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

October 28, 1982

James P. Gleason, Esq., Chairman
Administrative Judge
Atomic Safety and Licensing Board Panel
U.S. Nuclear Regulatory Commission
Washington, D.C. 20555

Dr. Oscar H. Paris
Administrative Judge
Atomic Safety and Licensing Board
U.S. Nuclear Regulatory Commission
Washington, D.C. 20555

Mr. Frederick J. Shon
Administrative Judge
Atomic Safety and Licensing Board
U.S. Nuclear Regulatory Commission
Washington, D.C. 20555

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)
Docket Nos. 50-247-SP and 50-286-SP

Dear Administrative Judges:

Enclosed is a copy of a letter dated October 15, 1982 from Region II of the Federal Emergency Management Agency (FEMA) which has attached the working paper of the most recent "Remedial Action Schedule" addressing the significant deficiencies at the Indian Point Nuclear Power Station (Indian Point). These deficiencies were identified in FEMA's "Interim Findings Report" of July 30, 1982. Also enclosed is a copy of a letter from Lee M. Thomas, Associate Director, State and Local Programs and Support, FEMA to William J. Dircks, Executive Director for Operations, U.S. N.R.C. dated October 18, 1982, which addresses the need for an emergency planning exercise at Indian Point. These letters and schedules are provided for the information of the Licensing Board and parties.

Sincerely,

Donald F. Hassell
Counsel for NRC Staff

Enclosures: As stated

cc w/encl: Service List



Federal Emergency Management Agency

Region II

26 Federal Plaza

New York, New York 10278

October 15, 1982

Donald Hassell, Esq.
Office of the Executive Legal Director
U.S Nuclear Regulatory Commission
Washington, D.C. 20555

Re: Consolidated Edison Co. of New York
Power Authority of the State of N.Y.
Docket Nos. 50-247, 50-286

Dear Mr. Hassell:

Enclosed please find the most recent Remedial Action Schedule dealing with the Interim Findings on Indian Point Radiological Emergency Preparedness. This is the result of intensive work on the part of New York State with the counties surrounding the Indian Point Nuclear Generating Facilities and represents the progress made by the work groups consisting of representatives of FEMA, the RAC, New York State and the licensees.

I look forward to working with you again and hope to see you at the Pre-hearing Conferences on November 3rd and 4th, 1982.

If I can provide any further assistance please do not hesitate to contact me.

Very truly yours,

A handwritten signature in cursive script that reads "Stewart M. Glass".

Stewart M. Glass
Regional Counsel

cc: Spence Perry

Remedial Action Schedule

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/ Status</u>
E. Notification			
(a) Siren system requires further correction and documentation of operability of the alert (siren) system.	(a) The NRC stated that the 120 day clock will be met if the sirens are working. The utilities will provide documentation that the sirens, that were part of the original design, are in place and now work. Acceptance testing will come later.	(a) Con Edison PASNY	Total documentation due 9/13/82 COMPLETED 9/22/82
(b) State and county plans lack specific criteria for content and use of EBS messages.	(b) All protective action orders and all actions affecting the public will be included in EBS messages. A system will be developed to insure the content of all EBS messages and the prompt and accurate transfer of such messages to the EBS stations. News releases will supplement information given in the EBS messages. Five generic samples of EBS messages will be developed.	(b) PIO Work Group	System to be submitted by 10/15 9/22 - Criteria for EBS and news releases have been developed. Formal plan writing in process. State Plan material has been written. County Plan material is being finalized.
(c) Procedures for PIO's should be revised to include the specific items listed in E. (b), E. (h), G. (d), (e), (f).	(c) All revisions necessitated by the interim findings will be incorporated or referenced in the State and County PIO plan procedures.	(c) PIO Work Group	Procedures to be submitted by 10/29
(d) Inadequate notification of Rockland emergency personnel and local schools.	(d) Initial call out methods for emergency personnel and local school notification will be improved.	(d) Executive Work Group	Submit procedure, identify and order paging equipment by 10/15.

Interim Findings - Indian Point Radiological Emergency Preparedness
Remedial Action Schedule

REPG-10/5/82

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/Status</u>
E. Notification (Con't)			
(e) Procedures for establishing contact with federal agencies should include office phone numbers.	(e) The State Plan will include the telephone numbers of Federal agency office numbers. These numbers are currently listed primarily in controlled copies at the State Warning Point.	(e) REPG	Completion date to be supplied at 9/22 meeting COMPLETED 9/22/82
(f) PIO training is necessary on revised procedures.	(f) Upon the completion of the PIO procedure revisions, all State and County PIO's will be trained on such procedures.	(f) PIO Work Group	Submit schedule 10/29, initial training to commence 11/19. Instead of 11/19, training is scheduled for 11/5.
(g) FEMA does not have the most up-to-date EBS plan.	(g) The Emergency Broadcast System procedures for the Hudson Valley and Catskill New York Operational Area 3 Plan will be sent to FEMA.	(g) PIO Work Group	COMPLETED 9/8/82
(h) The specific details of EBS activation for the four county area are not in the EBS plan.	(h) The specific details of EBS activation for the four county area, not reflected in the EBS plan, (noted above) shall be detailed in each State and County Plan and provided to the lead EBS station. A four county Letter of Agreement is not necessary. Meetings will be arranged with EBS station management to explain the EBS station, its importance and its operation.	(h) PIO Work Group	Plan & procedure to be submitted 10/15 9/22 - Procedures have been developed. Formal plan writing is in process. State Plan material has been written. County Plan material is being finalized. Submit schedule and commence initial training 11/15. State and County meeting responsibility has been delineated.

Remedial Action Schedule

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/Status</u>
G. Public Education and Information			
(a) The public appears to be un-informed about the Radiological Emergency Preparedness Plan.	<p>(a) The public education program developed by the State, County, and utilities will be initiated.</p> <p>Target dates to implement the program will be provided as backup information. Public Education materials will be provided to FEMA as implementation is actually completed, as per existing procedures.</p> <p>Documentation of specific dates will be provided via formal submission quarterly (see G.c)</p>	(a) PIO Work Group	<p>Program to be submitted 10/29</p> <p>Program outline has been designed, agreed to and formal plan writing in process (9/22)</p> <p>State Plan material has been written.</p> <p>Draft PSA and advertisements have been reviewed. Ads will be run by 11/15. PSA submission will be made by 11/15.</p>
(b) Inadequate distribution of the brochure, Indian Point Planning & You.	<p>(b) Further clarification from the RAC has been requested. Copies of the previously transmitted distribution methodology letters were forwarded to FEMA.</p> <p>9/22 - more specialized distribution methods will be developed and implemented to provide that new and current residents receive the brochure or are made aware of how to obtain the brochure.</p>	(b) PIO Work Group	<p>Completion date to be supplied at 9/22 meeting</p> <p>Distribution methods to be submitted by 10/29</p>
(c) Need for publication of the brochure in language(s) other than English.	<p>(c) Although not an 0654 requirement, the State, Counties and utilities recognize the need to investigate the need for non-English speaking public awareness of what to do in the event of an emergency. A survey will be done on the size and number of foreign speaking communities in the plume emergency planning zone.</p>	(c) PIO Work Group	<p>Survey to be submitted 10/29</p> <p>9/22 - Data is being analyzed</p>

Interim Findings - Indian Point Radiological Emergency Preparedness

REPG-10/5/82

Remedial Action Schedule

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/Status</u>
G. Public Education and Information (Con't)			
(d) Inadequate arrangements for dealing with rumor control.	(d) The "Oswego Model", tested and approved by all parties at the August 11 JAF Exercise will serve as a basis for the rumor control program at Indian Point. This program will be tailored and then added to each State and County plan.	(d) PIO Work Group	Program of system and equipment to be submitted 10/29 Program has been developed and accepted. Formal plan writing is in process (9/22). State Plan material has been written. County Plan material is being finalized.
(e) A more adequate description of the public information/public education program, news media briefings and notification of transients should be in the State and County Plans.	(e) An outline of the public information program, news media briefings and notification of transients will be in the State and County plans. Specific details of this program will be forwarded to FEMA upon completion (i.e, pamphlets, posters, etc.).	(e) PIO Work Group	Outline to be submitted 10/15 Outline has been accepted, news media briefing outline has been accepted (see G.c). (9/22)
(f) Arrangements and procedures for the joint media facility need to be described in detail in the plan. •Work space for county PIOs was cramped. •An additional copy machine is needed. •Wall maps showing Emergency Response Planning Areas are needed.	(f) Each State and County plan will describe the floor plan, equipment and internal location information for the joint media facility. Further clarification from the RAC has been requested. 9/22 Clarification of details received. Pending the solution of the location, facility description will address deficiency. Physical location and the physical space constraints of the News Media Center are still in question.	(f) PIO Work Group	Clarification to be supplied by 9/22 meeting Required floor plans and equipment lists will be supplied by 10/15 Clarification received (9/22) New locations are actively being considered.

Interim Findings - Indian Point Radiological Emergency Preparedness
Remedial Action Schedule

REPG- 10/5/8;

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/ Status</u>
J. Protective Response			
(a) Methods for notification of transients must be provided.	(a) Copy and dissemination schedule for posters and telephone book insert will be forwarded to FEMA upon completion. Details on the interim notification methods will be provided.	(a) PIO Work Group	To be submitted by 10/29
(b) Maps which include population by ERPA should be displayed in EOCs.	(b) Maps with population distribution by ERPA are available for use at State and County EOCs. REPG will provide information on EOC population maps to RAC.	(b) REPG	Provide status by 9/15 Counties completed 9/8 - State EOC to be completed by 10/1. COMPLETED 10/1.
(c) The State has decided not to provide thyroid blocking agents to emergency workers.	(c) State policy now calls for the provision and dissemination of KI to emergency workers and special populations. This policy will be included in the State Plan.	(c) REPG	To be completed by 10/15 Draft outline done 10/5.
(d) The plans provide insufficient site-specific means for dealing with impediments to evacuation.	(d) Further details of the means for clearing evacuation routes will be included or referenced in State and County plans.	(d) Plans Revision Task Force	Details to be submitted by 10/15
(e) Describe more adequately in the State Plan, the measures for protection of the ingestion pathway. (Maps, lists of food processors, identification of reservoirs, etc., must be provided or material adequately referenced.)	(e) Further clarification has been requested from the RAC. 9/22 Provide a surface water inventory. Provide 50 mi. EPZ maps identifying location of produce farms. Provide maps showing dairy farms in 10 and 50 mi. EPZ.	(e) Ingestion Task Force	Clarification to be supplied by 9/22 meeting To be completed by 10/29 Clarification supplied (9/22)

Interim Findings - Indian Point Radiological Emergency Preparedness

REPG-10/5/82

Remedial Action Schedule

Statement of Deficiency

Proposed Disposition

Lead Responsibility

Completion Date/
Status

J. Protective Response (Con't)

(f) Procedures should be developed to provide monitoring capability at relocation centers.	(f) The deficiency addresses monitoring capability at Congregate Care Centers as 0654 defines Relocation Centers. The plans recognize two types of centers, Reception Centers and Congregate Centers. The definition of Relocation is analogous to Reception Centers. Such capability as designated in the plans will be reiterated.	(f) Radiological Task Force	Define issues by 10/1 Issues defined 9/22. Procedures will be submitted 10/20. Initial training will be completed by 11/29.
(g) Inadequate collection and transmission of field data for consideration of decisionmakers.	(g) Standard Operating Procedures for collection and transmission of field data will be developed. County EOC staffs will be trained.	(g) Radiological Task Force	Procedures to be submitted by 10/15 Training schedule 10/15 Initial training will be completed by 11/29.
(h) Evacuation of non-institutionalized mobility impaired persons is not addressed.	(h) Revise State and County plans to reflect the program to identify & evacuate such persons.	(h) Plan Revision Task Force	Completed by 11/19
(i) No evacuation commitments from Bus Operators, or locations and numbers of buses, bus radios and maps.	(i) Compensating measures will be developed and included in plans for the provision of supplemental personnel.	(i) Executive Task Force	To be submitted by 10/29
(j) Some relocation centers are located too close to the plume exposure EPZ.	(j) Details as to specific centers will be provided by FEMA. Appropriate revisions will be made.	(j) FEMA-RAC	Clarification to be provided at 9/22 mtg COMPLETED 9/23
(k) During the exercise, a lack of maps was noted at the State and some county EOCs.	(k) Additional maps are now available. RAC will identify specific types and locations where additional maps should be located.	(k) FEMA-RAC	Clarification to be provided at 9/22 mtg Clarification provided 9/22. Further clarification to be provided by 10/20.

Remedial Action Schedule

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/Status</u>
K. Radiological Exposure Control			
(a) Absence of permanent dosimetry and 24-hour monitoring capability. More sensitive self-reading dosimeters are needed. No permanent record devices (film badges or TLDs) were available in the counties.	(a) Permanent dosimeters (TLDs) and self-reading pocket dosimeters (0-5 R) with chargers have been ordered. The capability for 24-hour operation (i.e., shift changes) will be demonstrated during the next exercise. Permanent record dosimeters will be exchanged (returned) on an annual basis.	(a) REPG	(Distribution plan by 9/1) COMPLETED Procedure will be modified by 10/20
(b) Current decontamination procedures for emergency personnel require revision.	(b) Decontamination procedures are being reviewed and modified. Personnel at appropriate locations will be trained in new methods.	(b) Radiological Task Force	Review present procedures by 9/1. Procedures for emergency personnel decontamination have been developed and issued. Staff responsible for personnel monitoring and decontamination will be trained by 11/29.
(c) Decontamination protocols (sequences) out of order in Westchester Plan, satisfactory for Putnam and Rockland Plans. The decontamination methods table is missing in the Orange Plan (K.5.b., NUREG 0654 and procedure 3, Attachment 13, Table 1, County RERPs). Decontamination levels should be posted.	(c) Decontamination levels will be displayed in PMCs. Personnel will be trained in application of requirements in conjunction with decontamination training (See K.(b)).	(c) Radiological Task Force	Define by 9/1 Plan changes by 10/15

Interim Findings - Indian Point Radiological Emergency Preparedness

REPG-10/5/82

Remedial Action Schedule

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/ Status</u>
K. Radiological Exposure Control (Con't)			
(d) Disposal of contaminated wastes is not adequately in the County Plans.	(d) Contaminated solid waste will be packaged as appropriate. Disposal will be in accordance with applicable regulations. The Westchester site chosen for decontamination is being reviewed.	(d) Radiological Task Force	Define by 9/1 Methods to be submitted by 10/29. Training is scheduled for 11/2
(e) Inadequate calibration and maintenance of monitoring equipment.	(e) Monitoring equipment will be checked for proper operation quarterly, and will be exchanged (replaced) or calibrated annually.	(e) Radiological Task Force	Define by 10/1 Equipment decontamination procedures are described in the NYS Emergency Worker Training Course. Initial training will occur before 11/29.
P. Planning Responsibility			
(a) Rockland's non-participation in the four county plan raises a question as to decision maker capability to respond in an emergency.	(a) Rockland County decision makers will be trained on radiological emergency response necessities. Compensating measures will be outlined in the State Plan.	(a) Executive Work Group	Plan revisions will be submitted by 10/20
(b) In the absence of a Rockland County plan, there is an inherent lack of capability to update such a plan.	(b) In the absence of a Rockland County plan, provision will be included in the State Plan for updating Rockland response requirements.	(b) Executive Work Group	10/20
(c) In the absence of a Rockland County plan, there is an inherent inability to keep the plan current.	(c) In the absence of a Rockland County plan, provision will be included in the State Plan for keeping Rockland response requirements current.	(c) Executive Work Group	10/20

Interim Findings - Indian Point Radiological Emergency Preparedness
Remedial Action Schedule

REPG-10/5/82

<u>Statement of Deficiency</u>	<u>Proposed Disposition</u>	<u>Lead Responsibility</u>	<u>Completion Date/Status</u>
P. Planning Responsibility (Con't)			
(d) "FEMA is concerned that Rockland County may be unable to implement that plan in the absence of commitment of resources for required equipment, adequate staffing, and the lack of participation in training and drills and exercises." The issue is one of implementation of the plan.	(d) In the absence of a Rockland Plan, compensating measures will be included in the State Plan to insure adequate emergency response in that County.	(d) Executive Work Group	10/20

* Public Meetings Issues

submitted 10/1

PIO Work Group - J.R. Dillenback (REPG), Peter Slocum (State PIO), Linda Milstrey (State PIO), Cliff Spieler (PASNY), Jack Brumfield (PASNY), Larry Kleinman (ConEd), Barbara Noble (ConEd), Bowin Lindgren (ConEd), Claire Palermo, (Westchester), Harry Porr, (Orange), Howard Burr (Putnam), Colleen Kohler, (Putnam)

Executive Work Group - Donald Davidoff (REPG), Phil McIntire (FEMA)

Plan Revision Task Force - Donald Davidoff (REPG) and Phil McIntire (FEMA) and staff

Radiological Task Force - Dr. Karim Rimawi (DOH), Joyce Feldman (EPA)

Ingestion Task Force - Dr. Karim Rimawi (DOH), Ronald Bernacki (FDA)

(Items listed as E., G., J., K., and P. are references to the NUREG-0654-FEMA REP-1 Planning Standards deemed inadequate by FEMA.)



Federal Emergency Management Agency

Washington, D.C. 20472

October 18, 1982

Mr. William J. Dircks
Executive Director for Operations
U.S. Nuclear Regulatory Commission
Washington, D.C. 20555

Dear Mr. Dircks:

The purpose of this letter is to address the need for either a full scale or limited scale exercise at or near the conclusion of the 120 day clock at the Indian Point Nuclear Power Station. This issue was raised by Commissioners Gilinsky and Asselstine during my briefing before the Commission on September 9, 1982, as to the status of FEMA's effort on evaluating offsite emergency plans and preparedness at Indian Point. At that time I stated that the best method we have for gauging preparedness is through exercising. However, an exercise (full or limited) at or near the end of the 120 day clock will not be feasible. FEMA believes that the regularly scheduled annual exercise in late February or early March will better indicate the state of preparedness at Indian Point for the reasons discussed below.

FEMA will be prepared to provide an "update" on the status of remedial actions to correct deficiencies outlined in the Interim Findings Report of August 2, 1982, at your request, at the end of the 120 day clock. This update will address the status of plan revisions, equipment purchases, and training as they relate to the previously identified deficiencies. This element of our process is "plan review" and this will include our conclusion on the adequacy of the Plan for offsite emergency preparedness around the facility as a result of the corrective actions which have been taken by that date. This will be followed by an evaluation of preparedness, which is the ability to implement the plan, at the annual exercise in late February or early March 1983. Prior to an exercise the participants must be trained in the plan concept, the utilization of equipment, and specific areas of concern (Public Information Officers, etc.) and new equipment must be field verified by the users. It is premature to evaluate the preparedness around Indian Point until proper training reflecting recent revisions has occurred. It must be remembered that many of the major corrective actions now underway will not be completed until late October or early November and some, such as public education, may not be completed until early 1983.

There are other significant factors that enter into the question of exercise timing. While FEMA does not maintain specific cost data for exercises, it is an accepted fact that the direct and indirect costs incurred by Federal, State, and local authorities in planning for and conducting exercises are significant. Therefore, efficient utilization of limited financial and staff resources at all levels of government is a very real consideration, particularly when evaluating the Commissioner's request in the context of the activities presently underway to upgrade emergency preparedness at Indian Point. In addition to

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these resource (including cost) considerations FEMA is particularly concerned that the effort associated with preparing for and conducting an exercise (full or limited) at Indian Point in December would likely prove detrimental to the upgrading of preparedness presently underway around Indian Point. Also, it should be noted that the State of New York and FEMA will be involved in an exercise at the Ginna Power Plant in December. This further reduces the availability of manpower and resources to plan for and conduct an exercise at Indian Point in December, however, this may give insight into New York's upgrading of emergency preparedness. A copy of the schedule for all exercises in New York State in FY-83 is attached.

The matter of an earlier exercise at Indian Point has been informally discussed with State officials. They oppose such an exercise for the reasons cited in this letter and because an additional exercise would result in resources being diverted from remedial actions to exercise preparation.

It should also be noted that as of this date the counties of Rockland and Westchester have not received any funding from the State as a result of the utilities' annual payment. However, on September 17, 1982, the counties were informed by the State of their allocations and asked to submit an expenditure plan for review. It is anticipated that it will take about four or five weeks to receive payment after submission of the county plan. The counties around Indian Point should receive the following; Putnam County \$27,962, Orange County \$31,691, Westchester County \$94,724 and Rockland County \$57,870. This money will help, but these counties are still under a resource strain to upgrade the emergency preparedness around Indian Point. These counties must institute training prior to any new exercise once the plan revisions, and equipment purchases are made. A December exercise would make this impossible.

It should also be pointed out that the normal exercise process begins seventy-five days prior to the exercise with the submittal of exercise objectives by the State and utility to the FEMA and NRC Regional Offices. This is followed up by an exercise scenario in thirty days (45 days prior to the exercise). The current effort underway to revise the plan makes adherence to the normal exercise development process impossible. This could result in an exercise that does not effectively test the status of offsite emergency preparedness with emphasis on the previously identified deficiencies. FEMA is prepared to initiate planning for the next regular scheduled exercise in December in accordance with our procedures. FEMA will ensure that the exercise scenario emphasizes those areas that were deficient resulting in the August 1982 negative Interim Finding.

I would like to stress once again that FEMA's evaluation of offsite preparedness is an ongoing task that continually evaluates the state of readiness. The conduct of an exercise in December at Indian Point would not reduce the need for continuing evaluation of offsite emergency preparedness at Indian Point in the future.

FEMA is currently spending considerable effort working with the State, locals, utilities and other Federal agencies to correct the deficiencies at Indian Point. The "Task Force Concept" (5 Task Forces/Work Groups) has been established

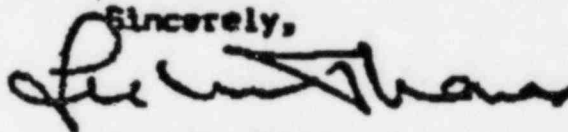
and is comprised of representatives of the State, utilities, NRC and FEMA. County representatives have participated in the PIO work group sessions and will be invited to participate in the bi-weekly meeting scheduled October 19. Bi-weekly meetings are held to provide FEMA and the NRC with the status of the remedial actions.

The Commission should be aware that the "Alert and Notification System" evaluation will not be completed during the 120 day clock. FEMA is finalizing its guidelines for testing these systems nationwide which will be implemented in FY-83. However, in order to ensure compliance at this time the utilities have been asked to certify that the system has been installed in accordance with "system design." FEMA will further request that the design plans be forwarded to FEMA Headquarters for review at that time. This review will be a part of the FEMA evaluation of Alert and Notification according to the guidelines under development.

In conclusion, I would like to state that an exercise in December would be unrealistic in light of the scheduled completion dates for plan-revisions and equipment purchases. All levels of government must be trained and/or familiarized with these modifications in order to make the exercise a true evaluation of preparedness.

I look forward to briefing the Commission on the Indian Point status on October 21, 1982. If you have any further questions on this matter please call me or Mr. Richard Kriem, Assistant Associate Director, Office of Natural and Technological Hazards at 287-0176.

Sincerely,



Lee W. Thomas
Associate Director
State and Local Programs and Support

Enclosure

RADIOLOGICAL EMERGENCY PREPAREDNESS EXERCISE
SCHEDULED FOR NEW YORK STATE
THROUGH FY 1983

COMMERCIAL
NUCLEAR POWER
REACTOR

DATE OF
NEXT SCHEDULED
EXERCISE

JINNA

DECEMBER 1982

INDIAN POINT

FEBRUARY 1983

SHOREHAM

APRIL 1983

FITZPATRICK/NINE MILE POINT

AUGUST 1983