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## **POLICY ISSUE**

(Information)

October 1, 1992

SECY-92-335

For: The Commissioners

From: James M. Taylor  
Executive Director for Operations

Subject: FEDERAL FIELD EXERCISE-3

Purpose: To update the Commission of the staff's progress in planning for the full Federal demonstration of the Federal Radiological Emergency Response Plan (FRERP) at the Susquehanna Steam Electric Station in Berwick, Pennsylvania.

Background: On November 14, 1991, the staff informed the Commission of the development and structure of plans for Federal Field Exercise-3 (FFE-3)(SECY 91-368). This paper describes the progress made in planning the FFE-3 since that time, including the major decision and actions affecting the plan.

Discussion: The general objective of FFE-3 is to demonstrate the Federal government's capabilities to support the State in the event of a nuclear power plant accident. The exercise will also help us to assess the adequacy of NRC's procedures, training, and technical tools designed to fulfill our responsibilities within the overall Federal response. A press release describing FFE-3 was issued February 26, 1992 (Enclosure 1).

As previously indicated, FFE-3 will transpire over a 4-day period during the week of February 22-26, 1993. Some operations for the exercise will continue through a 24-hour period, thus allowing the staff to assess the effectiveness of shift changeover and command continuity.

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As an integral part of FFE-3, the licensee (Pennsylvania Power & Light Company (PP&L)), local governments, and the Commonwealth of Pennsylvania will be fully activating their emergency response facilities and exercising their emergency plans for the Susquehanna Steam Electric Station plume exposure and ingestion pathway emergency planning zones. The scope of these FFE-3 exercise activities go well beyond the emergency exercise requirements of 10 CFR Part 50, Appendix E, Section IV.F.3. On September 17, 1992, the licensee requested an exemption from those emergency exercise requirements for 1993 based upon its participation in FFE-3. The NRC staff is now processing that request.

In the process of planning for FFE-3, NRC has built a response organization commensurate with the Commission's commitments as specified in the Chairman's March 25, 1992 letter to Wallace Stickney, Director of the Federal Emergency Management Agency (FEMA). The letter pledged NRC support of the overall concept of operations in the Federal Response Plan (FRP). It also committed to continued headquarters and regional planning and exercise activities to maintain the overall Federal response capability under the FRERP and the FRP.

In preparing for FFE-3, the staff revised the organizations and procedures for both the site and headquarters support elements to meet the NRC's obligations under the FRP (Enclosure 2). We have fully integrated the support offered by the Environmental Protection Agency (EPA), the U.S. Department of Agriculture (USDA), and the U.S. Department of Health and Human Services (HHS) into our response organization and have developed technical procedures to assist these agencies in applying their guidance to nuclear power plant accidents. These agencies have also committed to conducting extensive training on the operations of the NRC Operations Center and Federal Radiological Monitoring and Assessment Center (FRMAC) that will be activated under the FRERP. This organization and all of the related procedures will be utilized during FFE-3. Lessons learned from the exercise will be incorporated into revised procedures that will be subsequently distributed for use if an actual emergency occurs.

Twenty organizations, including NRC (headquarters and the regions), are participating in the FFE-3:

- Commonwealth of Pennsylvania, including the Pennsylvania Emergency Management Agency and Department of Environmental Resources/Bureau of Radiological Programs
- Pennsylvania Power & Light Company (PP&L)
- Columbia and Luzerne Counties (Pennsylvania)

- Federal Emergency Management Agency (FEMA) (Headquarters and Region III)
- U.S. Department of Energy (DOE)
- Environmental Protection Agency (EPA)
- U.S. Department of Health and Human Services (HHS)
- U.S. Department of Commerce (DOC)
- U.S. Department of Veteran Affairs (VA)
- U.S. Department of State (DOS)
- U.S. Department of Agriculture (USDA)
- U.S. Department of Transportation (DOT)
- National Communications System (NCS)
- General Services Administration (GSA)
- U.S. Army Corp of Engineers (USACE)
- American Nuclear Insurers (ANI)
- American Red Cross (ARC)
- International Atomic Energy Agency (IAEA)

#### Work Groups

Seven Work Groups were formed in April 1991 to define the scope and depth of the exercise and to develop exercise materials. Initial planning began in October 1990 (Enclosure 3). Each Work Group is co-chaired by a Federal government representative and a State or utility representative, and all major participating organizations are represented on every Work Group. Each of the Work Groups involved in planning for the exercise have met (in person or by conference call) approximately quarterly during the 2-year planning phase of FFE.

An Exercise Development Plan (EXPLAN), which describes the planning for FFE-3, has been drafted. The EXPLAN also describes the exercise steering group, committee, and work group structure; identifies members of the various groups; describes the charters of each group; and lists the documents and materials that must be prepared for the exercise.

The Scenario is complete. While revision and enhancement may continue, major adjustments will not be made. Source-term and meteorological conditions have been developed, along with methods to provide radiological data during the exercise. To date, over 500 inject messages have been developed to drive scenario events and to ensure all the detailed objectives developed by the various FFE organizations participating in FFE-3 will be addressed.

For FFE-3, the staff has implemented a course of action for controller recruitment and training; identified appropriate equipment and facilities required by radiological controllers; and developed a concept to control and document FFE-3. They are developing a Controller Handbook for controllers to follow and an Orientation Handbook to familiarize both players and controllers with the administrative and logistical information they need for FFE-3.

All major facilities involved in the exercise have been acquired and funded and a communications plan has been designed that can be used should a real accident occur.

The first press release was issued, the first press briefing was held. A plan for the flow of information through the Joint Information Center/Media Operations Center has been developed. This center will also be able to be used for an actual emergency, if the need arises.

A plan for accommodating approximately 300 domestic and international visitors has been developed. This plan will allow them to tour, via bus, most of the facilities involved in the exercise. The list of invitees includes State officials and foreign dignitaries, public interest and utility groups, and members of Congress. A total of 34 countries will be sending visitors to observe FFE-3. Additionally, a Visitors' Center will be established where exhibits from many of the participating agencies and organizations will be displayed and briefings for visitors will be held.

#### Exercise Facilities

Various organizations from approximately 40 locations will be participating in FFE-3. Several of these facilities will be established in and around the Wilkes-Barre/Harrisburg area. They are:

- Joint Information Center/Media Operations Center (JIC/MOC) - Central point for press and media information and press releases.

- Emergency Operations Facility (EOF) - Licensee's central location for coordination of activities in response to the event.
- Emergency Operations Center (EOC) - State's central location for coordination of activities in response to the event.
- Federal Radiological Monitoring and Assessment Center (FRMAC) - DOE-operated interagency facility where environmental monitoring and analyses of ground, air, and water occurs (NRC will coordinate the development of protective actions in the FRMAC).
- Disaster Field Office (DFO) - FEMA's onscene location where Federal and State personnel coordinate the nonradiological response.
- Luzerne County Emergency Operations Center - County's central location for coordination of activities in response to the event.
- Columbia County Emergency Operations Center - County's central location for coordination of activities in response to the event.

#### Resources

The NRC resources involved in planning and carrying out FFE-3 have been consistent with planned levels. The most significant program support costs have been for FrE Workgroup Development and Support (\$200K) and for videotaping and development of FFE training tapes (\$200K). Additionally, 225 NRC employees are scheduled to participate. Combined with the other agencies, the Commonwealth, and the utility, about 2000 people will participate in FFE-3.

To date, 23 persons have participated in the various work groups responsible for exercise planning. Additionally, 23 controllers, 173 players (93 Site Teams, 60 Headquarters, 20 Regional Base Teams), and 6 tour guides and briefers for visitor tours will participate. By the completion of the exercise, the staff estimates that 16 full-time equivalent (FTE) will have supported FFE-3 (Planning/Preparation: 6 Headquarters FTE, 5 Region 1 FTE, 1 other Region FTE; Exercise Conduct: 3-1/2 FTE; Exercise Documentation/Report: 1-1/2 FTE). In addition to the extensive involvement of staff from Headquarters and Region 1, personnel from the other regions have been involved in the preparatory and planning activities. They will also help staff many of the player and support positions.



### Future Actions

A tabletop session is planned for October 29, 1992, at Wilkes-Barre, Pennsylvania, to examine the interfaces between the responding agencies in support of the State and local governments and to identify those issues, which may pose coordination problems for the various agencies. Approximately 30 to 60 FFE-3 decisionmakers and their support staffs will participate, including key members of the NRC response organization and the Executive Team (ET) Director, now scheduled to be Commissioner de Planque. The NRC is planning to train its participants in the tabletop session in Wilkes-Barre on the day before the session, October 28, 1992.

An orientation workshop is planned for December 2-3, 1992, to provide participants in FFE-3 with the general administrative and logistical information they need for the exercise; the workshop will not cover agency plans and procedures. The first day will be devoted to briefings and the second to a tour of the facilities that will be featured in the exercise. Before the FFE, all involved NRC staff will be trained in the procedures and technical tools needed to perform their duties. This training will involve over 25 individual sessions.

Two videotapes will be developed based on FFE-3. These tapes are designed for States and licensees and are intended to demonstrate the integrated Federal support available to assist the States in aiding their citizens, the needs and rationale of the Federal response, and procedures to access both technical and nontechnical resources of the Federal government.

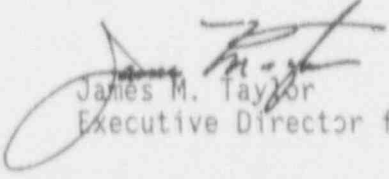
A post-exercise report will be jointly written by the various participating Federal, State, and private entities to document how well the FFE-3 met its objective, demonstrating the Federal government's capabilities to support the State in the event of a nuclear power plant accident. The report will specify both the strengths identified during the exercise and any areas of needed improvement.

The lessons learned and observations made as a result of FFE-3 will have important ramifications for future NRC programs. Among these are:

- revision of NUREG-0845, "Agency Procedures for the NRC Incident Response Plan;"
- nationwide training for NRC and the States on Federal assistance and the Stafford Act, to be completed within 2 years;

- publishing a NUREG for the States on how to obtain Federal resources as authorized by the Price Anderson and the Stafford Acts;
- publishing a guide for the Federal agencies that support NRC on what is expected of them;
- retraining Federal agencies supporting NRC;
- publishing a revised technical manual (currently Response Technical Manual-91 (RTM-91)), which includes information on how to relate environmental data to Federal protective action guidance; and
- workshops for the States to share lessons learned.

The FFE-3 should be an excellent learning experience. It will provide a unique opportunity for Federal, State, local, and utility personnel to demonstrate the integration of their plans and to experience the full-range of resources available to deal with a radiological emergency.

  
James M. Taylor  
Executive Director for Operations

Enclosures:

1. Press Release dtd 02/24/92,  
"Federal Field Exercise To Be  
Conducted in Pennsylvania"
2. NRC Site Organization-Full  
Federal Activation
3. FFE-3 Work Groups and NRC  
Assignments

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## JOINT ANNOUNCEMENT

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FOR IMMEDIATE RELEASE  
(Monday, February 24, 1992)

### FEDERAL FIELD EXERCISE TO BE CONDUCTED IN PENNSYLVANIA

A Federal Field Exercise (FFE) will be conducted at the Susquehanna nuclear power plant near Berwick, Pa. during the week of February 22, 1993 to demonstrate emergency response capabilities in a simulated accident.

Approximately 2000 Federal, State and local officials will be involved in efforts to achieve prompt and coordinated actions for protecting public health and safety as they exercise the Federal Radiological Emergency Response plan.

The exercise is sponsored by the U.S. Nuclear Regulatory Commission and the Federal Emergency Management Agency and will be hosted by the Commonwealth of Pennsylvania and the Pennsylvania Power and Light Company, operator of the Susquehanna plant. Allegheny Electric Company is a co-owner of the power plant.

This will be the third Federal Field Exercise to be conducted at nuclear power plants in the U.S. The other two were at the St. Lucie plant in Florida in 1984 and at the Zion plant in Illinois in 1987. In addition, major tabletop exercises have been conducted in Pennsylvania, Wisconsin and Louisiana.

Each of the Nation's nuclear power plants conducts annual onsite exercises to test response personnel and their emergency plans and every two years they are joined by local and state governments around the plant. The Federal Field exercises involve larger numbers of people and participating organizations and are conducted over several days, whereas the annual and biennial exercises are normally completed in one day. Lessons learned from each exercise are incorporated into future plans and scenarios and are used to build a solid foundation for responding in the event of a major nuclear accident anywhere in the United States.

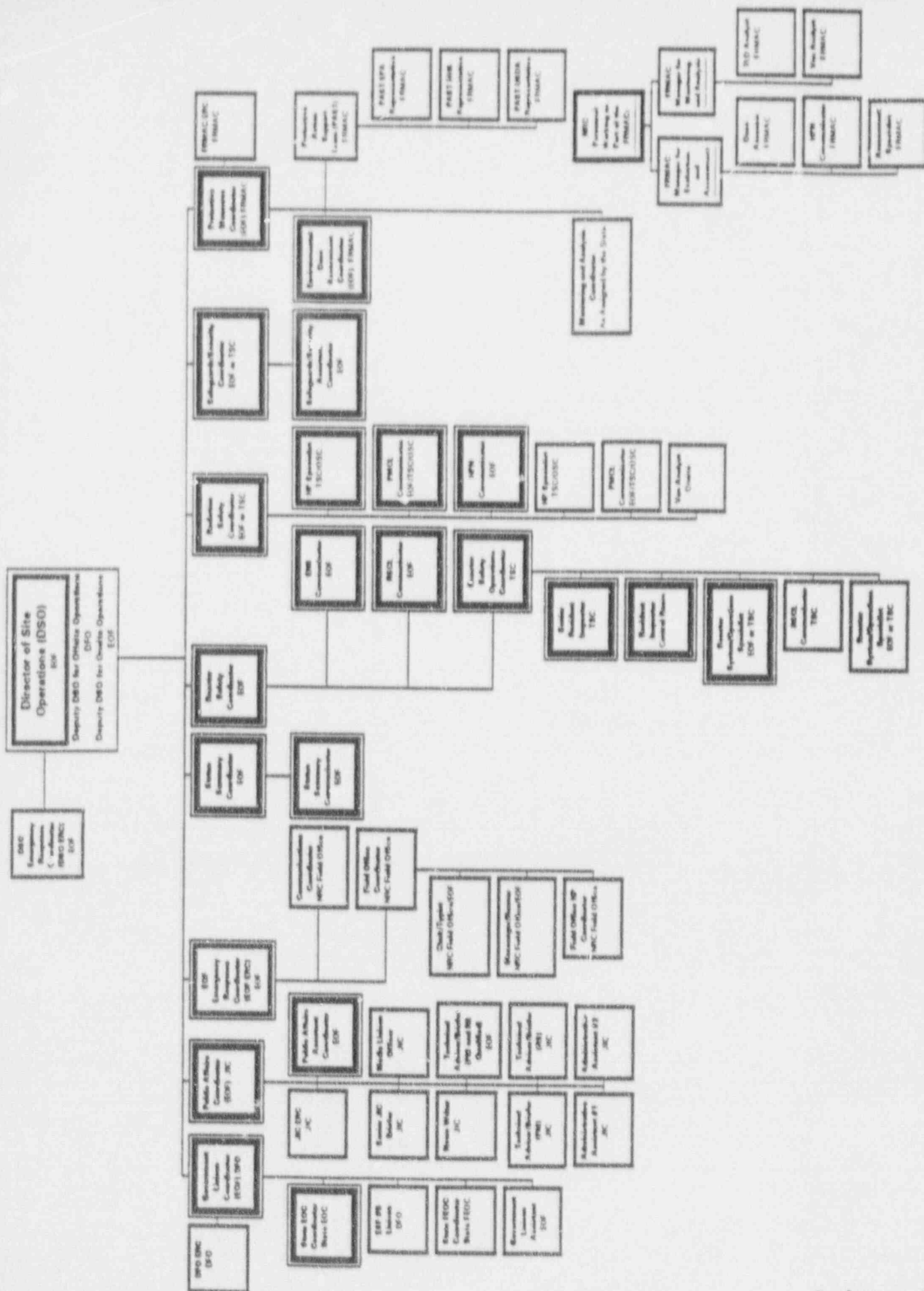


In the 1993 Federal exercise, other key Federal participants in addition to the sponsoring agencies are the Department of Energy, the Environmental Protection Agency, the Department of Agriculture and the Department of Health and Human Services. Some local and state agencies within the 10-mile emergency planning zone around the Susquehanna facility also will participate and the American Nuclear Insurers, an insurance pool that provides private nuclear liability insurance, will be involved.

The participating agencies will operate public information centers, as well as other major centers for response coordination. Locations and telephone numbers for public information concerning this cooperative effort will be provided closer to the time of the exercise.

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# NRC SITE ORGANIZATION - FULL FEDERAL ACTIVATION



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# FFE-3 WORK GROUPS AND NRC ASSICNMENTS

