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June 21, 1988

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# UNITED STATES OF AMERICA NUCLEAR REGULATORY COMMISSION

OFFICE OF SCORETARY DOCKETING & SERVICE rd BRANCH

Before the Atomic Safety and Licensing Board

In the Matter of

LONG ISLAND LIGHTING COMPANY

(Shoreham Nuclear Power Station, Unit 1) Docket No. 50-322-OL-3 (Emergency Planning)

## MOTION TO QUASH SUBPOENAS

We are informed that the Licensing Board has issued subpoenas for depositions of Messrs. Richard Roberts and William Regan. Mr. Roberts, a former employee of the County Police Department, is presently retired. He is subpoenaed to testify on June 22. Mr. Regan, a former employee of the County's Emergency Preparedness Division, is presently employed by the Town of Brookhaven as Deputy Director of Code Enforcement and Public Safety. He is subpoenaed to testify June 23. Mr. Roberts informs counsel that he has been served with his subpoena; as of 9:45 AM on June 21, Mr. Regan had not been so served. Counsel have not received copies of the subpoenas issued by the Board.1/

<sup>1</sup>/ For purposes of this Motion, we will assume that the Regan subpoena will be served and thus will not address technicalities related to service.

Although Messrs. Roberts and Regan are former County employees, the subject of their proposed depositions concerns matters related to their County employment. They accordingly have requested the undersigned to serve as counsel for these purposes and have authorized the undersigned on behalf of them and Suffolk County to move to quash the subpoenas which have been issued.

The bases for this Motion, filed pursuant to 10 CFR \$ 2.720(f), may be briefly stated.

1. The subpoenas should be quashed for the reasons set forth in the "Governments' Motion for Licensing Board to Vacate June 17 Order," dated June 20, 1988 ("June 20 Motion"). Rather than repeat those reasons, a copy of the June 20 Motion is attached hereto and incorporated herein.

2. The subpoenas should be quashed because they require attendance by former County officials without any showing that these personnel have knowledge relevant to the Board's "integrity of the proceeding" inquiry. Further, assuming <u>arquendo</u> that the inquiry should go forward at all, there has been no showing that the information sought by the Board cannot be obtained through questions directed to the persons identified in footnote 10 of the June 20 Motion.

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3. With respect to Mr. Regan, a deposition would also be particularly burdensome. He has only recently commenced his work with the Town of Brookhaven and has informed counsel that it would be disruptive of his adjustment to the new position to have to be absent for a deposition. He further states that to the extent the Board seeks data regarding the County's diligence in producing documents in 1982-83, Mr. Frank Jones, one of the persons identified in footnote 10 of the June 20 Motion, is the appropriate person to contact.

Respectfully submitted,

E. Thomas Boyle Suffolk County Attorney Building 158 North County Highway Veterans Memorial Highway Hauppauge, New York 11788

awrence (al

Lawrence Coe Lanpher Michael S. Miller Kirkpatrick & Lockhart 1800 M Street, N.W. South Lobby - 9th Floor Washington, D.C. 20036-5891

# KIRKPATRICK & LOCKHART

SOUTH LOBBY - 9TH FLOOR 1800 M STREET, N.W. TON, D.C. 20036-5891

> TELEPHONE (202) 778-9000 TELEX 4402/9 KL CC UT TELECOPIER (202) 778-9100

LAWRENCE COE LANPHER (202) 778-9011

June 20, 1988

BY HAND

James P. Gleason, Chairman Dr. Jerry R. Kline Mr. Frederick J. Shon Atomic Safety and Licensing Board U.S. Nuclear Regulatory Commission Washington, D.C. 20555

> Re: Docket No. 50-322-OL-3 Emergency Planning

Dear Mr. Chairman and Members of the Board:

Subsequent to the June 17, 1988, conference call, the Governments have considered the Board's Order that the Governments make available 16 past and present employees for depositions by LILCO counsel on the "integrity of the proceeding" issue. The Governments submit that the Board has committed multiple errors, including principally acting without jurisdiction.

In view of these errors, the Governments are filing herewith a Motion to Vacate the Board's June 17 Order. We advised LILCO on Friday that such a motion would be filed with the Board as early as possible on Monday. We request the Board to rule expeditiously.

Subject to reappraisal following the Board's ruling, it is the Governments' present intention, if the Motion is not granted, to seek prompt review by the Appeal Board. Such review would be necessary because otherwise the harms sought to be avoided -including the Board acting without jurisdiction and LILCO acting

EXCHANCE PLACE 53 STATE STREET BOSTON, MA 02109 (617) 227-6000

1428 BRICKELL AVENUE MIAMI, FL 33131 (305) 374-8112

1500 OLIVER BUILDING PITTSBURGH, PA 15222-5379 (412) 355-6500

# KIRKPATRICK & LOCKHART

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James P. Gleason, Chairman Dr. Jerry R. Kline Mr. Frederick J. Shon Atomic Safety and Licensing Board June 20, 1988 Page 2

in effect as the Board's prosecutor in a burdensome deposition procedure -- would occur and effective appellate review would not be possible.

Sincerely yours,

Laurence los Laughen

Lawrence Coe Lanpher

Enclosure

cc: Service List (Via Telecopy to Counsel)

June 20, 1988

#### UNITED STATES OF AMERICA NUCLEAR REGULATORY COMMISSION

# Before the Atomic Safety and Licensing Board

In the Matter of

LONG ISLAND LIGHTING COMPANY

Docket No. 50-322-OL-3 (Emergency Planning)

(Shoreham Nuclear Power Station, Unit 1)

#### GOVERNMENTS' MOTION FOR LICENSING BOARD TO VACATE JUNE 17 ORDER

During the telephone conference call held June 17, 1988, the Board reaffirmed its June 10 decision to impose sanctions upon the Governments by "disposing" of the so-called "realism" contentions (Contentions 1-10) and ending the realism proceeding. <u>See Tr. 20872</u>. The Board also ruled, however, that it would retain jurisdiction over "the issue as to whether the [Suffolk County] Operations Plan or other plans should have been produced during the discovery process." Tr. 20892.

The Board stated that it would retain jurisdiction over this matter in an effort to determine whether "the integrity of the NRC's rules of practice" have been compromised, in light of LILCO's allegation that the County did not comply with discovery requirements by producing the County Operations Plan in response to discovery requests made in 1982 and 1983. See Tr. 20875, 20886.1/

In furtherance of this retained jurisdiction, the Board authorized LILCO to depose <u>nine</u> past or present Suffolk County officials and <u>seven</u> New York State officials "to plumb the knowledge of the past and present state and local officials concerning the recent production of the so-called County of Suffolk emergency operations plan" (Tr. 20867), and ordered the Governments to respond to LILCO's Third Set of Interrogatories, which deal with past discovery issues.

The Governments move the Board to vacate its June 17 rulings for three reasons. First, Commission precedent makes clear that this Board has no jurisdiction to issue those rulings.

Second, the underlying premises of the Board's rulings are incorrect. The issues identified by the Board -- <u>i.e.</u>, Should the County Operations Plan have been produced prior to 1988, and was it produced? -- are either undisputed or not capable of resolution. In any event, they are moot.

<sup>1/</sup> LILCO's allegations focus on discovery requests filed by LILCO on June 2, 1982, July 21, 1983, and August 8, 1983. The State had no role in the 1982-83 discovery since the State did not enter the case until January 1984. Accordingly, any inquiry directed to State personnel pertaining to that earlier time period would be a pointless exercise.

Third, even if the Board had the jurisdiction it erroneously claims, the procedure the Board has adopted is contrary to law. The Board may not designate LILCO to conduct what amounts to an investigation into the compliance of Suffolk County and New York State with the NRC's discovery processes. Any such inquiry is distinctly the responsibility of the NRC itself. If such an inquiry were appropriate, the Commission would have to mandate the commencement of such an inquiry in a forum and under procedures where the due process rights of the County and State would be secure.

#### 1. THE BOARD'S CLAIM OF RETAINED JURISDICTION VIOLATES THE COMMISSION'S LAW

On June 10 and June 17, the Board ruled that it was disposing of the Governments' Contentions 1-10 (the legal authority or "realism" contentions), thus concluding the CLI-86-13 remand proceeding. The Board reiterated during the June 17 conference call that it "will not proceed further with the realism contentions" (Tr. 20872), and that the substantive matters raised by those contentions are no longer before it. <u>See</u> Tr. 20879.2/ The Governments are today filing a Notice of Appeal

<sup>2/</sup> Furthermore, based on the Board's rulings and explanations of them, the parties stated their understandings that the merits of the realism contentions are no longer before the Board. See, e.g., Tr. 20877 ("LILCO agrees with the [NRC] staff that the realism, best efforts issue is resolved . . . We concur with the staff that [the realism] issue is closed" (Irwin)); Tr. 20879 ("the nature and scope of the Governmental response are not encompassed within the[] issues" remaining before the Board) (Zahnleuter)).

of the June 10 Order, thus protecting their appeal rights within the 10 days specified in 10 CFR § 2.762.

Having disposed of Contentions 1-10, the Board, by definition, no longer has jurisdiction over those Contentions. There is no longer a dispute of fact or law before the Board concerning those Contentions. Nonetheless, on June 10, the Board announced its intention to retain jurisdiction over the discovery issue, and on June 17 it explained its intention as follows:

> [W]hether the discovery requirements have been complied with in this proceeding . . . not only involve(s) in my view the integrity of NRC's procedural rules of practice, but it does involve substantive matters concerning the rights and responsibilities of parties in these proceedings. We have a responsibility -- this board has a responsibility to resolve that matter, to the extent that an administrative board can resolve it. If we are unable to resolve it, we may have to refer the matter to other levels of the NRC. But that is the principal reason we are retaining jurisdiction.

Tr. 20875-76.

The Board's retention of jurisdiction is legally unsupportable. It is beyond dispute that Licensing Boards do not possess authority to assert jurisdiction over any issue that may come to their attention. Rather, the Boards possess jurisdiction over only those issues which the Commission specifically commits to them. <u>See</u>, e.g., <u>General Public Utilities Nuclear Corp.</u> (Three Mile Island Nuclear Station, Unit 1), ALAB-881, 26 NRC 465, 476 (1987). In a recent decision that is directly on point, the Commission ruled that once a Board disposes of an issue, it relinquishes jurisdiction to address whether the NRC's processes had been compromised in connection with that issue.

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In <u>Philadelphia Electric Co.</u> (Limerick Generating Station, Units 1 and 2), CLI-95-18, 24 NRC 501 (1986), the Commission rejected an attempt by the Appeal Board to retain jurisdiction, following disposition of an issue, based on reasoning practically identical to that advanced by the Board here. In <u>Limerick</u>, the Appeal Board found that it had jurisdiction to consider one party's allegation that actions by the other party had compromised the integrity of the NRC's processes, even though the Appeal Board had already ruled on the substantive contention that had been at issue. The Appeal Board stated:

> Where a question has been raised about the integrity of the decisionmaking process, the decisionmaker necessarily retains residual power to address such matter when requested, notwithstanding that jurisdiction over the underlying substantive claims now lies elsewhere . . . Hence, to the extent that [one party's allegations'] suggest[] a taint on the process that resulted in the issuance of ALAB-836, we do indeed have jurisdiction to address [the allegations].

24 NRC at 504 (<u>guoting</u> ALAB-840, 24 NRC at 58-59). The Commission rejected the Appeal Board's analysis, ruling instead:

> There is no support for it in NRC case law and we are unaware of any federal judicial decision that would support such an approach.

> > - 5 -

24 NRC at 504.

The Commission's ruling in <u>Limerick</u> is dispositive here. This Board cannot retain jurisdiction to pursue LILCO's claim of non-compliance with the discovery process on realism issues because the Board has already disposed of the realism contentions and relinquished its jurisdiction. Accordingly, the Board must vacate its June 17 Order. $\frac{3}{2}$ 

# 2. THE PREMISES OF THE BOARD'S ORDER ARE FALSE, EVEN ASSUMING, ARGUENDO, JURISDICTION OVER THIS MATTER

The Board has identified the following matters to be examined by LILCO through depositions of past and present County and State personnel.

-- should the County Operations Plan have been produced in discovery prior to its recent production pursuant to the Board's May 10 Order?4/

4/ See Tr. 20867, 20871, 20892.

<sup>3/</sup> The Board could gain jurisdiction over the present matter only if the Commission were to so order, as recognized in the <u>General Public Utilities</u> case when the Appeal Board certified the issue of expansion of jurisdiction to the Commission. <u>See</u> 26 NRC at 477-78.

- -- why was the plan not produced by the County in 1982-83?
- -- are there other plans that were not produced by the County in 1982-83?5/

The premises which underlie these matters are false.

First, all parties agree that the County Operations Plan was within the scope of LILCO's 1982-83 discovery requests. The dispute, however, is whether it was produced in its entirety at that time. The County believes it was. LILCO believes not, although LILCO admits that portions of the plan were produced in 1982-83. Tr. 20873. These facts are before the Board through representations of counsel for LILCO and for the County. There are no further facts to develop with respect to this dispute.

Moreover, the Board's question -- "why was the County operations plan not produced in 1982?" -- is clearly premised on the Board's supposition that the County did <u>not</u> previously produce the Operations Plan, 6/ and that additional inquiry would explain

 $\frac{6}{1}$  For example, during the June 17 conference call, the Board stated:

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(footnote continued)

<sup>5/</sup> The Board also identified as a potential issue "what substantive effect that [i.e. the alleged non-production] had on the positions of the parties . . . " Tr. 20871. That issue cannot be explored in discovery, because it inherently involves speculation that no deponent can answer. Moreover, as explained later in this motion, any such inquiry is moot since the Board has disposed of the legal authority contentions in LILCO's favor.

why not. There is no basis for the Board's presupposition.

In fact, as the Board has been advised several times, the question whether the entire Plan was produced in 1982-83 is a stand-off: LILCO says no; the County says yes; and neither party can actually "prove" the fact one way or the other. It is thus without foundation for the Board to have framed the issue, "Why" wasn't the Plan produced earlier? In doing this, the Board arbitrarily accepted LILCO's unprovable claims and ignored the County's claims to the contrary.2/

(footnote continued from previous page)

-- "Why [the Operations Plan] was not produced . . . is certainly a relevant matter that this board has got a continuing concern" (Tr. 20871);

-- the Board "will retain jurisdiction over the controversy which has been produced by the late production of these Suffolk County emergency plans" (Tr. 20872);

-- "the issue that is being pursued is the question of the late emergence of this state-county emergency plan" (Tr. 20884).

7/ Further, the fact that as a practical matter, this stand-off is unresolvable is underscored by the passage of time, as well as by the representations already made by both sides. These discovery requests and the production at issue date from 5-6 years ago. Thus, the Board's stated "principal reason" for retaining jurisdiction -- that the Board "has a responsibility to resolve th[e] matter, to the extent that an administrative board can resolve it" -- clearly does now justify that action here.

Similarly, the question whether there might be any other plans not produced by the County in 1982-83 is without basis. There are no facts which suggest that any plan or document responsive to 1982-83 document requests, other than portions of the County Operations Plan, might not have actually been produced. In the absence of any facts or foundation, there is no justification for undertaking an inquiry simply on the basis of bald claims by an adversary. Second, the issue of discovery relating to the "realism" issues has been rendered moot. There is no question that the Operations Plan was produced pursuant to the Board's recent order of May 10, 1988. Thus, the contents of the plan have been fully revealed. Therefore, even assuming for the sake of argument some inadvertent partial non-production in 1982-83, the subsequent production has made the discovery record complete.

Moreover, discovery in this proceeding has been rendered moot by the Board's decision to dispose of Contentions 1-10. Discovery is a pre-hearing tool. There will be no hearing, and therefore, there can be no discovery. Any alleged non-production of a document in 1982-83 simply has no relevance to this proceeding, which has been terminated on the merits. Thus, even assuming <u>arquendo</u> it could be proven that portions of the County Operations Plan were not produced in 1982, the sanctions already imposed have granted LILCO a victory on the merits of the issues in this remand proceeding. No further purpose, or benefit to LILCO, could be served by continuing to pursue an alleged -- but vigorously disputed -- partial non-production of documents five or six years ago. As for the Board's interest, as stated in Section 1 above, the Board lacks jurisdiction to launch an inquiry into this matter.

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## 3. ASSUMING, <u>ARGUENDO</u>, THE BOARD'S JURISDICTION, <u>THE PROCEDURES ADOPTED BY THE BOARD ARE IMPROPER</u>

The foregoing has demonstrated that the Board's proposed inquiry is beyond its jurisdiction and without basis. Assuming arguendo, however, that a forum were established to inquire into discovery events of 1982-83, such a forum could not lawfully adopt the procedure instituted by the Board on June 17.

First, before any investigation of alleged non-compliance with NRC processes could be commenced, the forum would have to issue an order giving notice of precisely: what would be the subject of inquiry; who would be the subject of inquiry; the basis for inquiry; and why the inquiry was necessary. The County and State would also have to be given full due process rights to respond to these threshhold issues and to present their positions under fair and objective procedures.

Second, the Board claims to have authorized LILCO's depositions so the Board can determine whether the integrity of the NRC's processes has been compromised. The Board stated that <u>it</u> has "a responsibility to resolve that matter . . . " Tr. 20876. Yet, the Board has designated <u>LILCO</u>, an adversary of the Governments, to act, in effect, as the Board's prosecutor. The Board has no authority to delegate to LILCO the responsibility of safeguarding the integrity of the NRC's processes, particularly An NRC Board wishing assistance in "taking evidence and preparing a suitable record for review" is constrained by the procedures established in 10 CFR § 2.722 to appoint a member of the Atomic Safety and Licensing Board Panel. A Board has no authority to expand the regulation by designating a party in this proceeding to take charge of eliciting evidence on another party's actions and compiling a record for review.

2/ Similarly, it is inappropriate for the Board to have required the Governments to respond to LILCO's Third Set of Interrogatories. Those interrogatories also place LILCO in the role of developing information in effect as prosecutor. At any rate, the salient points raised in those interrogatories have already been addressed.

a) As Suffolk County has stated previously, the County believes that the Operations Plan was produced in its entirety during discovery in 1982. Indeed, LILCO concedes that some portions were so produced. Precise records regarding the date of such production cannot 22 located. However, it is the memory of Mr. J. Bilello and Mr. F. Jones that the County intended to produce that document.

b) As counsel for the State of New York has stated previously (Tr. 20549, 20822-26), the State of New York provided LILCO with a copy of a successor of an outdated portion of the Suffolk County Emergency Operations Plan (the New York State Disaster Preparedness Plan) under cover of a letter from REPG to Donald P. Irwin, dated February 17, 1984, in response to LILCO's February 8, 1984, discovery request.

c) Member agencies of the New York State Disaster Preparedness Commission have copies of a successor of an outdated portion of the Suffolk County Emergency Operations Plan (the New York State Disaster Preparedness Plan). Upon inquiry from counsel, one copy of the Suffolk County Emergency Operations Plan was located in the files of the State Emergency Management Office on June 6, 1988. That copy was originally received from the County on May 6, 1988.

d) It is impossible for the County to identify every person who was involved in document production in the 1982-83 era. We can state that Messrs. F. Jones, J. Bilello, and (footnote continued) Third, if a lawful inquiry were commenced, nothing could justify taking testimony from the large number of persons LILCO has identified. The most that could be justified would be a focused inquiry designed to obtain relevant facts; namely, testimony of the persons with first-hand knowledge of the 1982-83 document production.10/

Respectfully submitted,

E. Thomas Boyle Suffolk County Attorney Building 158 North County Complex Veterans Memorial Highway Hauppauge, New York 11788

(footnote continued from previous page) R. Jones were involved, with Mr. F. Jones having lead responsibility. In 1988, the County persons were F. Petrone, R. Jones, and J. Bilello. No State persons were involved in 1982-83; the State did not enter the proceeding until January 1984.

e) Mr. J. Bilello produced the Operations Plan to Mr. F. Petrone in May 1988 who transmitted it to counsel for production to LILCO. The document produced to LILCO is the same as originally obtained from the County, except the County version has xeroxing on both sides and the LILCO version has confidential data redacted.

10/ Messrs. Bilello, R. Jones, and F. Jones were the persons primarily involved on the County's behalf in 1982-83, and Messrs. F. Petrone, Bilello and R. Jones in 1988, concerning production of documents in response to LILCO discovery requests. These persons are present or former County employees. They could be expected to testify that the Operations Plan (and many other documents as well) were located and were to be produced to LILCO, that there was no effort to retain any portion of the Operations Plan or any other document, and that to the best of their knowledge these documents were produced.

Mr. DeVito is the Director of the New York State Emergency Management Organization ("SEMO"), which is the State agency that oversees State planning in areas that the County Operations Plan pertains to: <u>i.e.</u> areas other than radiological emergencies at nuclear power plants. Mr. DeVito could be expected to testify that upon inquiry of counsel, a copy of the County Operations Plan was located in SEMO files on June 6, 1988, and that this copy was originally received from Suffolk County on May 6, 1988.

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Lawrence Coe Lanpher Karla J. Letsche KIRKPATRICK & LOCKHART 1800 M Street, N.W. South Lobby - 9th Floor Washington, D.C. 20036-5891

Attorneys for Suffolk County

PCZ) ichard al

Fabian G. Pa'omino Richard J. Zannleuter Special Counsel to the Governor of the State of New York Executive Chamber, Room 229 Capitol Building Albany, New York 12224

Attorneys for Mario M. Cuomo, Governor of the State of New York

June 20, 1988

#### UNITED STATES OF AMERICA NUCLEAR REGULATORY COMMISSION

## Before the Atomic Safety and Licensing Board

In the Matter of

LONG ISLAND LIGHTING COMPANY

(Shoreham Nuclear Power Station, Unit 1) Docket No. 50-322-OL-3 (Emergency Planning)

#### CERTIFICATE OF SERVICE

I hereby certify that copies of GOVERNMENTS' MOTION FOR LICENSING BOARD TO VACATE JUNE 17 ORDER have been served on the following this 20th day of June 1988 by U.S. mail, first class, except as otherwise noted.

James P. Gleason, Chairman\* Atomic Safety and Licensing Board 513 Gilmoure Drive Silver Spring, Maryland 20901

Dr. Jerry R. Kline\* Atomic Safety and Licensing Board U.S. Nuclear Regulatory Commission Washington, D.C. 20555 Mr. Frederick J. Shon\* Atomic Safety and Licensing Board U.S. Nuclear Regulatory Commission Washington, D.C. 20555

William R. Cumming, Esq.\*\* Spence W. Perry, Esq. Office of General Counsel Federal Emergency Management Agency 500 C Street, S.W., Room 840 Washington, D.C. 20472 Fabian G. Palomino, Esq.\*\*W. Taylor Reveley, III, Esq.\*\*Richard J. Zahleuter, Esq.Hunton & WilliamsSpecial Counsel to the GovernorP.O. Box 1535 Executive Chamber, Rm. 229 State Capitol Albany, New York 12224

Joel Blau, Esq. Director, Utility Intervention N.Y. Consumer Protection Board Suite 1020 Albany, New York 12210 Anthony F. Earley, Jr., Esq. General Counsel Long Island Lighting Company 175 East Old Country Road Hicksville, New York 11801

E. Thomas Boyle, Esq. Suffolk County Attorney Suffolk County Attorney Eldg. 158 North County Complex Veterans Memorial Highway Hauppauge, New York 11788 Suffolk County Legislature Office Building Veterans Memorial Highway

Mr. L. F. Britt Long Island Lighting Company Twomey, Latham & Shea Shoreham Nuclear Power Station 33 West Second Street North Country Road Wading River, New York 11792

Ms. Nora Bredes

Alfred L. Nardelli, Esq. Assistant Attorney General New York State Department of Law 120 Broadway Hon. Patrick G. Halpin Suffolk County Executive H. Lee Dennison Building Veterans Memorial Highway Room 3-118 New York, New York 10271

MHB Technical Associates 1723 Hamilton Avenue Suite K San Jose, California 95125

Mr. Jay Dunkleburger New York State Energy Office Agency Building 2 Johnson, Esq. \*\* U.S. Nuclear Regulatory Comm. Empire State Plaza Albany, New York 12223

707 East Main Street Richmond, Virginia 23212

Ms. Elisabeth Taibbi, Clerk Hauppauge, New York 11788

Stephen B. Latham, Esq. Riverhead, New York 11901

Docketing and Service Section Office of the Secretary Ms. Nora BredesExecutive DirectorOffice of the SecretaryShoreham Opponents CoalitionU.S. Nuclear Regulatory Comm.195 East Main Street1717 H Street, N.W.Chitbtown, New York 11787Washington, D.C. 20555

Hauppauge, New York 11788

Dr. Monroe Schneider North Shore Committee P.O. Box 231 Wading River, New York 11792

Office of General Counsel Washington, D.C. 20555

David A. Brownlee, Esq. Kirkpatrick & Lockhart 1500 Oliver Building Pittsburgh, Pennsylvania 15222

Douglas J. Hynes, Councilman Town Board of Oyster Bay Town Hall Oyster Bay, New York 11771

Adjudicatory File Atomic Safety and Licensing Board Panel Docket U.S. Nuclear Regulatory Commission Washington, D.C. 20555 Mr. Stuart Diamond Business/Financial NEW YORK TIMES 229 W. 43rd Street New York, New York 10036

Mr. Philip McIntire
Federal Emergency Management
Agency
26 Federal Plaza
New York, New York 10278

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Lawrence Coe Lanpher KIRKPATRICK & LOCKHART 1800 M Street, N.W. South Lobby - 9th Floor Washington, D.C. 20036-5891

\* By Hand \*\* By Telecopy

June 21, 1988 DOCKETED

#### UNITED STATES OF AMERICA NUCLEAR REGULATORY COMMISSION

# '88 JUN 23 P2:25

Before the Atomic Safety and Licensing Board OFFICE OF SECRETARY BRANCH

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I hereby certify that copies of MOTION TO QUASH SUBPOENAS have been served on the following this 21st day of June 1988 by U.S. mail, first class, except as otherwise noted.

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Dr. Jerry R. Kline\* Atomic Safety and Licensing Board U.S. Nuclear Regulatory Commission Washington, D.C. 20555 Mr. Frederick J. Shon\* Atomic Safety and Licensing Board U.S. Nuclear Regulatory Commission Washington, D.C. 20555

William R. Cumming, Esq. Spence W. Perry, Esq. Office of General Counsel Federal Emergency Management Agenc 500 C Street, S.W., Room 840 Washington, D.C. 20472 Fabian G. Palomino, Esq. Richard J. Zahleuter, Esq.\*\* Special Counsel to the Governor Executive Chamber, Rm. 229 State Capitol Albany, New York 12224

Joel Blau, Esq. Director, Utility Intervention N.Y. Consumer Protection Board Suite 1020 Albany, New York 12210

E. Thomas Boyle, Esq. Suffolk County Attorney Bldg. 158 North County Complex Suffolk County Legislature Veterans Memorial Highway Hauppauge, New York 11788

Mr. L. F. Britt Long Island Lighting Company Shoreham Nuclear Power Station North Country Road Wading River, New York 11792

Ms. Nora Bredes Executive Director Shoreham Opponents Coalition 195 East Main Street Smithtown, New York 11787

Alfred L. Nardelli, Esq. Assistant Attorney General New York State Department of Law 120 Broadway Room 3-118 New York, New York 10271

MHB Technical Associates 1723 Hamilton Avenue Suite K San Jose, California 95125

Mr. Jay Dunkleburger New York State Energy Office Agency Building 2 Empire State Plaza Albany, New York 12223

W. Taylor R~ eley, III, Esq.\*\* Hunton & Williams P.O. Box 1535 707 East Main Street Richmond, Virginia 23212

Anthony F. Earley, Jr., Esq. General Counsel Long Island Lighting Company 175 East Old Country Road Hicksville, New York 11801

Ms. Elisabeth Taibbi, Clerk Suffolk County Legislature Office Building Veterans Memorial Highway Hauppauge, New York 11788

Stephen B. Latham, Esq. Twomey, Latham & Shea 33 West Second Street Riverhead, New York 11901

Docketing and Service Section Office of the Secretary U.S. Nuclear Regulatory Comm. 1717 H Street, N.W. Washington, D.C. 20555

Hon. Patrick G. Halpin Suffolk County Executive H. Lee Dennison Building Veterans Memorial Highway Hauppauge, New York 11788

Dr. Monroe Schneider North Shore Committee P.O. Box 231 Wading River, New York 11792

Edwin J. Reis, Esq. \*\* George E. Johnson, Esq. U.S. Nuclear Regulatory Comm. Office of General Counsel Washington, D.C. 20555

David A. Brownlee, Esq. Kirkpatrick & Lockhart 1500 Oliver Building Pittsburgh, Pennsylvania 15222

Douglas J. Hynes, Councilman Town Board of Oyster Bay Town Hall Oyster Bay, New York 11771

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Mr. Philip McIntire Federal Emergency Management Agency 26 Federal Plaza New York, New York 10278

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Lawrence Coe Lanpher KIRKPATRICK & LOCKHART 1800 M Street, N.W. South Lobby - 9th Floor Washington, D.C. 20036-5891

\* By Hand \*\* By Telecopy