

SAFEGUARDS INFORMATION

September 25, 2003

Mr. Jeffrey A. Benjamin
Vice President - Licensing and Regulatory Affairs
Exelon Generation Company, LLC
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

SUBJECT: ORDERS MODIFYING LICENSES FOR REVISED DESIGN BASIS THREAT AND FOR TRAINING AND PHYSICAL FITNESS ENHANCEMENTS APPLICABLE TO SECURITY FORCE PERSONNEL (TAC NOS. MB9261, MB9262, MB9268, MB9269, MB9275, MB9286, MB9287, MB9303, MB9304, MB9305, MB9306, MB9319, MB9324, MB9325, MB9332, MB9333, MB9352, MB9365, MB9366, MB9372, MB9373, MB9379, MB9390, MB9391, MB9407, MB9408, MB9409, MB9410, MB9423, MB9428, MB9429 AND MB9436,)

Dear Mr. Benjamin:

On April 29, 2003, the U.S. Nuclear Regulatory Commission (NRC or the Commission) issued Orders modifying the operating licenses for Braidwood Station, Unit Nos. 1 and 2, Byron Station, Unit Nos. 1 and 2, Clinton Power Station, Unit 1, Dresden Nuclear Power Station, Unit Nos. 2 and 3, La Salle County Station, Unit Nos. 1 and 2, Limerick Generating Station, Unit Nos. 1 and 2, Oyster Creek Nuclear Power Station, Peach Bottom Atomic Power Station, Unit Nos. 2 and 3, Quad Cities Nuclear Power Station, Unit Nos. 1 and 2, and Three Mile Island Nuclear Station, Unit 1 to: (1) require compliance with a revised Design Basis Threat (DBT); (2) implement new security force personnel training and physical fitness requirements; and (3) prescribe compensatory measures related to fitness-for-duty enhancements applicable to security force personnel.

<p><u>NOTICE:</u> Enclosure 1 to this letter contains Safeguards Information. Upon separation from Enclosure 1, this letter and Enclosure 2 are DECONTROLLED.</p>
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SAFEGUARDS INFORMATION

The Orders required that licensees respond to the Commission within thirty-five (35) days. By letters dated June 3, 2003, you submitted a response to the Orders for Braidwood Station, Unit Nos. 1 and 2, Byron Station, Unit Nos. 1 and 2, Clinton Power Station, Unit 1, Dresden Nuclear Power Station, Unit Nos. 2 and 3, La Salle County Station, Unit Nos. 1 and 2, Limerick Generating Station, Unit Nos. 1 and 2, Oyster Creek Nuclear Power Station, Peach Bottom Atomic Power Station, Unit Nos. 2 and 3, Quad Cities Nuclear Power Station, Unit Nos. 1 and 2, and Three Mile Island Nuclear Station, Unit 1. In your response to the Orders, you requested that the NRC provide clarification of five DBT-related issues described in the safeguards attachment to a letter from Mr. Colvin, President and CEO of the Nuclear Energy Institute, to Chairman Diaz dated May 16, 2003. You specifically requested that the NRC provide further clarification associated with the NRC's use of force-on-force testing upon implementation of the revised safeguards contingency plans, security plans and security officer training and qualification plans. You requested a timely response from the Commission on this matter, since the Commission's clarifications may affect the manner of your compliance with the Orders.

By letter dated July 18, 2003, Chairman Diaz replied to Mr. Colvin's letter, providing the Commission's response and clarification on the five DBT-related issues. In response to your request, a copy of Chairman Diaz's July 18, 2003, letter, including the safeguards attachment, is provided as Enclosure 1. Furthermore, I am including a list of guiding principles (Enclosure 2) that the NRC staff intends to follow when it reviews the revised security plans that will be submitted in response to the April 29, 2003, Orders. This information was previously shared with members of the Nuclear Energy Institute, and other industry representatives, during a meeting held on August 28, 2003.

Finally, in your letters dated June 3, 2003, you stated your "understanding that the Commission intends to exercise enforcement discretion to accommodate issues which may arise as licensees, in good faith, take reasonable actions to implement the specific requirements of this Order." You further stated that you understood that the Commission would exercise enforcement discretion for "the period necessary to resolve such issues," and to integrate the requirements of these Orders with the Order issued February 25, 2002, as well as with other pertinent regulatory requirements, and safeguards contingency plans, security plans and security officer training and qualification plans. The NRC staff is currently evaluating the enforcement-related aspects of implementing the Orders to determine the extent to which enforcement discretion is appropriate, and the NRC intends to clarify its policy on this matter in separate correspondence.

J. Benjamin

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The NRC staff is reviewing your response to the Orders, and will reply to you with its determination of whether or not your response met the requirements of the Orders in separate correspondence.

Please contact Robert J. Fretz at 301-415-1324, if you have any other questions on these issues.

Sincerely,

/RA by ELeeds for/

Ledyard B. Marsh, Director
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Docket Nos. 50-456, 50-457, 50-454, 50-455, 50-461, 50-237, 50-249, 50-373, 50-374, 50-352, 50-353, 50-219, 50-277, 50-278, 50-254, 50-265 and 50-289

Enclosures: As stated

cc w/o encls: See next page

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Sincerely,

/RA by ELeeds for/

Ledyard B. Marsh, Director
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Docket Nos. 50-456, 50-457, 50-454, 50-455, 50-461, 50-237, 50-249, 50-373, 50-374, 50-352, 50-353, 50-219, 50-277, 50-278, 50-254, 50-265 and 50-289

Enclosures: As stated

cc w/o encls: See next page

DISTRIBUTION:

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PD Reading Files	VNerses	DLPM Licensing Assistants
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JClifford	DLPM Section Chiefs	ACRS
OGC		

** Concurrence via e-mail dated 8/26/03

* See previous concurrence

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OFFICE	PDI-2/LPM	PDI-2/LPM*	PDI-2/LA	PDI-2/SC*
NAME	RFretz	VNerses	CRaynor	JClifford
DATE	09/25/03	09/16/03	09/25/03	09/16/03
OFFICE	OGC**	NSIR/DNS*	PDI/D*	DLPM/D
NAME	JGoldberg	GTracy	CHolden	ELeeds for TMarsh
DATE	08/26/03	09/17/03	09/16/03	09/25/03

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**LETTER FROM NILS DIAZ, NRC CHAIRMAN,
TO MR. JOE COLVIN, PRESIDENT AND CEO, NUCLEAR ENERGY INSTITUTE,
DATED JULY 18, 2003**

Enclosure 1

U.S. NUCLEAR REGULATORY COMMISSION STAFF GUIDING PRINCIPLES AND CRITERIA FOR CONDUCTING THE REVIEW OF REVISED PHYSICAL SECURITY PLANS, SAFEGUARDS CONTINGENCY PLANS, AND TRAINING AND QUALIFICATION PLANS

PURPOSE:

To inform affected licensees of the criteria the U.S. Nuclear Regulatory Commission (NRC or the Commission) staff intends to adhere to in reviewing revisions made to site-specific Physical Security Plans, Safeguards Contingency Plans, and Training and Qualification Plans as a result of the nuclear security and safeguards-related Commission Orders dated February 25, 2002, January 7, 2003, and April 29, 2003.

DISCUSSION:

The information presented herein is intended to provide general information to licensees regarding the NRC staff's review criteria, but is not intended to be all-inclusive. The NRC staff is currently developing detailed criteria against which the revised site-specific plans will be reviewed for acceptance and approval. The NRC staff is also coordinating this effort with the Nuclear Energy Institute and industry working groups. Final review guidance will be developed no later than December 31, 2003.

GUIDING PRINCIPLES:

1. Revised plans must comprehensively comply with all requirements of Orders (February 25, 2002; January 7, 2003; and April 29, 2003) except to the extent that a more stringent requirement is set forth in the licensee's current plans.
2. Revised plans must comprehensively comply with Title 10 of the *Code of Federal Regulations* (10 CFR), Section 73.55, in particular, the plans must comply with Section 73.55, paragraphs (b) through (h) unless other alternative measures are explicitly approved by the NRC staff.
3. Measures other than those in 10 CFR 73.55, paragraphs (b) through (h), may be approved by the staff if, and only if, they meet the objective of "high assurance" and provide a level of protection equivalent to that provided by paragraphs (b) through (h).
4. Upon NRC approval of the revised plans and their full implementation, licensees may seek relaxation or rescission, in whole or in part, of the Interim Compensatory Measures (ICMs) provided in the Orders dated February 25, 2002.
5. Subsequent to NRC approval of the revised plans, licensees may make changes to their revised plans, without prior NRC approval, in accordance with 10 CFR 50.54(p), *i.e.*, if the changes would not decrease the effectiveness of the plans (plan changes may also be made in accordance with the provisions of 10 CFR 50.90, and 73.5).
6. All licensee actions and activities which the staff deems essential, necessary, or important in complying with the Orders or 10 CFR 73.55 must be included in the plans and, therefore, will be enforceable.

ADDITIONAL GUIDANCE:

Consistent with guiding principles 1 and 2:

- Pursuant to 10 CFR 73.55 and the DBT Orders, licensees must develop and implement an effective site-specific security system and organization that will protect against the threat capabilities of the revised DBT, satisfy the requirements of all the Orders, and comply with 10 CFR 73.55, paragraphs (b) through (h).
- Each plan should clearly and specifically identify each Commission requirement that is to be complied with, or is intended to be satisfied, by each site-specific measure, procedure, policy, or action addressed in the plan.

Consistent with guiding principles 3 and 6:

- While a licensee may identify a more efficient or effective method for satisfying a specific requirement of the Orders or 10 CFR 73.55, paragraphs (b) through (h), such site-specific measures, procedures, policies, or actions that are intended to be an alternative to a specific requirement of the Orders or 10 CFR 73.55, paragraphs (b) through (h), should be clearly and explicitly identified in each plan.
- The NRC may authorize a licensee to provide alternative measures for protection against radiological sabotage other than those required by the Orders or 10 CFR 73.55, paragraphs (b) through (h), if:
 - a. the licensee demonstrates that the proposed alternative measure has the same high-assurance objective specified by 10 CFR 73.55(a),
 - b. the overall level of system performance provides protection against radiological sabotage equivalent to that which would be provided by compliance with the specific requirement of the Orders or 10 CFR 73.55, paragraphs (b) through (h), for which the measure is an alternative, and
 - c. the plan contains sufficient detailed information to support an NRC staff conclusion that the proposed alternative measure is consistent with a. and b. above through satisfying the intent of the specific requirement for which it is an alternative.
- Where a licensee does not clearly and explicitly identify a site-specific measure, procedure, policy, or action as a proposed alternative to a specific Commission requirement, the NRC staff will conduct its review on the basis that the intent of the licensee is to comply with the specific requirement as written in the Orders or 10 CFR 73.55, paragraphs (b) through (h).

Consistent with guiding principle 4 and 5:

- Upon NRC approval of the revised plans, or no later than October 29, 2004, licensees must, in accordance with the DBT Order, implement all site-specific measures, procedures, policies, actions, and alternatives, as written in each plan.
- The NRC staff intends to provide timely information to all licensees regarding the possible use of enforcement discretion at a later date.

SUMMARY:

The NRC intends to review and approve all revised site-specific plans between April 29 and October 29, 2004. If, for whatever reason, the NRC has not yet approved a revised site-specific plan by the full-implementation date, each licensee is, nonetheless, required to implement the revised plans in accordance with the DBT Order, no later than October 29, 2004.

Braidwood Station Units 1 and 2

cc:

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regional Administrator, Region III
U.S. Nuclear Regulatory Commission
801 Warrenville Road
Lisle, IL 60532-4351

Document Control Desk - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Ms. C. Sue Hauser, Project Manager
Westinghouse Electric Corporation
Energy Systems Business Unit
Post Office Box 355
Pittsburgh, PA 15230

Joseph Gallo
Gallo & Ross
1025 Connecticut Ave., NW, Suite 1014
Washington, DC 20036

Ms. Bridget Little Rorem
Appleseed Coordinator
117 N. Linden Street
Essex, IL 60935

Howard A. Learner
Environmental Law and Policy
Center of the Midwest
35 East Wacker Dr., Suite 1300
Chicago, IL 60601-2110

U.S. Nuclear Regulatory Commission
Braidwood Resident Inspectors Office
35100 S. Rt. 53, Suite 79
Braceville, IL 60407

Ms. Lorraine Creek
RR 1, Box 182
Manteno, IL 60950

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Chairman
Will County Board of Supervisors
Will County Board Courthouse
Joliet, IL 60434

Attorney General
500 S. Second Street
Springfield, IL 62701

George L. Edgar
Morgan, Lewis and Bockius
1800 M Street, NW
Washington, DC 20036-5869

Braidwood Station Plant Manager
Exelon Generation Company, LLC
35100 S. Rt. 53, Suite 84
Braceville, IL 60407-9619

Site Vice President - Braidwood
Exelon Generation Company, LLC
35100 S. Rt. 53, Suite 84
Braceville, IL 60407-9619

Senior Vice President, Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chairman, Ogle County Board
Post Office Box 357
Oregon, IL 61061

Braidwood Station Units 1 and 2

- 2 -

cc:

Regulatory Assurance Manager - Braidwood
Exelon Generation Company, LLC
35100 S. Rt. 53, Suite 84
Braceville, IL 60407-9619

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Director Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Counsel, Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Licensing and Regulatory Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Braidwood and Byron
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Byron Station Units 1 and 2

cc:

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regional Administrator, Region III
U.S. Nuclear Regulatory Commission
801 Warrenville Road
Lisle, IL 60532-4351

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Document Control Desk - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Ms. C. Sue Hauser, Project Manager
Westinghouse Electric Corporation
Energy Systems Business Unit
Post Office Box 355
Pittsburgh, PA 15230

Joseph Gallo
Gallo & Ross
1025 Connecticut Ave., NW, Suite 1014
Washington, DC 20036

Howard A. Learner
Environmental Law and Policy
Center of the Midwest
35 East Wacker Drive
Suite 1300
Chicago, IL 60601-2110

U.S. Nuclear Regulatory Commission
Byron Resident Inspectors Office
4448 North German Church Road
Byron, IL 61010-9750

Ms. Lorraine Creek
RR 1, Box 182
Manteno, IL 60950

Chairman, Ogle County Board
Post Office Box 357
Oregon, IL 61061

Mrs. Phillip B. Johnson
1907 Stratford Lane
Rockford, IL 61107

Attorney General
500 S. Second Street
Springfield, IL 62701

Byron Station Plant Manager
Exelon Generation Company, LLC
4450 N. German Church Road
Byron, IL 61010-9794

Site Vice President - Byron
Exelon Generation Company, LLC
4450 N. German Church Road
Byron, IL 61010-9794

Senior Vice President - Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chairman
Will County Board of Supervisors
Will County Board Courthouse
Joliet, Illinois 60434

Byron Station Units 1 and 2

- 2 -

cc:

Director Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regulatory Assurance Manager - Byron
Exelon Generation Company, LLC
4450 N. German Church Road
Byron, IL 61010-9794

Senior Counsel, Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President
Licensing and Regulatory Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Braidwood and Byron
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Clinton Power Station, Unit 1

cc:

Mr. John L. Skolds, President
and Chief Nuclear Officer
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President - Nuclear Services
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President Operations Support
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Licensing and
Regulatory Affairs
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Clinton and LaSalle
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regulatory Assurance Manager - Clinton
AmerGen Energy Company, LLC
Clinton Power Station
RR3, Box 228
Clinton, IL 61727-9351

Director Licensing
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Document Control Desk-Licensing
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Site Vice President - Clinton Power Station
AmerGen Energy Company, LLC
Clinton Power Station
RR 3, Box 228
Clinton, IL 61727-9351

Clinton Power Station Plant Manager
AmerGen Energy Company, LLC
Clinton Power Station
RR 3, Box 228
Clinton, IL 61727-9351

Resident Inspector
U.S. Nuclear Regulatory Commission
RR #3, Box 229A
Clinton, IL 61727

Chief Operating Officer
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regional Administrator, Region III
U.S. Nuclear Regulatory Commission
801 Warrenville Road
Lisle, IL 60532-4351

Senior Counsel, Nuclear
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

R. T. Hill
Licensing Services Manager
General Electric Company
175 Curtner Avenue, M/C 481
San Jose, CA 95125

Chairman of DeWitt County
c/o County Clerk's Office
DeWitt County Courthouse
Clinton, IL 61727

Clinton Power Station, Unit 1

cc:

J. W. Blattner
Project Manager
Sargent & Lundy Engineers
55 East Monroe Street
Chicago, IL 60603

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Dresden Nuclear Power Units 2 and 3

cc:

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Site Vice President - Dresden Nuclear Power Station
Exelon Generation Company, LLC
6500 N. Dresden Road
Morris, IL 60450-9765

Dresden Nuclear Power Station Plant Manager
Exelon Generation Company, LLC
6500 N. Dresden Road
Morris, IL 60450-9765

Regulatory Assurance Manager - Dresden
Exelon Generation Company, LLC
6500 N. Dresden Road
Morris, IL 60450-9765

U.S. Nuclear Regulatory Commission
Dresden Resident Inspectors Office
6500 N. Dresden Road
Morris, IL 60450-9766

Chairman
Grundy County Board
Administration Building
1320 Union Street
Morris, IL 60450

Regional Administrator
U.S. NRC, Region III
801 Warrenville Road
Lisle, IL 60532-4351

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Document Control Desk - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President, Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Licensing and Regulatory
Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Director - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Counsel, Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Dresden and
Quad Cities
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

LaSalle County Station Units 1 and 2

cc:

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, Illinois 60555

Site Vice President - LaSalle County Station
Exelon Generation Company, LLC
2601 North 21st Road
Marseilles, IL 61341-9757

LaSalle County Station Plant Manager
Exelon Generation Company, LLC
2601 North 21st Road
Marseilles, IL 61341-9757

Regulatory Assurance Manager - LaSalle
Exelon Generation Company, LLC
2601 North 21st Road
Marseilles, IL 61341-9757

U.S. Nuclear Regulatory Commission
LaSalle Resident Inspectors Office
2605 North 21st Road
Marseilles, IL 61341-9756

Phillip P. Steptoe, Esquire
Sidley and Austin
One First National Plaza
Chicago, IL 60603

Assistant Attorney General
100 W. Randolph St. Suite 12
Chicago, IL 60601

Chairman
LaSalle County Board
707 Etna Road
Ottawa, IL 61350

Attorney General
500 S. Second Street
Springfield, IL 62701

Chairman
Illinois Commerce Commission
527 E. Capitol Avenue, Leland Building
Springfield, IL 62706

Robert Cushing, Chief, Public Utilities Division
Illinois Attorney General's Office
100 W. Randolph Street
Chicago, IL 60601

Regional Administrator
U.S. NRC, Region III
801 Warrenville Road
Lisle, IL 60532-4351

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Document Control Desk - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President - Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

LaSalle County Station Units 1 and 2

- 2 -

cc:

Vice President - Licensing and Regulatory
Affairs

Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Director Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Counsel, Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Clinton and LaSalle
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Limerick Generating Station, Units 1 & 2

cc:

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Site Vice President
Limerick Generating Station
Exelon Generation Company, LLC
P.O. Box 2300
Sanatoga, PA 19464

Plant Manager
Limerick Generating Station
Exelon Generation Company, LLC
P.O. Box 2300
Sanatoga, PA 19464

Regulatory Assurance Manager - Limerick
Exelon Generation Company, LLC
P.O. Box 2300
Sanatoga, PA 19464

Senior Vice President - Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Mid-Atlantic Operations
Exelon Generation Company, LLC
200 Exelon Way, KSA 3-N
Kennett Square, PA 19348

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President
Licensing and Regulatory Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Director Licensing
Exelon Generation Company, LLC
Nuclear Group Headquarters
Correspondence Control
P. O. Box 160
Kennett Square, PA 19348

Manager Licensing
Limerick and Peach Bottom
Exelon Generation Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Vice President
General Counsel and Secretary
Exelon Generation Company, LLC
2301 Market Street, S23-1
Philadelphia, PA 19101

Correspondence Control Desk
Exelon Generation Company, LLC
200 Exelon Way, KSA 1-N-1
Kennett Square, PA 19348

Regional Administrator, Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406

Senior Resident Inspector
U.S. Nuclear Regulatory Commission
Limerick Generating Station
P.O. Box 596
Pottstown, PA 19464

Library
U.S. Nuclear Regulatory Commission
Region I
475 Allendale Road
King of Prussia, PA 19406

Limerick Generating Station, Units 1 & 2

cc:

Chief-Division of Nuclear Safety
PA Dept. of Environmental Resources
P.O. Box 8469
Harrisburg, PA 17105-8469

Chairman
Board of Supervisors
of Limerick Township
646 West Ridge Pike
Linfield, PA 19468

Dr. Judith Johnsrud
National Energy Committee
Sierra Club
433 Orlando Avenue
State College, PA 16803

Mr. John L. Skolds, President
and Chief Nuclear Officer
Exelon Nuclear
Exelon Generation Company, LLC
200 Exelon Way, KSA 3-E
Kennett Square, PA 19348

Oyster Creek Nuclear Generating Station

cc:

Chief Operating Officer
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President - Nuclear Services
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Site Vice President - Oyster Creek
Generating Station
AmerGen Energy Company, LLC
P.O. Box 388
Forked River, NJ 08731

Vice President - Mid-Atlantic
Operations
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

John E. Matthews, Esquire
Morgan, Lewis, & Bockius LLP
1111 Pennsylvania Avenue, NW
Washington, DC 20004

Kent Tosch, Chief
New Jersey Department of
Environmental Protection
Bureau of Nuclear Engineering
CN 415
Trenton, NJ 08625

Vice President - Licensing and
Regulatory Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Licensing and
Regulatory Affairs
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

H. J. Miller
Regional Administrator, Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406-1415

Mayor of Lacey Township
818 West Lacey Road
Forked River, NJ 08731

Senior Resident Inspector
U.S. Nuclear Regulatory Commission
P.O. Box 445
Forked River, NJ 08731

Director Licensing
AmerGen Energy Company, LLC
Nuclear Group Headquarters
P.O. Box 160
Kennett Square, PA 19348

Manager Licensing - Oyster Creek and
Three Mile Island
AmerGen Energy Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Oyster Creek Generating Station Plant
Manager
AmerGen Energy Company, LLC
P.O. Box 388
Forked River, NJ 08731

Regulatory Assurance Manager
Oyster Creek
AmerGen Energy Company, LLC
P.O. Box 388
Forked River, NJ 08731

Oyster Creek Nuclear Generating Station

cc:

Vice President, General Counsel and
Secretary
AmerGen Energy Company, LLC
2301 Market Street, S23-1
Philadelphia, PA 19101

J. Rogge, Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406-1415

Correspondence Control Desk
AmerGen Energy Company, LLC
200 Exelon Way, KSA 1-N-1
Kennett Square, PA 19348

Mr. John L. Skolds
Chairman and CEO
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Quad Cities Nuclear Power Station Units 1 and 2

cc:

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Site Vice President - Quad Cities Nuclear Power
Station
Exelon Generation Company, LLC
22710 206th Avenue N.
Cordova, IL 61242-9740

Quad Cities Nuclear Power Station Plant Manager
Exelon Generation Company, LLC
22710 206th Avenue N.
Cordova, IL 61242-9740

Regulatory Assurance Manager - Quad Cities
Exelon Generation Company, LLC
22710 206th Avenue N.
Cordova, IL 61242-9740

Quad Cities Resident Inspectors Office
U.S. Nuclear Regulatory Commission
22712 206th Avenue N.
Cordova, IL 61242

David C. Tubbs
MidAmerican Energy Company
One River Center Place
106 E. Second, P.O. Box 4350
Davenport, IA 52808-4350

Vice President - Law and Regulatory Affairs
MidAmerican Energy Company
One River Center Place
106 E. Second Street
P.O. Box 4350
Davenport, IA 52808

Chairman
Rock Island County Board of Supervisors
1504 3rd Avenue
Rock Island County Office Bldg.
Rock Island, IL 61201

Regional Administrator
U.S. NRC, Region III
801 Warrenville Road
Lisle, IL 60532-4351

Illinois Emergency Management
Agency
Division of Disaster Assistance &
Preparedness
110 East Adams Street
Springfield, IL 62701-1109

Document Control Desk - Licensing
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President - Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Operations Support
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Licensing and Regulatory
Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Director Licensing
Mid-West Regional Operating Group
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Quad Cities Nuclear Power Station Units 1 and 2

cc:

Senior Counsel, Nuclear
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Manager Licensing - Dresden and Quad Cities
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Peach Bottom Atomic Power Station, Units 2 and 3

cc:

Vice President, General Counsel and
Secretary
Exelon Generation Company, LLC
2301 Market Street, S23-1
Philadelphia, PA 19101

Site Vice President
Peach Bottom Atomic Power Station
Exelon Generation Company, LLC
1848 Lay Road
Delta, PA 17314

Plant Manager
Peach Bottom Atomic Power Station
Exelon Generation Company, LLC
1848 Lay Road
Delta, PA 17314

Regulatory Assurance Manager
Peach Bottom Atomic Power Station
Exelon Generation Company, LLC
1848 Lay Road
Delta, PA 17314

Resident Inspector
U.S. Nuclear Regulatory Commission
Peach Bottom Atomic Power Station
P.O. Box 399
Delta, PA 17314

Regional Administrator, Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406

Mr. Roland Fletcher
Department of Environment
Radiological Health Program
2400 Broening Highway
Baltimore, MD 21224

Correspondence Control Desk
Exelon Generation Company, LLC
200 Exelon Way, KSA 1-N-1
Kennett Square, PA 19348

Rich Janati, Chief
Division of Nuclear Safety
Bureau of Radiation Protection
Department of Environmental Protection
Rachel Carson State Office Building
P.O. Box 8469
Harrisburg, PA 17105-8469

Board of Supervisors
Peach Bottom Township
545 Broad Street Ext.
Delta, PA 17314-9203

Mr. Richard McLean
Power Plant and Environmental
Review Division
Department of Natural Resources
B-3, Tawes State Office Building
Annapolis, MD 21401

Dr. Judith Johnsrud
National Energy Committee
Sierra Club
433 Orlando Avenue
State College, PA 16803

Manager-Financial Control & Co-Owner
Affairs
Public Service Electric and Gas Company
P.O. Box 236
Hancocks Bridge, NJ 08038-0236

Manager Licensing-Limerick and Peach
Bottom
Exelon Generation Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Peach Bottom Atomic Power Station, Units 2 and 3

cc:

Director - Licensing
Exelon Generation Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Vice President-Licensing and Regulatory Affairs
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President-Mid-Atlantic Operations
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Senior Vice President, Nuclear Services
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President, Operations Support
Exelon Generation Company, LLC
200 Exelon Way, KSA 3-N
Kennett Square, PA 19348

Chief Operating Officer
Exelon Generation Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Mr. John L. Skolds, President
Exelon Nuclear
Exelon Generation Company, LLC
200 Exelon Way, KSA 3-E
Kennett Square, PA 19348

Three Mile Island Nuclear Station, Unit 1

cc:

Site Vice President - Three Mile Island Nuclear
Station, Unit 1
AmerGen Energy Company, LLC
P. O. Box 480
Middletown, PA 17057

Senior Vice President Nuclear Services
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Vice President - Mid-Atlantic Operations Support
AmerGen Energy Company, LLC
200 Exelon Way, KSA 3-N
Kennett Square, PA 19348

Senior Vice President -
Mid Atlantic Regional Operating Group
AmerGen Energy Company, LLC
200 Exelon Way, KSA 3-N
Kennett Square, PA 19348

Vice President -
Licensing and Regulatory Affairs
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555

Regional Administrator
Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406

Chairman
Board of County Commissioners
of Dauphin County
Dauphin County Courthouse
Harrisburg, PA 17120

Chairman
Board of Supervisors
of Londonderry Township
R.D. #1, Geyers Church Road
Middletown, PA 17057

Senior Resident Inspector (TMI-1)
U.S. Nuclear Regulatory Commission
P.O. Box 219
Middletown, PA 17057

Director - Licensing - Mid-Atlantic Regional
Operating Group
AmerGen Energy Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Rich Janati, Chief
Division of Nuclear Safety
Bureau of Radiation Protection
Department of Environmental Protection
Rachel Carson State Office Building
P.O. Box 8469
Harrisburg, PA 17105-8469

Three Mile Island Nuclear Station, Unit 1
Plant Manager
AmerGen Energy Company, LLC
P. O. Box 480
Middletown, PA 17057

Regulatory Assurance Manager - Three Mile
Island Nuclear Station, Unit 1
AmerGen Energy Company, LLC
P.O. Box 480
Middletown, PA 17057

John F. Rogge, Region I
U.S. Nuclear Regulatory Commission
475 Allendale Road
King of Prussia, PA 19406

Michael A. Schoppman
Framatome ANP
Suite 705
1911 North Ft. Myer Drive
Rosslyn, VA 22209

Three Mile Island Nuclear Station, Unit 1

cc:

Vice President, General Counsel and Secretary
AmerGen Energy Company, LLC
2301 Market Street, S23-1
Philadelphia, PA 19101

Dr. Judith Johnsrud
National Energy Committee
Sierra Club
433 Orlando Avenue
State College, PA 16803

Eric Epstein
TMI Alert
4100 Hillsdale Road
Harrisburg, PA 17112

Correspondence Control Desk
AmerGen Energy Company, LLC
200 Exelon Way, KSA 1-N
Kennett Square, PA 19348

Manager Licensing - Oyster Creek and Three Mile Island
AmerGen Energy Company, LLC
Nuclear Group Headquarters
Correspondence Control
P.O. Box 160
Kennett Square, PA 19348

Mr. John L. Skolds, Chairman
and Chief Executive Officer
AmerGen Energy Company, LLC
4300 Winfield Road
Warrenville, IL 60555