

May 1, 2000

MEMORANDUM TO: Those on the Attached List

FROM William D. Travers */RA/*
Executive Director for Operations

SUBJECT: COMMUNICATION ACTIVITIES

Over the past few months we have begun a number of initiatives to improve the effectiveness of communications. Program Offices and Regions are continuing to define and implement actions to improve communication with and to make stakeholder participation more meaningful. Several recent examples are the response to the IP2 steam generator tube rupture, the Regulatory Information Conference, technical meetings, and staff training courses such as "Managing Change." These efforts reflect improvements in communication with stakeholders. I have also established the temporary position of Special Assistant for Communications to provide oversight and coordination of communication activities. These efforts include a review of internal communications, support for the development of training courses, support for the web redesign effort and communication plan development.

The purpose of this memorandum is to provide a status update of communication activities and identify several actions that require your continued support. These activities are intended to supplement and support your ongoing efforts. Additionally, recognizing that interactions with different stakeholders to address a range of issues will present a series of challenges, OEDO staff will continue to support and work with your staff to provide oversight and coordination of activities.

The actions discussed below are intended to provide a method to improve the consistency of staff communication activities, improve the management of communication activities, improve our communication skills, and define a clear linkage between the Strategic Goals in each arena of the Strategic Plan (SP), and the performance goal of increasing public confidence. The activities are summarized below and include schedules and assignments.

DEVELOPMENT OF COMMUNICATIONS PLANS

The Strategic Goals in each arena in the SP include the Performance Goal of increasing public confidence. This structure reflects the recognition of the importance of building and maintaining public trust. While the strategies discussed in the SP are intended to increase public confidence, a fundamental tool that can be used to achieve this goal is the development and implementation of Communication Plans (CPs) for important programs supporting each arena. In order to complete these CPs several actions need to be completed.

Actions: Develop a list of important programs supporting each arena for which individual CPs will be developed and provide the list to the DEDM and arena managers.

Also, identify the manager who will be responsible for each CP. These lists will be reviewed for consistency and to support coordination.

Due Date: May 12, 2000

To support implementation of CPs, each Office and Region is asked to prepare a list of communication interfaces: a list of organizations or groups with whom there are frequent or routine communication. This list should identify (1) the stakeholder group(s) and organization(s) which communicate or interface with the NRC and (2) the NRC position responsible for the communication (i.e., Office, Division, Branch or Section).

Due Date: May 26, 2000

Develop individual CPs for these activities and programs. Guidance on developing CPs is provided as Attachment 1. In addition, the CP developed for the Revised Reactor Oversight Process is provided for reference as Attachment 2. (Note: Additional guidance for CP development and content will be provided as needed in response to your questions. Training on CP development and implementation is currently being developed by HR and the courses will be conducted this summer.)

Due Date: September 29, 2000

Assignment: Regional Administrators and Office Directors. The completed lists and CPs will be provided to DEDM and arena managers. CP milestones and important implementation activities are to be included in Operating Plans.

TRAINING COURSES

Developing and implementing CPs and achieving a cultural change in perspective or attitudes concerning the importance of communicating with internal and external stakeholders will be enhanced by improving our communication skills. Additional training courses, that were intended to be mandatory for selected staff, were one of the recommendations of the DSI-14 initiative. You have seen draft agendas for these courses and provided helpful comments. Since attendance will be mandatory for selected managers and staff, you may already be thinking about which individuals in your organization would benefit most from this training.

Actions: Develop mandatory training courses for managers and supervisors that will include: communication skills and techniques, CP preparation and implementation, managing change, conducting meetings, and plain language. Specifically develop the following courses:

1. Half-day course intended for managers that will cover various aspects of communication plan development, risk communication, and public meetings.

2. 1 to 2 day course that will cover public meetings - planning, conducting, feedback, facilitation, risk communications and closure.
3. 1 day course that will cover plain writing.

Due Date: Courses 1&2 by May 15, 2000
Course 3 by September 1, 2000

Conduct Training

Due Date: Course 1 by July 31, 2000
Course 2 by September 1, 2000
Course 3 by December 29, 2000

Assignment: HR

Actions: Develop a list of attendees from your organization for each of the training courses listed above. The goal is to provide the initial training to those managers and staff responsible for conducting stakeholder meetings during the next 6 to 10 months. In order to schedule courses, please provide a list for each of two groups; those who should attend the course immediately, and those who should attend in the future. Provide these lists to HR to facilitate planning and scheduling. Note that course 1 will be offered both at headquarters and at the Region II office. The headquarters session will be tailored to employees who work there and will be limited to 70 employees. The session at Region II will be tailored to regional employees and will be limited to 50 employees.

Due Date: May 19, 2000

Assignment: Regional Administrators and Office Directors

REVIEW OF INTERNAL COMMUNICATIONS

In addition to your efforts to improve internal communications, as part of the Senior Executive Service Candidate Development Program (SES-CDP) currently underway, the candidates are reviewing internal communications as an action learning project being performed by the entire group. I am pleased that the SES-CDP candidates selected this important and timely topic as their project. This is an opportunity for us to learn more about what we do well and to identify areas in which we need to improve. The candidate's review will include data collection within and outside the agency. I fully support this worthwhile review and expect that you will provide the candidates with the time and support they need to produce a high quality product. I look forward to the results of the SES-CDPs assessment of the agency's internal communication processes in March 2001. Periodic briefings or status reports will be provided to keep senior managers informed about the status of their project.

REDESIGN OF NRC WEB SITE

The Office of the Chief Information Officer (OCIO) has been tasked by the Commission to develop improvements to the NRC Web site. An easy to use web site is an important part of our efforts to increase public confidence in the agency. Our Web site is the only opportunity many external stakeholders have to interface with us. In memoranda dated March 2 and March 20, 2000, Stuart Reiter, acting CIO, requested many of you to provide comments to evaluate the effectiveness of our Web site. This is an important project that will improve communication between NRC and our stakeholders. I encourage you to support OCIO in this effort and to offer your suggestions for improving our Web site.

PLAIN LANGUAGE

The agency is committed to improving communication with the public and other agency stakeholders using plain language in documents and at public meetings. This commitment stems from two related initiatives. President Clinton sent a Memorandum on Plain Language in Government Writing to the Heads of Executive Departments and Agencies on June 1, 1998. A follow up Memorandum and Implementation Guidance from Vice President Gore provides clear, concise guidelines with examples for writing plain language documents. A government-wide Plain Language Action Network (PLAN) has been created to improve communications from the federal government to the public.

The agency's Public Communications Initiative is described in SECY-98-089. We will continue to update the NRC Plain Language Action Plan and I welcome your suggestions in this area as well. As noted above, we will be providing training on using plain language. I want to emphasize how important it is that we use plain language as much as possible, and particularly to include plain English summaries in high visibility technical documents, such as inspection reports, that are of interest to the public.

Attachments:

1. Communication Plan Guidance
2. Communicating the Transition, a Communication Plan

COMMUNICATION PLAN GUIDANCE

GOALS

Discuss your reasons for developing the plan. It may be helpful to reference the Performance Goals from the Strategic Plan. For example, a goal may be to explain how we are maintaining safety. Another goal may be to increase public confidence in the NRC.

HISTORY (rationale)

Briefly discuss the history of the effort to help others understand the context for the plan.

IDENTIFY AUDIENCES (stakeholders)

Consider both internal and external audiences and the level of involvement you want with each audience. Note that previous guidance on communication plans for CTM items identified three levels: awareness, buy-in, and ownership.

IDENTIFY TOOLS

Consider which tools would best fit each audience that you have identified. Some tools to consider include: small group information sessions, large public meetings, phone calls, e-mails, web site, list server, press releases, brochures, and pamphlets.

IDENTIFY KEY MESSAGES

Consider what information you want to get out to your audiences. Be sure to tailor the message to the audience and keep the goals in mind.

COST AND SCHEDULE

Consider what resources will be required and where they will come from. Recognize that many efforts (e.g., web site, list server) require maintenance to be effective and that it is better not to commit to something than to commit to it and then not follow through.

EVALUATION

Consider how you will know when you are done. How will you measure your progress? How will you get feedback?

FINDINGS

Start planning how you will report the results of your efforts and with whom they will be shared.

MEMORANDUM TO: THOSE ON THE ATTACHED LIST DATED: May 1, 2000
SUBJECT: COMMUNICATION ACTIVITIES

Mail Stop

William F. Kane, Director, Office of Nuclear Material Safety and Safeguards	T-8	A23
Samuel J. Collins, Director, Office of Nuclear Reactor Regulation	O-5	E7
Ashok C. Thadani, Director, Office of Nuclear Regulatory Research	T-10	F12
Paul H. Lohaus, Director, Office of State and Tribal Programs	O-3	C10
Hubert J. Miller, Regional Administrator, Region I	RGN-I	
Luis A. Reyes, Regional Administrator, Region II	RGN-II	
James E. Dyer, Regional Administrator, Region III	RGN-III	
Ellis W. Merschoff, Regional Administrator, Region IV	RGN-IV	

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DISTRIBUTION:

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NAME	Magrunder/Craig	PGNorry	FJMiraglia	WDT Travers	
DATE	4/25/00	4/19/00	4/27/00	5/1/00	4/ /00

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COMMUNICATING THE TRANSITION

A COMMUNICATION PLAN

General overview:

The agency is in the process of developing a risk-informed approach to oversight and inspection of reactor licensees. The approach utilizes the best of current inspection practices and the best of risk informed processes. The need for change has been brought about by internal NRC introspection and initiative, maturity of the inspection and operational programs, external stakeholder desire to improve the licensing process in terms of a maturing industry and changing economic and regulatory environment. However the true measure of program success is how well the people who carry out these plans and changes communicate with one another, both internal and external stakeholders. The communication plan provides an approach toward achieving these ends.

Objectives:

- ◆ Provide accurate and timely information
- ◆ Create positive stakeholder perception
- ◆ Deal with negative perceptions, dispel rumors, and reduce uncertainty
- ◆ Cooperate with stakeholders at all levels and maintain positive relationships
- ◆ Assist in the inevitable cultural transition of agency stakeholders and others

Message Development:

- ◆ Obtain facts about new approach and quickly distribute to stakeholders
- ◆ Develop analogies or stories which will help communicate to stakeholders through verbal and non-verbal visualization
- ◆ Provide consistent messages by various communicators outlined in the Communication Plan process
- ◆ Provide factual, unbiased, and balanced messages
- ◆ Distribute the message to internal stakeholders working from the top down, bottom up, and middle outward.
- ◆ Encourage feedback to Senior management by all levels (top, bottom, and middle)
- ◆ Provide a planned/structured communication approach which corresponds to the various stages of Transition Task Force implementation.

Key policy messages:

1. **Maintain safety** by establishing a regulatory oversight framework that ensures that plants continue to be operated safely. In addition to safety, the word maintain is a key word of emphasis. The message we must get across to our staff is that NRC inspectors have done an excellent job during the past twenty years, but due to a maturing industry a more risk informed approach is now required. This approach is based upon the work performed in the past by agency employees and will be maintained by continued inspections based upon risk informed processes. Safety is the foremost consideration and that this is clearly communicated.
2. **Enhance public confidence** by increasing predictability, consistency and objectivity of the oversight process so that all constituents will be well served by the changes taking place.
3. **Improve effectiveness and efficiency** of the oversight process by focusing agency resources and licensee resources on those issues with the most risk-significance. This will result from new approaches to oversight which allow focus on areas of greatest concern.
4. **Reduce unnecessary regulatory burden** as the process becomes more efficient and effective.

Stakeholders Identified: There are five levels of stakeholders between External and Internal constituencies.

Internal	External
Group A: Headquarters within NRR, RES both management and non-management	Group D: State Program Offices, Congress, Legislatures
Group B: Other Headquarter NMSS, other both management and non-management	Group E: Press, Public Interest Groups, Industry Groups (NEI, ANS, INPO, etc.), Individual Utilities
Group C: Regions both management and inspectors	

Some current stakeholder communication issues:

Internal Stakeholders: To keep NRC employees informed of current program activities, enhance their understanding of technical approaches being developed, help make the process of change/transition run smoother, seek and respond to comments/ideas of employees to improve the process, to reduce common fears among staff which arise during any period of profound change.

- ◆ How will this affect job security, work activities, information flow, performance appraisal, responsibility, self-control of personal destiny, etc. by current NRC personnel, especially Regional inspectors.
- ◆ Timeliness of process/policy development and conflict between existing policy and new or interim approach.
- ◆ Identification of top management support (HQ and Regional) for new effort.

- ◆ How will the new process affect self-esteem of agency, inspectors, technical staff, etc. as compared to current approach. Will management demonstrate empathy and caring of employee needs/concerns?
- ◆ How will employee deal with the potential change in inspection approach in addition to all the other changes being brought about within the organization (i.e., NRC Reorganization, new management appointments, changes in Commissioners, etc.)
- ◆ How will budget and other resource declines affect me and my work activities?

External Stakeholders: To keep public, industry and interest groups informed of current program activities, enhance their understanding of technical and policy issues, seek and respond to comments/ideas of various groups in order to improve the processes.

- ◆ How will the new process affect plant operation, internal plant processes?
- ◆ How will new process affect compensation of key plant managers/employees?
- ◆ What influence will potential Congressional oversight have on NRC activities?
- ◆ How will we work under a potential dual system of regulations?
- ◆ How will the plants participating in pilot study be evaluated before, during, and after the pilot?

Formation of opinion leader groups.

A number of internal groups are to be established designed to help transmit messages throughout the agency and to provide feedback to Senior management and the Transition Task Force. Among these will be a Change Coalition and an Executive Forum made up of senior members of the Change Coalition.

Change Coalition. The Change Coalition is considered the "voice" of the agency as it transitions from the current regulatory framework to a risk-informed oversight process. Chosen because they are considered "opinion leaders" among their peers, Change Coalition members will facilitate communication with employees of the agency and provide interpretative feedback to the Transition Task Force in its effort to develop the oversight program. They will act as positive examples and role models for our internal stakeholders related to the transition process. It is important to bring senior management's message directly to working levels within the organization, hence the Change Coalition will be an important vehicle toward achieving this end.

Change Coalition Executive Forum: will provide high-level regional oversight and a global perspective to the change process and feedback to the Transition Task Force and Senior HQ management. The Executive Forum will be made up of SES members from each of the four regions, (i.e., DRA, Division Director). The Executive Forum will act in an advisory capacity, will actively participate in Commission presentations, will meet approximately every three to four weeks. The purpose of the executive council is to provide regional leadership as the agency transforms to a risk-informed oversight process. The Executive Forum will provide advice and guidance to HQ, but not establish requirements.

Role of First Level Supervisor:

The Transition Task Force recognizes the importance of first level supervisors in supporting cultural transition, especially within NRR and Regional Offices. They have a key role in communicating to their staffs information about the changes which will be taking place within

the agency. The first level supervisor maintains close contact with employees and are respected by them, hence it is considered important to have the supervisor actively involved in the transition process and to provide a positive role model during the process of transition and beyond. The Transition Team, through direct contact and through the Change Coalition, will keep agency supervisors informed and provide them with information which they may pass on to their subordinates. We expect the supervisor to keep Change Coalition members informed of employee issues which will be brought to the attention of the Transition Team.

Working with External Stakeholders:

The agency has developed positive and long term relationships with external stakeholder groups. Among these are NEI, various public interest groups, industry management, State Program Offices, and, to varying degrees legislative bodies. These relationships will be maintained and strengthened throughout the process. Regular periodic public meetings have been held and scheduled providing these groups an opportunity to provide constructive input to the Transition Task Force and to the Commission. In addition, agency management has supported professional and industry activities by providing presenters at conferences and meetings sponsored by these groups (and co-sponsored with the NRC). These efforts will be continued. The attached schedule provides currently planned activities.

Pilot Projects:

The Transition Task Force will conduct nine pilot projects throughout the country in conjunction with various utilities. These pilot projects will be designed to test new approaches developed by the agency. It is planned that before each pilot project a public meeting be held with the full participation of the utility. These meetings will provide NRC and the utility management an opportunity to inform local citizens and interest groups of the changes to take place, and to solicit public input.

Internal Stakeholder meetings:

Each Region holds several inspector "counterpart" meetings during the year. Transition Task Force members have been scheduled to give presentations at these meetings in order to transmit key messages, update staff on current activities, and solicit input from field inspectors and Regional staff. Senior Task Force members and HQ Senior management will present at these sessions, hence demonstrating top management support of the transition efforts.

Small group information sessions:

Transition Task Force members and Change Coalition members will periodically visit Regional and HQ offices to provide small group information sessions with front line employees. These sessions will be conducted in an informal manner and provide an opportunity for NRC employees to share their views, provide constructive input to the process, and to be kept informed of current events. It is important that these small group sessions be properly orchestrated and provided on a timely fashion. These informal small group sessions provide an excellent opportunity to reduce any cynicism and encourage the formation of the cultural change within the agency.

Electronic Communication:

Today communicating electronically with both internal and external stakeholders is key to bringing key messages and to solicit input/feedback. We will establish a WEB page, for both internal and external use which will describe key messages, maintain up-dated information, provide links to other WEB pages, and provide contact sources for additional information. (These sources will be coordinated with Public Affairs.) The WEB page will be coordinated with both Public Affairs and the EDO communication activities, in order to provide consistent messages. We expect this WEB page to be in operation by early March. In addition to the WEB page, we are considering issuing computer disks and/or CD-ROMs of the information on the WEB pages so that those who do not have access to Internet facilities can access the information.

Public Affairs Interface:

It is important to establish and maintain a working relationship with the agency and Regional Public Affairs Offices. We have established this relationship and have maintained contact. Public Affairs has developed several written overviews about the Transition effort. These have been reviewed by the Transition Team and are currently in the process of finalization. In addition, Public Affairs will periodically issue press releases to inform the public of current events. Public Affairs will be conducting briefings with the media designed to inform them of program activities and supply them with background data. The Transition Team will provide assistance in this effort. The final stages of the development of a booklet, to be published by OPA describing the effort, is completing. This booklet will be distributed to NRC employees.

Internal Written Communication:

In addition to the internal WEB page, several internal written communication vehicles are planned. The NRR newsletter will have a featured article about the Transition Task Force and its efforts. This should be published in the next few days. We are planning a four page feature story in an upcoming issue of the NR&C Newsletter (possibly April issue) which will describe the process and include photographs and pictures to promote interest. We expect to reprint/overprint copies of this spread to be used in future communication efforts. In addition, we are considering including a one page up-date article in the June, September, November, and January (2000) issues of the NR&C. It is our desire to have print materials and slides used in communicating this effort to be professional looking and consistent.

Interface with EDO/Commission Staff:

In order to maintain communication links with the EDO and Commission staff the Transition Task Force will periodically brief technical staff members. These briefings will solicit input from staff members in addition to keeping them up to date.

Interface with Training:

A member of the Transition Task Force will be responsible for developing training plans and activities directed at the technical staff. These activities will not only further knowledge and understanding of new approaches, but will assist in bringing about the cultural changes which will naturally occur.

Schedule of Events planned at this time: See attached.

Draft: Regulatory Oversight Process Communication Plan Schedule

January 1999

1/14 Brief Regional DRP Directors
1/14 Meet with NEI to discuss Pilot Plan
1/20 Commission briefing on Process Recommendations
1/20 Enforcement Coordinators Briefing
1/22 Press Release to announce 30 day comment period
1/26 Brief ACRS on Final Recommendations
1/27 NEI/Public Meeting
1/28 Brief Industry Regulatory Compliance and Technology Group
1/28 Visit Salem

February 1999

2/3 R-I Town Meeting Conference Call
2/2 NEI Meeting with Industry; Site VPs/Licensing Managers - East
2/3 NEI Meeting with Industry; Site VPs/Licensing Managers - West
2/10 NEI/Public Meeting: coordinated with OE
2/11 NEI Task Force Briefing of NSIAC
2/17 R-II Resident Meeting
2/18 R-IV Resident Counterpart Meeting
2/23 Public Comment Period ends
2/24 NEI/Public Meeting
TBA - Regional Meetings (coincide with PPRs to describe new process)

March 1999

3/3-5 Regulatory Information Conference (introduce concepts)
3/11 NEI/Public Meeting
3/12 Executive Forum Mtg.- Videoconference
3/15 Change Coalition Mtg.- Videoconference
3/15 Pre-Brief Commission Mtg.
3/24 NEI/Public Meeting
3/24-25 Meeting R-3 (SC,FG,MJ,AM)
3/26 Commission Meeting
3/26 Draft IP and IMC 0610 & PIM Guidance for Pilot use issued for comment (made available to the public)
3/31 All NRR staff briefing (SC)

April 1999

4/6-8 Briefing for American Power Conference (Frank Gillespie presenter)
4/6 All employee briefing
4/7 NEI Mtg. Public meeting
4/7 Train the Trainer Session NEI/NRC
4/8 Meeting R-1 (SC,AM,BD,FG)
4/12-15 PI Workshop (R-3) public meeting

4/14 Meet with DRP in NRR all staff (AM)
4/15 Change Coalition Senior Management Meet R-3
4/19 Meeting R-4 (AM/WD/SS)
4/22 NEI Public meeting
4/22 Meeting CIO management
26-30 Baseline Inspector Workshop (R-2) NRC

May 1999

5/4 DRP Management Meet (WD)
5/5 Counterpart Meeting R-1 (TF)
5/6 NEI meeting Fire Protection
5/6 Workshop Presenter Meeting
5/6 Meeting Safeguards Staff
5/10 Human Factor Staff Briefing
5/11 Brief with O-ADM staff/management (AS, MJ)
5/11 Change Coalition Senior Management Meet
5/12 NEI Public Meeting
5/12 ACNW Meeting Briefing - (FG)
5/12 Train the Trainer Public Meeting
5/17-20 Pilot Workshop - Public Meeting at R-1
5/24-25 Managing Change Class Open to TTF/CC
5/26 NEI Public Meeting

June 1999

6/1 Pilot Begins

6/1-3 Region 3 Insp. Meeting (SC)
6/6-10 ANS Conference presentation (tentative)
6/8 Public Meeting Pilot Quad Cities
6/9 NEI Public Meeting
6/14 Public Meeting Pilot Prairie Island
6/17 Public Meeting Pilot Plant Ft.Calhoun - Nebraska
6/22 Public Meeting Pilot Plant Cooper - Nebraska
6/21-24 Training in Region 4 Baseline Insp.
6/28 Public Meeting Pilot Sequoyah
6/29 Public Meeting Pilot Salem/Hope Creek
6/23 NEA Tentative
6/30 NEI Public Meeting (Tentative)

July 1999

7/12 Present at MIT Course (Gillespie)
7/15-30 Conduct Regional Meetings with States on details of new process

September 1999

Brief commission TAs on Progress (TBD)

October 1999

10/11-25 (TBD) conduct joint NRC/Industry 2 day
Workshop (NRC/NEI)
Issue a Press Release regarding the Workshop

November 1999

Begin NRC Training session for inspectors

December 1999

Training Sessions for NRC inspectors continue
Brief Commission TA's