENT

I.

Accident Assessment

I.7.

N

In all the plans the chain of command places a county official in a leadership role over teams

provided by the NFO and DOE. All plans contain an attachment entitled "Instructions for Radiation Monitoring Teams." It is unclear if these instructions have been developed in cooperation with the two organizations that will be doing the actual monitoring.

Develop specific Standard Operating Procedures (SOPs) for each type of monitoring equipment and instructions on data and sample collection.

Specify location or monitoring site maps which are sufficiently detailed to allow rapid arrival at destination by teams unfamiliar with the locations (i.e. DOE, county teams, newly trained NFO teams) and for the use of the county official to whom the teams are reporting their data.

Discuss transportation arrangements for monitors.

It is advisable to include phone numbers or numerical radio frequencies in the public plan. A reference to the location and availability of this controlled information is sufficient.

ELEMENT

RATING

COMMENT

Discuss transportation arrangements for monitors.

It is advisable to include phone numbers or numerical radio frequencies in the public plan. A reference to the location and availability of this controlled information is sufficient.

Discuss methodology for sample collection at survey points, method for relaying information to Team supervisor or to collection point. Discuss primary and backup communications to be used by field personnel. Identify central collection points designated for all environmental samples collected by survey teams and the means by which data are provided to organizational element responsible for the emergency assessment functions.

If there are no separate county monitoring teams, for whom are the "Instruction for Radiological Monitoring Teams" intended?

(III.C.14., III.G.1., Appendix J, Procedures 3, Putnam CRERP; III.C.14., III.G.1. Appendix J, Procedure 14, ORW CRERPs)

REPG RESPONSE

The field monitoring teams, resources, activities and operations will be reviewed and expanded as appropriate.
10/1/82

- COMMENT

I.8.

N

The present capabilities for this element are lacking in all counties. Procedures 3, Attachment 2, does not adequately fulfill the activation portion of this element. The notification means may be either landlines or radio but it is unclear as to how specific response personnel are notified.

REPG RESPONSE

The cross reference will be corrected. See 1.7 for additional information.
10/1/82

Transportation arrangements for monitoring teams are not discussed. Communication equipment is described in Appendix E. However, there is little evidence of backup arrangements and no discussion of communication for field monitoring teams. Monitoring equipment lists of the NFO and DOE are included. Putnam and Orange County have no monitoring equipment. Specify field team deployment times.

No consideration has been given to information available from the licensee (i.e. description of site conditions time-frame for repair, release projections, corrective action under way).

The CRERPs should address means for interpreting licensee furnished data.

Reference III.D.2.b. should be corrected to read III.D.2.b. in the cross-referenced index.

(III.C.14., III.D.2.b., Appendix J. Procedure 3, all CRERPs)

J.

Protective Response

J.2.

N

Provisions for evacuation routes and transportation for on site location, including alternatives for inclement weather, could not be located in plan where referenced. (Appendix A, Procedure 1 thru 9, Putnam CRERP; Appendix A, Procedure 1 thru 10, ORW CRERPs)

REPG RESPONSE

Provisions will be included in the next revision of the Westchester & Putnam County plans.

COMMENT

All CRERP response actions are predicated on the assumption of a release of radioactive materials which develops over a period of time. However, the facilities and means for monitoring emergency personnel and evacuees are inadequate or completely lacking.

REPG RESPONSE

Need clarification from FEMA.

ELEMENT

RATING

COMMENT

J.9.

A

All CRERPs discuss the capability for implementing protective measures based upon protective action guides and Federal criteria. The applicable point of Procedure 3 in the Putnam, Orange, Rockland and Westchester, CRERPs should be specified. (III.G.2., III.H., Tables III-2 thru III-5., Procedure 3)

See general comments for deficiencies in evacuation plans. Has the general public been provided with the pertinent RERP information? If so, specify details of the program. If not, provide program details and completion date.

Discuss the conditions under which evacuation will no longer be a viable protective action, i.e. inclement weather, short-term duration of a high exposure plume.

The Red Cross does not recognize a difference between reception centers and congregate care centers; all are simply "shelters." Therefore, it is necessary to use common terminology, reduce the possibility of confusion. Since there is a potential for bypassing the reception centers, it is necessary to have registration, monitoring, and decontamination facilities at both types of centers.

Specify present decontamination facilities and monitoring capabilities at these facilities.

During an emergency of this nature, it is necessary to "mandate" monitoring and decontamination activities, not "encourage" them as stated on page A-37, paragraph 3. Provisions must be made for the feeding of non-Red Cross emergency personnel working in reception/congregate care centers.

The right hand column of Table III-3 is incorrectly labeled. The heading should reflect the fact that the items listed are the protective action response options that will be considered for implementation to the projected dose commitment listed in the left-hand column.

ELEMENT

RATING

COMMENT

Specify the completion date for installation of permanent evacuation route signs.

The vehicular evacuation times under adverse conditions for many ERPAs are much greater than the times for people to walk out of the EPZ. The circumstances under which vehicular evacuation ceases to be a viable protective action might be an appropriate inclusion for Appendix A.

Decontamination action levels are given only for skin contamination, milk, and agricultural products other than milk. Specify levels for equipment. Not all plans contain action levels for skin contamination from alpha particles. Procedure 3, Attachment 16 states that during a site area emergency, the appropriate county organization will "provide off-site monitoring results to NFO and others and jointly assess them." Since the off-site monitoring is being done by the NFO, it would seem that this statement requires clarification.

As previously discussed, Table III-4 should include dose as well as concentration values because protective actions are in response to projected dose commitment.

REPG RESPONSE

Although J.9 is listed as adequate, the extensive RAC_comments will be considered in the next plan. 10/1/82

COMMENT

J.10.a.

N

Although not cross referenced, maps in Volume 2 of each CRERP contain evacuation routes, evacuation areas and relocation centers in host areas and relocation centers in host areas and shelter areas. However, none of the maps depict preselected radiological sampling and monitoring points (Appendix A, all CRERPs).

REPG RESPONSE

MAPS showing the selected radiological sampling and monitoring points are found in APP.J (fig. J.1). App.J may be added to the cross reference. 10/1/82

ELEMENT

RATING

COMMENT

J.10.b.

N

Maps, as described in Figure 1, Appendix 4, NUREG 0654/FEMA REP-1 could not be located in the CRERPs. However, tables of sector and zone designators depicting population distribution were found to be in conformance with Table J-1, NUREG 0654/FEMA REP-1.

REPG RESPONSE

APP.G provides information on population dist. by sectors around I.P. Population by ERPA is displayed on wall maps.

COMMENT

Sector maps should be superimposed over ERPA maps to facilitate coordination of protective response measures with contiguous counties in the Plume EPZ and with the State.

Means for notifying all segments of the transient and resident population are not adequate.

(Appendix G, all CRERPs)

J.10.c.

N

See comment for element E.5. (Appendix F., all CRERPs)

REPG RESPONSE

See answer to G.2.

COMMENT

J.10.d.

N

Procedure 9 of each CRERP addresses the means for protecting those persons whose mobility may be impaired due to such factors as institutional or other confinement. There is a minor error in cross-referencing on page CI-16 of cross reference for element J.10.d. There is no paragraph A.3 in Part III. However, there is a paragraph III.A.3. in Appendix.

REPG RESPONSE

Cross ref. will be corrected. 10/1/82

ELEMENT

RATING

COMMENT

The CRERPs do not address those individuals who are impaired or confined, but are not institutionalized.

REPG RESPONSE

The emergency brochure by means of a mail-in post card identifies these people. Each county procedure will be reviewed to insure that the impaired or confined are identified.
10/1/82

COMMENT

(III.H.2., III.H.3., III.H.4., III.H.5., III.A.3., Appendix A, Procedures 3 and 5, all CRERPs).

J.10.e A

According to statements made by NYS Health Department Officials on October 7, 1981 at the FEMA Regional Office at a meeting with RAC members, all CRERPs should be consistent with the State decision not to use KI at this time.

(Procedures 6,8 and 9, all CRERPs)

J.10.f. A

See comment for element J.10.e.

The CRERPs include method by which decisions by the State Health Department for administering radioprotective drugs to the general population are made during an emergency and the predetermined conditions under which such drugs may be used by off-site emergency workers.

J.10.g. N

Although the means of relocation is described, there appears to be no commitment referenced in the CRERPs that public and privately owned buses would respond upon call to transport personnel, if so ordered. (Are there agreements?) How many operational buses are available in each garage at any given time? Is augmentation necessary? Where will it come from? (See comment for A3)

REPG RESPONSE

Negotiations are continuing.

ELEMENT

RATING

COMMENT

(III.C.12., III.H.4., III.H.5., Appendix A, Procedures 1 thru 9, Putnam CRERP; III.C.12., III.H.4., III.H.5., Appendix A, Procedures 1 thru 10, CFW CRERPs).

J.10.h.

N

Based upon the review of the Host Facility Location Maps for Orange, Rockland and Westchester Counties, some of the relocation centers appear to be less than 5 miles beyond the boundary of the plume exposure EPZ. (III.C.4, III.H.4., Appendix A and Procedures 2,3,4,5,6 and 8). The host facility location map of Putnam County appears adequate.

(III.C.4., III.H.4., Appendix A, Procedure 2, all CRERPs)

REPG RESPONSE

Host centers are constantly being reviewed for adequacy and transportation network.

COMMENT

J.10.i.

N

Projected traffic capacities of evacuation routes under emergency conditions could not be located, where referenced in any of the CRERPs (Appendix A, all CRERPs)

REPG RESPONSE

Traffic capacities were submitted to FEMA under separate cover.

COMMENT

J.10.j.

A

Provision has been made for control of access to evacuated areas and organization responsibilities for such control (Procedure 2, Tables 1A, 1B, 2A, 2B, 3 and 4; also III.C.8., III.H.5., IV.B.6., all CRERPs)

J.10.k.

N

Insufficient information is furnished to determine adequacy of means for dealing with potential impediments to use evacuation routes, and contingency measures. (III.H.3., III.C.9., Appendix A and Procedure 7 of CRERPs).

ELEMENT

RATING

REPG RESPONSE

Cross ref. law enforcement procedure attach. 1. The public works has the responsibility to coordinate debris clearance and emergency repairs to roads & bridges as noted in the cross reference, III.C.9. Procedure 7 gives the Public Works Dept. a list of items to be carried out to satisfy this responsibility. The resource list in procedure 7 gives the equipment available to assist the PWD in carrying out their tests.

COMMENT

J.10.1.

N

Although evacuation time estimates under various weather conditions are described in table form in Appendix A of each CRERP, the estimates are described by ERPA rather than by sector and distance. Moreover, a determination of adequacy of planning for this element cannot be determined until Appendix 4, (cited in the cross-reference) is submitted to the RAC by the State and reviewed. Based on a conversation between FEMA Regional Staff and the State Nuclear Emergency Preparedness Group (NEPG) on December 28, 1981, the Appendix 4 report has not been received by NY State from the licensee's consultant, Parsons, Brinkerhoff. The rating for planning related to this element will remain inadequate until the RAC has made a determination on the adequacy of Appendix 4.

REPG RESPONSE

Appendix 4 was transmitted to FEMA.

COMMENT

J.12.

N

The methodology for registering and performance of monitoring of evacuees at relocation centers in host areas could not be located (Procedure 6 of all CRERPs).

REPG RESPONSE

Registration form is provided as Attach. 8 to procedure-6. Procedures are being reviewed for needed changes.. 10/1/82

ELEMENT

RATING

COMMENT

K.

Radiological Exposure Control

K.3.a.

N

There is no mention of permanent dose recording devices in any of the plans.

Specify where dose records will be kept and for how long. It is unclear if the dosimeters are presently available on a 24 hour basis.

REPG RESPONSE

Acquisition of permanent dose recording devices and dose record retention systems are under development.

COMMENT

The dose record form (Attachment 8, Procedure 3), as a field record log, should be revised to allow an individual to record periodic readings for one shift. Attachment 8 in its present design is inappropriate either as a field or permanent dose record.

(II.B.2., II.E. and Procedure 3, all CRERPs)

REPG RESPONSE

Standardization by use of state form for local emergency personnel will be incorporated in the next revision of the county plans. 10/1/82

COMMENT

K.3.b.

N

This criterion requires that "each organization shall...provide for emergency workers..." Therefore, see appropriate comment for K.3.a. above. The proper references in the Putnam and Rockland plans are Attachment 8 and 11, not Attachments 9 and 12. Attachment 8 and 11, in the Orange plan are more appropriate than the referenced Attachments 10 and 12.

REPG RESPONSE

Refer to K.3.a.

COMMENT

K.4.

N

Specify the person (by position title) authorized to permit emergency workers to receive higher exposures. Specify the qualification of the individual (i.e., health physicist, M.D.). Specify "decision chain for authorizing emergency workers to incur exposures in excess of the EPA General Public Protective Action Guides..."

ELEMENT

RATING

REPG RESPONSE

Will review and revise as appropriate.
10/1/82

COMMENT

(III.E.2. and Procedure 3 all CRERPs)

K.5.a.

N

See comments for J.9.

Action levels for decontamination are erroneously referenced. Procedure 3, Attachment 13 addresses criterion. However, the procedure does not satisfy specific instrumentation to be utilized for measurement. The CRERPs do not state what level of contamination follow-up is necessary (e.g. bio-assay, nasal wipes, etc.)

Records that are to be kept on every individual who is surveyed should detail area of body surveyed and level of contamination. Records should also include means of decontamination attempted and results achieved by each step.

(III.C.4., III.E.2., III.H.3., IV.B.1., Table III-5 and Procedure 3 of all CRERPs)

REPG RESPONSE

Will review for consistency with state procedures. 10/1/82

COMMENT

K.5.b.

N

Specify the "means for radiological decontamination of emergency personnel, wounds, supplies, instruments and equipment, and for waste disposal."

Describe medical treatment arrangements for personnel who have been contaminated or exposed to high levels of radiation. Discuss decontamination stations, especially locations, facilities available, and waste disposal means. Attachment 13 contains only the instructions for decontamination.

Discuss source of teams needed to monitor emergency workers and evacuees, to determine need for decontamination and to assure results.

Explain or identify medical or radiological authorities to which contaminated personnel will be referred for additional consultation or treatment.

(III.C.16., III.E.7., IV.B.3., Procedure 3 and 6 of all CREPs)

REPG RESPONSE

Will review and revise as appropriate.
10/1/82

COMMENT

L.

Medical and Public Health Support

L.1.

N

Was unable to locate any facilities with radiological evaluation and treatment capabilities in the referenced sections. Attachment 8 under Procedure 10 - Ambulance Medical Services - does list three hospitals with radiological treatment capabilities but no documentation is provided.

REPG RESPONSE

Lists of hospitals with radiological treatment capabilities is being reviewed by DOH-OHSM. 10/1/82

COMMENT

(II.B.5., II.E.11., Appendix E and Procedure 3, all CRERPs)

L.4.

N

Insufficient information is furnished to determine adequacy of the arrangements for transporting victims of radiological accidents to medical support facilities (III.C.7. and Procedure 8).

REPG RESPONSE

Require clarification from FEMA.

COMMENT

(III.C.7., Procedure 3 and 8, Putnam CRERP; III.C.7. and Procedure 8, ORW CRERPs)

M.

Recovery and Reentry Planning and Postaccident Operations

M.1.

N

Although reentry and recovery procedures are described, insufficient information is furnished regarding assignment of responsibility, criteria for reentry and details on the long term radiation and medical monitoring programs (IV.A.1., IV.B., IV.B.3., IV.C. and Appendix A of all CRERPs).

REPG RESPONSE

The county staff will provide support to the state upon request. County plans will be revised accordingly.
10/1/82

ELEMENT

RATING

COMMENT

N.

Exercise and Drills

N.1.a.

N

The plan refers to the conducting of periodic exercises to evaluate the county's emergency response capabilities. However, a conflict exists between II.B.3.a. which calls for an annual exercise for the county and the State and Procedure 12 Section 3.2.1. in the Westchester, Orange and Rockland plans and Procedure 11 Section 3.2.1. in the Putnam County Plan, which call for a test every three years.

In addition, in the Orange County Plan cross reference Procedure 11. Section 3.2.1. should be changed to Procedure 12 Section 3.2.1. (II.B.3, II.B.4, Procedure 12 of Westchester, Rockland and Orange CRERPs and Procedure 11 of Putnam CRERP).

The plans do not state that the exercises shall be conducted as set forth in NRC and FEMA rules. It is suggested that this statement be included in the plans.

(II.B.3., II.B.4. and Procedure 11, Putnam CRERP; II.B.3., II.B.4. and Procedure 12, ORW CRERPs)

REPG RESPONSE

Will be reviewed and clarified and made consistent with Federal guidelines. 10/1/82

COMMENT

N.1.b.

N

The plans do not adequately address the evaluation criteria. There is no provision in the plans for the exercise to be conducted under various weather conditions or for unannounced exercises.

Procedure 12 in the Westchester, Orange and Rockland County plans and Procedure 11 in the Putnam County Plan, paragraph 3.2.4., refer to having qualified personnel serve as exercise observers. It is requested that the qualifications required to be an observer be listed.

Include the following cross references: Procedure 12 of the Orange, Rockland and Westchester CRERPs and Procedure 11 of the Putnam County CRERP, Sections 3.2.1. and 3.2.2.

REPG RESPONSE

Review and revise as appropriate. 10/1/82

ELEMENT

RATING

COMMENT

N.2.a.

N

(II.B.3., Procedure 11, Putnam CRERP; II.B.3., Procedure 12, CRW CRERPs)

Provisions have been made for the monthly testing of communications systems within the county, with the State and surrounding counties and for annual testing of communications between the NFO and the State and county EOCs and field assessment teams. However, the plans do not contain specific procedures for conducting the tests. In addition, Procedure 12 of the Orange, Rockland and Westchester CRERP and Procedure 11 of the Putnam CRERP paragraph 3.3.2.2 should be cross referenced.

REPG RESPONSE

Review and revise to make consistent with state plan.

COMMENT

N.2.c.

N

(II.B.3., II.B.4., and Procedure 11, Putnam CRERP; II.B.3., II.B.4., and Procedure 12, CRW CRERPs)

Provision has been made for a medical emergency drill to be conducted annually. However, it isn't specified whether the drill is to be performed as part of the annual exercise. If it is to be performed separately, it is recommended that a coordinated plan be submitted that includes step by step procedures that show how the drill is to be carried out.

(II.B.3. and Procedure 11, Putnam CRERP; II.B.3. and Procedures 12, CRW CRERPs)

REPG RESPONSE

County plans appear to conform to 0654. Pre-exercise material submitted to FEMA will state whether medical drill will be part of the annual exercise.

ELEMENT

RATING

COMMENT

N.2.d.

N

Specify when the mechanism to implement the results of exercise and drills will be established. Discuss timetable for incorporating the results of RAC plan reviews, exercises, and drills into plan updates. There is no mention of the collection and analysis of sample media and provisions for recordkeeping in the discussion of exercises and drills.

REPG RESPONSE

This comment does not appear to be relevant to N.2.d. of 0654.

COMMENT

(II.B.3. and Procedure 11, Putnam CRERP; II.B.3. and Procedure 12, ORW CRERPs)

N.3.a.

N

The planning element has not been adequately addressed. The CRERPs present a sequence of events for a hypothetical radiological emergency. The CRERPs should include a plan for each exercise and drill that explains how they are to be carried out.

(II.B.3.b. and Procedure 11, Putnam CRERP; II.B.3.b. and Procedure 12, ORW CRERPs)

N.3.b.

N

See comments for N.3.a.

N.3.c.

N

See comments for N.3.a.

N.3.d.

N

See comments for N.3.a.

N.3.e.

N

See comments for N.3.a.

N.3.f.

N

See comments for N.3.a.

REPG RESPONSE

This material is provided prior to the annual exercise in accordance with joint FEMA, NRC guidelines. This material should not be in the plan.

ELEMENT

RATING

COMMENT

N.4.

N

The plans do not describe the method by which the State and local governments will observe, evaluate, and critique the exercise.

Discuss deadlines for incorporating results of formal critique evaluation into the CRERPs.

REPG RESPONSE

Section 3.2.5. of procedure R states that the codes will Schedule and critique with the NFO, State and Federal observers at the the conclusion of the exercise. Section 3.2.4 of Proc. 12 states "the codes will make arrangements for having personnel serve as exercise observers to participate with other NFO, State and Federal personnel in observing and critiquing the exercise.

COMMENT

(II.B.3. and Procedure 11, Putnam CRERP; II.B.3. and Procedure 12, ORW CRERPs)

N.5.

N

Insufficient information has been furnished to determine whether means exist for evaluating observer and participant comments. The plans do not assign responsibility for implementing corrective actions. Management controls to ensure that corrective actions are implemented as a result of acceptance of observer comments were not discussed.

REPG RESPONSE

Review and revise as appropriate.
10/1/82

ELEMENT

RATING

COMMENT

(II.B.1., II.B.3. and Procedure 11, Putnam CRERP; II.B.1, II.B.3 and Procedure 12, ORW CRERPs)

O.

Radiological Emergency Response Training

O.1.

N

The CRERPs do not have sufficient information to evaluate the planning element. The Training Lesson Plan Applicability Matrix (Procedure 13 of the Orange, Rockland and Westchester CRERP and Procedure 11 of the Putnam CRERP, Attachment 3) should list all emergency response agencies and training courses that cover the activities for which they are responsible.

Detailed lesson plan outlines should be indicated for each of the lesson plans within Lesson Plan 4 (Procedure 13 of the Rockland, Orange and Westchester CRERP and Procedure 12 of the Putnam CRERP, Attachment 3).

The present training status of emergency response personnel should be specified.

A timetable for bringing training levels of emergency response personnel up to readiness levels should be furnished.

Attachment 4 should include '82 list of courses instead of '81.

Without having personnel assigned to specific duties one cannot determine: who needs the training by position, what training by position is necessary, and who will conduct training (Also see comments on element A.1.a. and A.2.a.)

(II.B.5. and Procedure 12, Putnam CRERP; II.b.5. and Procedure 13, ORW CRERPs)

O.1.b.

N

Inadequate where referenced. See comments for O.1. Each off-site response organization shall participate in and receive training. Where mutual aid agreements exist between local agencies such as fire, police and ambulance/rescue, the training shall also be offered to the other departments who are members of the mutual aid district.

(II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs)

ELEMENT	RATING	COMMENT
0.4.	—	Each organization shall establish a training program for instructing and qualifying personnel who will implement radiological emergency response plans. The specialized initial training and periodic retraining programs (including the scope, nature and frequency) shall be provided in the following categories:
0.4.a.	N	Inadequate where referenced for directors or coordinators of the response organizations. See comment for 0.1. (II.B.5. and Procedure 12, Putnam CRERP, II.B.5. and Procedure 13, ORW CRERPs).
0.4.b.	N	Inadequate where referenced for personnel responsible for accident assessment. See comment for 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs)
0.4.c.	N	Inadequate where referenced for radiological monitoring teams and radiological analysis personnel. See comments on element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5., Appendix J. and Procedure 13, ORW CRERPs).
0.4.d.	N	Inadequate where referenced for police, security and fire fighting personnel. See comment on element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs)
0.4.f.	N	Inadequate where referenced for first aid and rescue personnel. See comment for element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; III.B.5. and Procedure 13 ORW CRERPs).
0.4.g.	N	Inadequate where referenced for local support services personnel including Civil Defense/Emergency Services personnel. See comment on element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs).
0.4.h.	N	Inadequate where referenced for medical support personnel. See comment on element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs).
0.4.j.	N	Inadequate where referenced for personnel responsible for transmission of emergency information and instructions. See Comment for element 0.1. (II.B.5. and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs).

ELEMENT

RATING

COMMENT

O.5.

N

The CRERPs do not adequately provide for the initial and annual retraining of personnel with emergency response responsibilities. See comment for element O.1.

(II.B.5 and Procedure 12, Putnam CRERP; II.B.5. and Procedure 13, ORW CRERPs)

REPG RESPONSE

REPG has recently taken over co-ordination of state and local REP training. This section is being reviewed and revised to conform with RAC guidelines. 10/1/82

COMMENT

P.

Responsibility for the Planning Effort: Development, Periodic Review and Distribution of Emergency Plans

P.1.

N

The training of individuals responsible for the planning effort was not addressed where cross referenced in the Westchester, Orange and Rockland CRERP. (II.B.5. and Procedure 13)

In the Putnam CRERP, reference is made to the training of individuals involved in the planning effort. However, the plan does not contain a program for training individuals. (II.B.5. and Procedure 12). -

REPG RESPONSE

Will revise as required. 10/1/82

COMMENT

P.2.

N

Although the County official responsible for the administration of the CRERP is stated in each plan, it is unclear whether or not he has authority for radiological emergency response planning (II.B.1., and Procedure 10, Putnam CRERP; II.B.1. and Procedure 11, ORW CRERP).

REPG RESPONSE

Will revise as required. 10/1/82

<u>ELEMENT</u>	<u>RATING</u>	<u>COMMENT</u>
P.3.	N	<p>Each CRERP designated a County official, by title, who is in charge of emergency planning coordination (II.B.1. and Procedure 11, CRW CRERPs).</p> <p>Who, by title, is responsible in each agency of the county for maintaining and updating emergency plans (i.e. telephone lists)?</p> <p style="text-align: center;"><u>REPG RESPONSE</u></p> <p style="text-align: center;">Will revise as required. 10/1/82</p> <p style="text-align: center;"><u>COMMENT</u></p>
P.4.	A	The CRERP and agreement updates and reviews are addressed in each plan (II.B.1. and Procedure 10, Putnam CRERP, II.B. and Procedure 11, CRW CRERPs).
P.5.	A	Forwarding of CRERPs and approved changes are adequately addressed. The marking requirement has also been addressed. (II.B.1. and Procedure 10, Putnam CRERP; II.B.1. and Procedure 11, CRW CRERPs)
P.6.	N	The CRERPs do not contain a detailed listing of supporting plans and their sources. (III.B., all CRERPs)
		<u>REPG RESPONSE</u>
		Supporting plans will be listed. 10/1/82
		<u>COMMENT</u>
P.7.	A	The CRERPs contain, as appendixes, by title, procedures required to implement the plans. However, the procedures themselves, in many cases are either incomplete or inadequate as discussed in preceding comments. (Table of Contents, Volume 2, all CRERPs)
P.8.	N	The CRERPs contain specific tables of contents. However, the plans are inadequately cross referenced as stated in many of the preceding comments (Table of Contents; Cross Reference/Index of all CRERPs).
		<u>REPG RESPONSE</u>
		Cross Ref. will be corrected. 10/1/82

ELEMENT

RATING

COMMENT

P.10.

N

The CRERPs simply restate the wording in the NUREG 0654/FEMA REP-1 criteria element, rather than describing the method for accomplishing this criterion.

(Procedure 10, Putnam CRERP, Procedure 11, CRW CRERPs)

REPG RESPONSE

The method for accomplishing will be to check every number on a quarterly basis and a log will be kept for verification. 10/1/82

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION

BEFORE THE ATOMIC SAFETY AND LICENSING BOARD

In the Matter of)
)
CONSOLIDATED EDISON COMPANY) Docket Nos. 50-247-SP
OF NEW YORK (Indian Point, Unit 2) 50-286-SP
)
POWER AUTHORITY OF THE STATE OF)
NEW YORK (Indian Point, Unit 3))

CERTIFICATE OF SERVICE

I hereby certify that copies of NEW YORK STATE'S MEMORANDUM ON ITS POWER TO REQUIRE COUNTY COOPERATION ON EMERGENCY PLANNING and a proposed exhibit were filed on all parties either by hand at the hearing on July 9, 1982 or by deposit in the first class mail on July 14, 1982.

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