



Federal Emergency Management Agency

Washington, D.C. 20472

OCT 16 1992

Mr. James M. Taylor  
Executive Director for Operations  
U.S. Nuclear Regulatory Commission  
Washington, D.C. 20555

Dear Mr. Taylor:

This is to provide a preliminary report on the status of the radiological emergency preparedness capabilities in the 10-mile Emergency Planning Zone (EPZ) surrounding the Turkey Point Nuclear Power Plant in the aftermath of Hurricane Andrew. As you know, the hurricane made landfall in the area of the plant on August 24, 1992. In accordance with routine operating procedures, the plant was shut down in anticipation of landfall. The devastating effects of that hurricane are widely known and, of course, extend well beyond the boundaries of the EPZ.

As you know, NRC initially requested a reconfirmation of the adequacy of offsite emergency preparedness capabilities for the affected offsite jurisdictions on September 29, 1992. Due to the magnitude of the destruction, FEMA could not confirm the offsite emergency preparedness capabilities without an assessment of the impact of the hurricane on the infrastructure in the 10-mile EPZ. Due to circumstances surrounding the request for the assessment, the Florida Power and Light Company (FPL) voluntarily agreed not to continue with the power ascension begun on September 29, 1992, and to remain shut down until FEMA's offsite assessment could be completed.

In an October 2, 1992, conference call with you and senior management of the Florida Power and Light Company, I committed to provide the NRC, within about two weeks, with an assessment of the emergency preparedness capabilities of the affected offsite jurisdictions in the 10-mile EPZ in the aftermath of the hurricane. As you know, during the past two weeks, FEMA's assessment team has worked closely with officials of the State of Florida, Dade and Monroe Counties, NRC and the FPL Group. However, FEMA's ability to deliver a fully developed report of remaining/restored offsite capabilities depends in part on the availability of these and other local officials to participate in interviews, assessment activities and to make certain interim planning decisions.

As you can understand, these officials continue to be fully occupied with the basic needs of their citizens in the wake of such widespread destruction and with the restoration of basic services to affected communities. Appropriately, they are giving top priority to these recovery duties. Indeed, due to the efforts of everyone involved with the restoration process, improvements in the

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infrastructure are occurring on a continuing basis. Although officials have been most cooperative with FEMA's efforts to reassess offsite capabilities, their time for discussion of some of these matters has had some limitations. As a result, we have been unable to complete our assessment and finalize the full report on the current status of offsite preparedness as discussed below. Since I am unable to proceed with a statement concerning reasonable assurance at this time, I am providing below a summary discussion of three open issues which, if unresolved, would have a negative impact on our assessment.

#### **A. Transportation Dependent Populations**

##### **1. Description of the Area of Concern**

It is evident that there was a considerable loss of personal vehicles caused by Hurricane Andrew. Those residents suffering vehicle loss may have difficulty evacuating the EPZ after being notified. In addition, there are less than 2,000 persons still sheltered in tent cities managed by the military where the availability of personal vehicles is unknown.

Normally, transportation assistance is provided by the Dade School Board in the form of school buses and drivers. Because of Hurricane Andrew, the school board is temporarily short 75 drivers. As a short term solution, the Metro-Dade Transit Authority (MDTA) has the capability to compensate for this shortage: MDTA has 550 45-passenger buses and drivers available, and 11 19-passenger mini-buses and drivers, for a total passenger capacity of 24,959. The County is currently assessing the adequacy of that capacity to allow for the provision of 75 extra buses. In the longer term, the Dade School Board is hiring additional drivers to replace the shortage.

##### **2. Recommended Compensatory Measures for Transportation Dependent Populations**

Discussions between FEMA, the State of Florida, and Dade County have yielded the following recommended solutions to alleviate the evacuation concern caused by the loss of personal vehicles.

- (1) Increase the number of evacuee pick-up points by Metro-Dade Transit and modify EBS pre-scripted messages to include those new pick-up points.
- (2) Establish additional new pick-up points at each tent city location.

(3) Document arrangements for the increase in evacuee transportation in a MOU between Dade OEM and Metro-Dade Transit.

(4) Provide REP training to new school bus drivers who could be called on to assist with an evacuation.

### 3. Status of Compensatory Measures for Transportation Dependent Populations

FPL confirmed in writing to the Metro-Dade Office of Emergency Management on October 14, 1992, its commitment to provide REP training to school bus drivers who could be called upon to assist with an evacuation in the event of an emergency at the Turkey Point Nuclear Power Plant.

However, until such time as Dade County provides FEMA with plans and/or procedures covering the recommended compensatory measures (e.g., pick-up points, capacity and pre-scripted messages), FEMA is unable to complete its assessment.

## B. Public Alert and Notification

### 1. Description of the Area of Concern

As part of the assessment effort FEMA conducted a spot check of the siren system in the EPZ. Initially 8 of the 38 outdoor sirens were tested. Of those 8, one siren had a failed rotor control. Therefore, 11 more outdoor sirens were tested, for a total sample size of 19, or 50% of the outdoor sirens; and, all three indoor mini-sirens were tested. The 11 outdoor sirens worked satisfactorily, for a success rate of 18 out of 19 outdoor sirens tested (94.7%). However, two of the three mini-sirens failed. All of the failures were promptly diagnosed and repaired by FPL; and, FPL followed these spot checks with an additional patrol of the entire 41-siren system to ensure operability. Therefore, FEMA does not consider operability of the siren system to be an issue.

Additional checks were made by FEMA and FPL of secondary notification capability to special facilities and persons with special needs (PSN) by commercial telephone. FEMA attempted to call 42 special facilities; 14 calls were successfully completed, 13 yielded no answer after 10 rings, 7 yielded constant busy signals, 6 were intercepted by a phone company message that the call could not be completed, and 2 yielded only static on the line. FPL attempted to call 134 PSNs; only 6 calls were successfully completed. Some of the special facilities may have been closed or their phones unattended, and many of the PSNs may have been relocated since the hurricane. Nonetheless, the assessment points to a need for reassessment of the special needs population and for

alternative means of notifications to special facilities and PSNs.

Due to extensive electric power disruption, it must be assumed that a number of EPZ residents do not have access to the EBS messages which provide specific instructions relative to the emergency. There is also good reason to believe that most of those residents are living in structures which are or will be condemned and that these structures are spread throughout the EPZ with no identifiable concentrations. Also, as a result of Hurricane Andrew there are residents living in Life Support Centers (Tent Cities) who may not have access to radio or television.

## **2. Recommended Compensatory Measures for Public Alert and Notification**

Discussions between FEMA, the State of Florida, and Dade County have yielded the following recommended solutions to alleviate the concern for public alert and notification.

- (1) Verify the status of special needs facilities and populations.
- (2) Until the status of condemned structures and the number of persons living in them can be determined, the county should employ route alerting using patrol cars equipped with public address systems to inform residents of protective actions. In addition, the public address capability which is part of the existing siren system should be used to inform residents of the meaning of siren soundings and appropriate protective actions. Messages for use in this system should be drafted by Dade County OEM and FPL.
- (3) Each patrol car engaged in route alerting should be followed by a Metro-Dade Transit bus to pick up transportation dependent evacuees who cannot be advised of regular pick-up points. Transportation arrangements are subject to the development of a memorandum from Dade County OEM to the Metro-Dade Police indicating the need for the Police Department to identify additional alerting routes and accordingly allocate resources for these routes.
- (4) The residents that are living in Life Support Centers or are not capable of viewing/listening to television/radio should be notified of an emergency at Turkey Point through route alerting and the use of the public address mode on the outdoor warning system (sirens).

### 3. Status of Compensatory Measures for Public Alert and Notification

The following compensatory measures have been completed or are underway:

- (1) FPL provided maps to FEMA on October 12, 1992, indicating the coverage of the siren system using the public address mode. These maps indicate that the voice coverage of the public address system on the sirens could adequately cover the major devastation areas and the Life Support Centers located within the EPZ, pending verification of audibility of the system. Audibility will be checked in conjunction with the full cycle test of the system in November 1992.
- (2) On October 12, 1992 FPL installed outdoor warning signs at the Red Cross Service Centers within the EPZ. Outdoor warning signs were also installed at the entrance(s) to the Life Support Centers (Tent Cities) on October 12, 1992.
- (3) FPL has developed a handout to be given to the residents of the Life Support Centers (Tent Cities) advising them of the actions they would need to take in the event of an emergency at Turkey Point. On October 14, 1992, FPL obtained comments on the handout from the Dade County Office of Emergency Management and the State of Florida officials. The handout was printed in both Spanish and English. FPL distributed the handout on October 16, 1992.
- (4) FPL has developed a flyer that was delivered via U.S. Mail to all residents of the EPZ. This flyer provides planning information and a telephone number for special need registry. On October 14, 1992 FPL obtained comments on the flyer from the Dade County Office of Emergency Management and the State of Florida officials. The flyer was printed in both English and Spanish. The flyer was distributed on October 16, 1992.
- (5) On October 12, 1992, FPL provided the 1991-92 Safety Planning Information (Public Information Brochures) to the FEMA trailer sites located within the EPZ. Those brochures were delivered to security or the manager of the trailer complexes to ensure that residents living in the trailers are informed of what to do in the event of a radiological emergency at Turkey Point.
- (6) With Dade County approval, FPL is scheduled to distribute the new 1992-93 Turkey Point Safety Planning Brochures in November 1992 to all residents living in the EPZ.

- (7) Procedures for activating the outdoor warning sirens in the public address mode are incorporated into existing procedures for siren activation.

However, until such time as Dade County provides FEMA with plans and/or procedures covering the public address messages to be used, the recommended route alerting, and the status of the special needs facilities and population, FEMA is unable to complete its assessment.

### **C. Increase in Transient Population**

#### **1. Description of the Area of Concern**

The influx of construction workers into south Dade County to perform the necessary reconstruction work has created a population which has not been exposed to the usual REP public education programs. This new population does not increase the evacuation load, since it is estimated that a substantial number of residents have left the south Dade County area temporarily. This new population is also not transit dependent as evidenced by their immigration to the area in personal vehicles. There is concern, however, that this population is vulnerable since they are not familiar with the meaning of the siren sounding.

#### **2. Compensating Measures for Increase in Transient Population**

Discussions between FEMA, the State of Florida, and Dade County have yielded a recommendation that warning signs be installed at all major entrances to the EPZ to alleviate the concern for the increase in transient population.

- (1) State approval was required for installation of signs along State-controlled right of ways.
- (2) Dade County consultation and approval was required to determine the number and locations of additional signs to be posted at major non-State-controlled intersections.

#### **3. Status of Compensatory Measures for Increase in Transient Population**

FPL has installed outdoor warning signs at all of the major entry points into the EPZ (exits to the turnpike and major arteries into the EPZ) based on the following approvals:

- (1) Florida Turnpike DOT approved the installation of 8 signs located at 8 turnpike exits and on the right of way along 3 non-turnpike state routes. FPL installed the sign posts and the signs on October 14 and 15, 1992.

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- (2) Dade County has approved the location and supervised the installation of outdoor warning signs along 4 non-state-controlled arteries. The signs were installed on October 15, 1992.
- (3) With the approval of Dade County officials, FPL installed 4 outdoor warning signs at the Bayfront Park boat ramp on October 9, 1992.
- (4) Dade County has stipulated, and FPL has agreed by memo as of October 16, 1992, that highway signs in Spanish must also be posted. FPL is to produce and install these signs.

Once installation of the Spanish-language signs is accomplished, compensatory measures for the increase in transient population will be considered complete.

In conclusion, I have directed my senior official on-scene to work with Dade County officials over the weekend to facilitate the procedural updates necessary to compensate for the unmet needs of certain EPZ populations as mentioned earlier. It is expected that this process can be concluded early next week based on discussions with State and County officials. At that time, I will be able to conclude the formal report and associated finding as required under 44 CFR 350.

If you have any questions, please feel free to call me at 202-646-3692.

Sincerely,



Grant C. Peterson  
Associate Director  
State and Local Programs  
and Support