

50-250/251



UNITED STATES
NUCLEAR REGULATORY COMMISSION

WASHINGTON, D.C. 20555-0001

October 6, 1999

Mr. Thomas F. Plunkett
President - Nuclear Division
Florida Power and Light Company
P.O. Box 14000
Juno Beach, Florida 33408-0420

SUBJECT: TURKEY POINT PLANT, UNITS 3 AND 4 - ISSUANCE OF AMENDMENTS
REGARDING RELOCATION OF ITEMS FROM THE ADMINISTRATIVE
CONTROLS SECTION OF THE TECHNICAL SPECIFICATIONS
(TAC NOS. MA4964 AND MA4965)

Dear Mr. Plunkett:

The U.S. Nuclear Regulatory Commission (NRC or Commission) has issued the enclosed Amendment No. 201 to Facility Operating License No. DPR-31 and Amendment No. 195 to Facility Operating License No. DPR-41 for Turkey Point Plant, Units 3 and 4, respectively. The amendments consist of changes to the Technical Specifications (TS) in response to your application dated March 8, 1999.

The amendments revise TS Section 6.0, Administrative Controls, by removing requirements that are adequately controlled by existing regulations other than 10 CFR 50.36 and the TS. The amendments also relocate selected requirements from TS Section 6.0 to licensee-controlled documents or programs (e.g., the Updated Final Safety Analysis Report or the Quality Assurance Plan). Guidance on the changes was developed by the U.S. Nuclear Regulatory Commission and provided in the Standard Technical Specifications for Westinghouse Plants, NUREG-1431, and Administrative Letter 95-06, "Relocation of Technical Specification Administrative Controls Related to Quality Assurance," issued on December 12, 1995.

The amendments reduce unnecessary regulatory burden and will result in more efficient use of NRC and Florida Power and Light Company (FPL) resources. This clearly demonstrates FPL's management involvement in the planning of licensing actions that can result in savings without reduction in safety. The submittal was of good quality such that there was no need to request additional information.

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A copy of our Safety Evaluation is also enclosed. The notice of issuance will be included in the Commission's biweekly Federal Register notice.

Sincerely,
ORIGINAL SIGNED BY:
Kahtan N. Jabbour, Senior Project Manager, Section 2
Project Directorate II
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Docket Nos. 50-250 and 50-251

- Enclosures: 1. Amendment No. 201 to DPR-31
- 2. Amendment No. 195 to DPR-41
- 3. Safety Evaluation

cc w/encl: See next page

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Comments addressed KNS

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Thomas F. Plunkett

- 2 -

October 6, 1999

A copy of our Safety Evaluation is also enclosed. The notice of issuance will be included in the Commission's biweekly Federal Register notice.

Sincerely,



Kahtan N. Jabbour, Senior Project Manager, Section 2
Project Directorate II
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Docket Nos. 50-250 and 50-251

Enclosures: 1. Amendment No. 201 to DPR-31
2. Amendment No. 195 to DPR-41
3. Safety Evaluation

cc w/encl: See next page



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D. C. 20555

FLORIDA POWER AND LIGHT COMPANY

DOCKET NO. 50-250

TURKEY POINT PLANT UNIT NO. 3

AMENDMENT TO FACILITY OPERATING LICENSE

Amendment No. 201
License No. DPR-31

1. The Nuclear Regulatory Commission (the Commission) has found that:
 - A. The application for amendment by Florida Power and Light Company (the licensee) dated March 8, 1999, complies with the standards and requirements of the Atomic Energy Act of 1954, as amended (the Act) and the Commission's rules and regulations set forth in 10 CFR Chapter I;
 - B. The facility will operate in conformity with the application, the provisions of the Act, and the rules and regulations of the Commission;
 - C. There is reasonable assurance (i) that the activities authorized by this amendment can be conducted without endangering the health and safety of the public, and (ii) that such activities will be conducted in compliance with the Commission's regulations;
 - D. The issuance of this amendment will not be inimical to the common defense and security or to the health and safety of the public; and
 - E. The issuance of this amendment is in accordance with 10 CFR Part 51 of the Commission's regulations and all applicable requirements have been satisfied.

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2. Accordingly, the license is amended by changes to the Technical Specifications as indicated in the attachment to this license amendment, and paragraph 3.B of Facility Operating License No. DPR-31 is hereby amended to read as follows:

2. Technical Specifications and Environmental Protection Plan

The Technical Specifications contained in Appendix A, as revised through Amendment No. 201, are hereby incorporated in the license. The licensee shall operate the facility in accordance with the Technical Specifications and the Environmental Protection Plan.

3. This license amendment is effective as of its date of issuance and shall be implemented within 90 days. In addition, the licensee shall include the relocated information in the Updated Final Safety Analysis Report submitted to the NRC, pursuant to 10 CFR 50.71(e), as was described in the licensee's application dated March 8, 1999, and evaluated in the staff's safety evaluation attached to this amendment.

FOR THE NUCLEAR REGULATORY COMMISSION



Sheri R. Peterson, Chief, Section 2
Project Directorate II
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Attachment:
Changes to the Technical
Specifications

Date of Issuance: October 6, 1999



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D. C. 20555

FLORIDA POWER AND LIGHT COMPANY

DOCKET NO. 50-251

TURKEY POINT PLANT UNIT NO. 4

AMENDMENT TO FACILITY OPERATING LICENSE

Amendment No. 195
License No. DPR-41

1. The Nuclear Regulatory Commission (the Commission) has found that:
 - A. The application for amendment by Florida Power and Light Company (the licensee) dated March 8, 1999, complies with the standards and requirements of the Atomic Energy Act of 1954, as amended (the Act) and the Commission's rules and regulations set forth in 10 CFR Chapter I;
 - B. The facility will operate in conformity with the application, the provisions of the Act, and the rules and regulations of the Commission;
 - C. There is reasonable assurance (i) that the activities authorized by this amendment can be conducted without endangering the health and safety of the public, and (ii) that such activities will be conducted in compliance with the Commission's regulations;
 - D. The issuance of this amendment will not be inimical to the common defense and security or to the health and safety of the public; and
 - E. The issuance of this amendment is in accordance with 10 CFR Part 51 of the Commission's regulations and all applicable requirements have been satisfied.

2. Accordingly, the license is amended by changes to the Technical Specifications as indicated in the attachment to this license amendment, and paragraph 3.B of Facility Operating License No. DPR-41 is hereby amended to read as follows:

2. Technical Specifications and Environmental Protection Plan

The Technical Specifications contained in Appendix A, as revised through Amendment No. 195 , are hereby incorporated in the license. The licensee shall operate the facility in accordance with the Technical Specifications and the Environmental Protection Plan.

4. This license amendment is effective as of its date of issuance and shall be implemented within 90 days. In addition, the licensee shall include the relocated information in the Updated Final Safety Analysis Report submitted to the NRC, pursuant to 10 CFR 50.71(e), as was described in the licensee's application dated March 8, 1999, and evaluated in the staff's safety evaluation attached to this amendment.

FOR THE NUCLEAR REGULATORY COMMISSION



Sheri R. Peterson, Chief, Section 2
Project Directorate II
Division of Licensing Project Management
Office of Nuclear Reactor Regulation

Attachment:
Changes to the Technical
Specifications

Date of Issuance: **October 6, 1999**

ATTACHMENT TO LICENSE AMENDMENT

AMENDMENT NO. 201 FACILITY OPERATING LICENSE NO. DPR-31

AMENDMENT NO.195 FACILITY OPERATING LICENSE NO. DPR-41

DOCKET NOS. 50-250 AND 50-251

Replace the following pages of the Appendix A Technical Specifications with the attached pages. The revised pages are identified by amendment number and contain marginal lines indicating the area of change.

Remove pages

xxii through xxiv

6-2 through 6-5

6-5a

6-6 through 6-14

6-17 through 6-18

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ADMINISTRATIVE CONTROLS

PLANT STAFF

- 6.2.2 The plant organization shall be subject to the following:
- a. Each on-duty shift shall be composed of at least the minimum shift crew composition shown in Table 6.2-1;
 - b. At least one licensed Operator shall be in the control room when fuel is in either reactor.
 - c. At least two licensed Operators shall be present in the control room during reactor startup, scheduled reactor shutdown and during recovery from reactor trips. In addition, while either unit is in MODE 1, 2, 3, or 4, at least one licensed Senior Operator shall be in the control room;
 - d. A Health Physics Technician* shall be on site when fuel is in the reactor;
 - e. All CORE ALTERATIONS shall be observed and directly supervised by either a licensed Senior Operator or licensed Senior Operator Limited to Fuel Handling who has no other concurrent responsibilities during this operation; and
 - f. DELETED
 - h. The Operations Supervisor shall hold a Senior Reactor Operator License.
 - i. The Operations Manager shall either:
 1. hold or have held a Senior Reactor Operator License on the Turkey Point Plant; or,
 2. have held a Senior Reactor Operator License on a similar plant (i.e., another pressurized water reactor); or
 3. have completed the Turkey Point Plant Senior Management Operations Training Course. (i.e., certified at an appropriate simulator for equivalent senior operator knowledge level.)

*The Health Physics Technician composition may be less than the minimum requirements for a period of time not to exceed 2 hours, in order to accommodate unexpected absence, provided immediate action is taken to fill the required positions.

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ADMINISTRATIVE CONTROLS

TABLE 6.2-1
MINIMUM SHIFT CREW COMPOSITION

POSITION	NUMBER OF INDIVIDUALS REQUIRED TO FILL POSITION		
	BOTH UNITS IN MODE 1, 2, 3, or 4	BOTH UNITS IN MODE 5 or 6 OR DEFUELED	ONE UNIT IN MODE 1, 2, 3, or 4 AND ONE UNIT IN MODE 5 or 6 or DEFUELED
NPS	1	1	1
SRO	1	none**	1
RO	3*	2*	3*
AO	3*	3*	3*
STA	1***	none	1***

- NPS - Nuclear Plant Supervisor with a Senior Operator license
- SRO - Individual with a Senior Operator license
- RO - Individual with an Operator license
- AO - Auxiliary Operator
- STA - Shift Technical Advisor

The shift crew composition may be one less than the minimum requirements of Table 6.2-1 for a period of time not to exceed 2 hours in order to accommodate unexpected absence of on-duty shift crew members provided immediate action is taken to restore the shift crew composition to within the minimum requirements of Table 6.2-1. This provision does not permit any shift crew position to be unmanned upon shift change due to an oncoming shift crewman being late or absent.

During any absence of the Nuclear Plant Supervisor from the control room while a unit is in MODE 1, 2, 3, or 4, an individual (other than the Shift Technical Advisor) with a valid Senior Operator license shall be designated to assume the control room command function. During any absence of the Nuclear Plant Supervisor from the control room while both units are in MODE 5 or 6, an individual with a valid Senior Operator license or Operator license shall be designated to assume the control room command function.

* At least one of the required individuals must be assigned to the designated position for each unit.

** At least one licensed Senior Operator or licensed Senior Operator Limited to Fuel Handling must be present during CORE ALTERATIONS on either unit, who has no other concurrent responsibilities.

***The STA position may be filled by the Nuclear Plant Supervisor or an individual with a Senior Operator license who meets the 1985 NRC Policy Statement on Engineering Expertise on Shift.

ADMINISTRATIVE CONTROLS

6.2.3 SHIFT TECHNICAL ADVISOR

6.2.3.1 The Shift Technical Advisor shall provide advisory technical support in the areas of thermal hydraulics, reactor engineering, and plant analysis with regard to the safe operation of the unit and the opposite unit. The Shift Technical Advisor shall have a bachelor's degree or equivalent in a scientific or engineering discipline and shall meet the qualifications specified by the 1985 NRC Policy Statement on Engineering Expertise on Shift.

6.3 FACILITY STAFF QUALIFICATIONS

6.3.1 Each member of the facility staff shall meet or exceed the minimum qualifications of ANSI N18.1-1971 for comparable positions, except for

6.3.1.1 The Health Physics Supervisor who shall meet or exceed the qualifications of Regulatory Guide 1.8, September 1975.

6.3.1.2 The Operations Manager whose requirement for a Senior Reactor Operator License is as stated in Specification 6.2.2.i.

6.3.1.3 The licensed Operators and Senior Operators who shall also meet or exceed the minimum qualifications of the supplemental requirements specified in 10 CFR Part 55, and ANSI 3.1, 1981.

6.3.1.4 The Multi-Discipline Supervisors who shall meet or exceed the following requirements:

- a. Education: Minimum of a high school diploma or equivalent
- b. Experience: Minimum of four years of related technical experience, which shall include three years power plant experience of which one year is at a nuclear power plant
- c. Training: Complete the Multi-Discipline Supervisor training program

6.3.2 When the Health Physics Supervisor does not meet the above requirements, compensatory action shall be taken which the Plant Nuclear Safety Committee determines and the NRC office of Nuclear Reactor Regulation concurs that the action meets the intent of Specification 6.3.1.

6.4 Deleted

6.5 Deleted

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ADMINISTRATIVE CONTROLS

6.6 DELETED

6.7 SAFETY LIMIT VIOLATION

6.7.1 The following actions shall be taken in the event a Safety Limit is violated:

- a. In accordance with 10 CFR 50.72, the NRC Operations Center, shall be notified by telephone as soon as practical and in all cases within one hour after the violation has been determined. The President-Nuclear Division, and the Company Nuclear Review Board (CNRB) shall be notified within 24 hours.
- b. A Licensee Event Report shall be prepared in accordance with 10 CFR 50.73.
- c. The License Event Report shall be submitted to the Commission in accordance with 10 CFR 50.73, and to the CNRB, and the President-Nuclear Division within 30 days after discovery of the event.
- d. Critical operation of the unit shall not be resumed until authorized by the Nuclear Regulatory Commission.

ADMINISTRATIVE CONTROLS

6.8 PROCEDURES AND PROGRAMS

6.8.1 Written procedures shall be established, implemented, and maintained covering the activities referenced below:

- a. The applicable procedures recommended in Appendix A of Regulatory Guide 1.33, Revision 2, February 1978, Sections 5.1 and 5.3 of ANSI N18.7-1972;
- b. The emergency operating procedures required to implement the requirements of NUREG-0737 and Supplement 1 to NUREG-0737 as stated in Generic Letter No. 82-33;
- c. PROCESS CONTROL PROGRAM implementation;
- d. OFFSITE DOSE CALCULATION MANUAL implementation;
- e. Quality Control Program for effluent monitoring using the guidance in Regulatory Guide 1.21, Revision 1, June 1974;
- f. Facility Fire Protection Program;
- g. Quality Control Program for environmental monitoring using the guidance in Regulatory Guide 4.1, Revision 1, April 1975; and
- h. Diesel Fuel Oil Testing Program implementation.

6.8.2 Deleted

6.8.3 Deleted

ADMINISTRATIVE CONTROLS

PROCEDURES AND PROGRAMS (Continued)

6.8.4 The following programs shall be established, implemented, and maintained:

a. Primary Coolant Sources Outside Containment

A program to reduce leakage from those portions of systems outside containment that could contain highly radioactive fluids during a serious transient or accident to as low as practical levels. The systems include the Safety Injection System, Chemical and Volume Control System, and the Containment Spray System. The program shall include the following:

- (1) Preventive maintenance and periodic visual inspection requirements, and
- (2) Integrated leak test requirements for each system at refueling cycle intervals or less.

b. DELETED

c. Secondary Water Chemistry

A program for monitoring of secondary water chemistry to inhibit steam generator tube degradation. This program shall include:

- (1) Identification of a sampling schedule for the critical variables and control points for these variables,
- (2) Identification of the procedures used to measure the values of the critical variables,

ADMINISTRATIVE CONTROLS

PROCEDURES AND PROGRAMS (Continued)

9. Limitations on the annual and quarterly doses to a member of the public from iodine-131, iodine-133, tritium, and all radionuclides in particulate form with half lives greater than 8 days in gaseous effluents released from each unit to areas beyond the site boundary, conforming to 10 CFR 50, Appendix I;
10. Limitations on the annual dose or dose commitment to any member of the public due to releases of radioactivity and to radiation from uranium fuel cycle sources, conforming to 40 CFR 190.

g. Deleted

h. Containment Leakage Rate Testing Program

A program shall be established to implement the leakage rate testing of the containment as required by 10 CFR 50.54(o) and 10 CFR 50, Appendix J, Option B, and as modified by approved exemptions. This program shall be in accordance with the guidelines contained in Regulatory Guide 1.163, "Performance-Based Containment Leak-Test Program," dated September 1995, as modified by the following deviations or exemptions:

- 1) Type A tests will be performed either in accordance with Bechtel Topical Report BN-TOP-1, Revision 1, dated November 1, 1972, or the guidelines of Regulatory Guide 1.163.
- 2) A vacuum test will be performed in lieu of a pressure test for airlock door seals at the required intervals (Amendment Nos. 73 and 77, issued by NRC November 11, 1981).

The peak calculated containment interval pressure for the design basis loss of coolant accident, P_a , is 49.9 psig.

The maximum allowable containment leakage rate, L_a , at P_a , shall be 0.25% of containment air weight per day.

Leakage Rate acceptance criteria are:

- 1) The As-found containment leakage rate acceptance criterion is $\leq 1.0 L_a$. Prior to increasing primary coolant temperature above 200°F following testing in accordance with this program or restoration from exceeding 1.0 L_a , the As-left leakage rate acceptance criterion is $\leq 0.75 L_a$, for Type A test.
- 2) The combined leakage rate for all penetrations subject to Type B or Type C testing is as follows:
 - The combined As-left leakage rates determined on a maximum pathway leakage rate basis for all penetrations shall be verified to be less than 0.60 L_a , prior to increasing primary coolant temperature above 200°F following an outage or shutdown that included Type B and Type C testing only.
 - The As-found leakage rates, determined on a minimum pathway leakage rate basis, for all newly tested penetrations when summed with the As-left minimum pathway leakage rate leakage rates for all other penetrations

ADMINISTRATIVE CONTROLS

PROCEDURES AND PROGRAMS (Continued)

shall be less than $0.6 L_a$, at all times when containment integrity is required.

- 3) Overall air lock leakage acceptance criteria is $\leq 0.05 L_a$, when pressurized to P_a .

The provisions of Specification 4.0.2 do not apply to the test frequencies contained within the Containment Leakage Rate Testing Program.

6.8.5 Administrative procedures shall be developed and implemented to limit the working hours of plant staff who perform safety-related functions, e.g. licensed Senior Operators, licensed Operators, health physicists, auxiliary operators, and key maintenance personnel. The procedures shall include guidelines on working hours that ensure that adequate shift coverage is maintained without routine heavy use of overtime for individuals.

Any deviation from the working hour guidelines shall be authorized by the applicable department manager or higher levels of management, in accordance with established procedures and with documentation of the basis for granting the deviation. Controls shall be included in the procedures such that individual overtime shall be reviewed monthly by the Plant General Manager or his designee to assure that excessive hours have not been assigned. Routine deviation from the working hour guidelines shall not be authorized.

6.9 REPORTING REQUIREMENTS

ROUTINE REPORTS

6.9.1 In addition to the applicable reporting requirements of Title 10, Code of Federal Regulations, the following reports shall be submitted to the U.S. Nuclear Regulatory Commission, Document Control Desk, Washington, DC pursuant to 10 CFR 50.4.

STARTUP REPORT

6.9.1.1 A summary report of plant startup and power escalation testing shall be submitted following: (1) receipt of an Operating License, (2) amendment to the license involving a planned increase in power level, (3) installation of fuel that has a different design or has been manufactured by a different fuel supplier, and (4) modifications that may have significantly altered the nuclear, thermal, or hydraulic performance of the unit.

ADMINISTRATIVE CONTROLS

6.10 DELETED

6.11 DELETED

6.12 HIGH RADIATION AREA

6.12.1 Pursuant to paragraph 20.1601(c) of 10 CFR Part 20, in lieu of the "control device" or "alarm signal" required by paragraph 20.1601(a), each high radiation area, as defined in 10 CFR Part 20, in which the intensity of radiation is greater than 100 mrem/hr but equal to or less than 1000 mrem/hr at 30 cm (12 in.) from the radiation source or from any surface which the radiation penetrates shall be barricaded and conspicuously posted as a high radiation area and entrance thereto shall be controlled by requiring issuance of a Radiation Work Permit (RWP). Individuals qualified in radiation protection procedures (e.g., Health Physics Technician) or personnel continuously escorted by such individuals may be exempt from the RWP issuance requirement during the performance of their assigned duties in high radiation areas with exposure rates equal to or less than 1000 mrem/hr, provided they are otherwise following plant radiation protection procedures for entry into such high radiation areas.

Any individual or group of individuals permitted to enter such areas shall be provided with or accompanied by one or more of the following:

- a. A radiation monitoring device which continuously indicates the radiation dose rate in the area; or
- b. A radiation monitoring device which continuously integrates the radiation dose rate in the area and alarms when a preset integrated dose is received. Entry into such areas with this monitoring device may be made after the dose rate levels in the area have been established and personnel have been made knowledgeable of them; or
- c. An individual qualified in radiation protection procedures with a radiation dose rate monitoring device, who is responsible for providing positive control over the activities within the area and shall perform periodic radiation surveillance at the frequency specified by the Health Physics Shift Supervisor in the RWP.

6.12.2 In addition to the requirements of Specification 6.12.1, areas accessible to personnel with radiation levels greater than 1000 mrem/hr at 30 cm (12 in.) and less than 500 rads/hr at 1 meter from the radiation source or from any surface which the radiation penetrates shall be provided with locked doors to prevent unauthorized entry, and the keys shall be maintained under the administrative control of the shift supervisor on duty and/or health physics supervision. Doors shall remain locked except during periods of access by personnel under an approved RWP which shall specify the dose rate levels in the immediate work areas and the maximum allowable stay time for individuals in that area. In lieu of the stay time specification of the RWP, direct or remote (such as closed circuit TV cameras) continuous surveillance may be made by personnel qualified in radiation protection procedures to provide positive exposure control over the activities being performed within the area.

ADMINISTRATIVE CONTROLS

For individual high radiation areas accessible to personnel with radiation levels of greater than 1000 mrem/hr and less than 500 rads/hr that are located within large areas, such as PWR containment, where no enclosure exists for purposes of locking, and where no enclosure can be reasonably constructed around the individual area, that individual area shall be barricaded, conspicuously posted, and a flashing light shall be activated as a warning device.

6.13 DELETED

ADMINISTRATIVE CONTROLS

6.14 OFFSITE DOSE CALCULATION MANUAL (ODCM)

6.14.1 The ODCM shall contain the following:

- a. The methodology and parameters used in the calculation of offsite doses resulting from radioactive gaseous and liquid effluents, in the calculation of gaseous and liquid effluent monitoring alarm and trip setpoints, and in the conduct of the Radiological Environmental Monitoring Program; and
- b. The radioactive effluent controls and radiological environmental monitoring activities, and descriptions of the information that should be included in the Annual Radiological Environmental Operating, and Annual Radioactive Effluent Release Reports required by Specification 6.9.1.3 and Specification 6.9.1.4.

6.14.2 Licensee initiated changes to the ODCM:

- a. Shall be documented and records of reviews performed shall be retained. This documentation shall contain:
 1. Sufficient information to support the change(s) together with the appropriate analyses or evaluations justifying the change(s), and
 2. A determination that the change(s) maintain the levels of radioactive effluent control required by 10 CFR 20.1302, 40 CFR 190, 10 CFR 50.36a, and Appendix I to 10 CFR 50, and not adversely impact the accuracy or reliability of effluent, dose, or setpoint calculations.
- b. Shall become effective after approval of the Plant General Manager; and
- c. Shall be submitted to the NRC in the form of a complete, legible copy of the entire ODCM as a part of or concurrent with the Annual Radioactive Effluent Release Report for the period of the report in which any change in the ODCM was made. Each change shall be identified by markings in the margin of the affected pages, clearly indicating the area of the page that was changed, and shall indicate the date (i.e., month and year) the change was implemented.

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UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D.C. 20555-0001

SAFETY EVALUATION BY THE OFFICE OF NUCLEAR REACTOR REGULATION
RELATED TO AMENDMENT NO. 201 TO FACILITY OPERATING LICENSES NO. DPR-31
AND AMENDMENT NO. 195 TO FACILITY OPERATING LICENSES NO. DPR-41

FLORIDA POWER AND LIGHT COMPANY

TURKEY POINT PLANT, UNITS 3 AND 4

DOCKET NOS. 50-250 AND 50-251

1.0 INTRODUCTION

By letter dated March 8, 1999, Florida Power and Light Company (FPL or the licensee) requested amendments to the Technical Specifications (TS) appended to Facility Operating Licenses DPR-31 and DPR-41 for Turkey Point Plant, Units 3 and 4. The proposed amendments would revise TS Section 6.0, Administrative Controls, by removing requirements that are adequately controlled by existing regulations other than Title 10, Code of Federal Regulations, (10 CFR), Section 50.36, and the TS. The amendments would also relocate selected requirements from TS Section 6.0 to licensee-controlled documents or programs (e.g., the updated final safety analysis report (UFSAR) or the quality assurance plan). Guidance on the proposed changes was developed by the U.S. Nuclear Regulatory Commission (NRC or Commission) and provided in the Standard Technical Specifications (STS) for Westinghouse Plants, NUREG-1431, and Administrative Letter 95-06, "Relocation of Technical Specification Administrative Controls Related to Quality Assurance," issued on December 12, 1995.

2.0 BACKGROUND

Section 182a of the Atomic Energy Act requires applicants for nuclear power plant operating licenses to propose technical specifications to be included as part of the license. The Commission's regulatory requirements related to the content of TS are set forth in 10 CFR 50.36. That regulation requires that the TS include items in five specific categories, including (1) safety limits, limiting safety system settings and limiting control settings; (2) limiting conditions for operation (LCOs); (3) surveillance requirements; (4) design features; and (5) administrative controls. However, the regulation does not specify the particular requirements to be included in a plant's TS.

The Commission has adopted amendments to 10 CFR 50.36 (Final Rule, "Technical Specifications," 60 FR 36593 (July 19, 1995)), which revised the rule to codify and incorporate four criteria to be used in determining whether a particular matter is required to be included in an LCO. While the criteria specifically apply to LCOs, in adopting the revision to the rule, the Commission noted that the staff also had used the intent of these criteria to identify the optimum set of administrative controls in the TS (60 FR 36957).

Title 10, Code of Federal Regulations, Section 50.36 states that Administrative Controls "are the provisions relating to organization and management, procedures, recordkeeping, review and audit, and reporting necessary to assure operation of the facility in a safe manner." The specific content of the administrative controls section of the TS is, therefore, that information that the Commission deems essential for the safe operation of the facility that is not already adequately covered by other regulations. Accordingly, the staff has determined that requirements that are not specifically required under 10 CFR 50.36(c)(5) and that are not otherwise necessary for operation of the facility in a safe manner, can be removed from administrative controls.

3.0 EVALUATION

The following discussions detail the NRC staff's conclusions regarding the removal or relocation of selected administrative controls from the Turkey Point TS. Most of the changes were reviewed in accordance with the guidance provided in the Standard TS, NUREG-1431. In addition, these changes were reviewed in accordance with the guidance provided in Administrative Letter 95-06, "Relocation of Technical Specification Administrative Controls Related to Quality Assurance," issued on December 12, 1995.

The licensee submitted a revision to the TS index with the proposed changes. The changes to the index are administrative in nature and are acceptable.

In approving the proposed action, the staff relied upon FPL's commitment to relocate the selected requirements from TS Section 6.0 into certain licensee-controlled documents within 90 days from the date of these amendments, as described in FPL's application dated March 8, 1999, and evaluated in this safety evaluation. The information related to the commitment that FPL agreed to and provided in the March 8, 1999, letter is incorporated in the paragraphs of the amendments that describe the changes and the implementation of the amendments.

a. Administrative Controls on Plant Staff Working Hours (TS 6.2.2.f)

The licensee has proposed that the requirement for administrative controls on working hours of plant staff in TS 6.2.2.f be replaced with a general requirement for a procedure to establish and maintain working hour limits.

On February 18, 1982, the NRC published the "Policy on Factors Causing Fatigue of Operating Personnel at Nuclear Reactors" (47 FR 23836). In June 1982, the NRC revised the policy and subsequently disseminated the revision in Generic Letter (GL) 82-12, "Nuclear Power Plant Staff Working Hours," which recommended that licensees incorporate specific working hour limits in the TS to minimize the potential for personnel errors resulting from fatigue. The staff subsequently determined that few events at U.S. nuclear plants have been attributed to inadequate control of working hours, and that licensees can adequately control working hours with administrative procedures. This approach is consistent with Action Item I.A.1.3.1, "Limit Overtime," of NUREG-0737, "Clarification of TMI [Three Mile Island] Action Plan Requirements."

This change from specific working hour limits to administrative procedures to control working hours will provide reasonable assurance that impaired performance caused by excessive working hours will not jeopardize safe plant operation. Specific working hour limits are not

otherwise required to be in the TS under 10 CFR 50.36(c)(5) and are not important to the detection, prevention, or mitigation of an event. The staff concludes that the specific controls for working hours of reactor plant staff can be described in a licensee procedure that requires a deliberate decision-making process to minimize the potential for impaired personnel performance, and that the licensee's established procedure control processes will provide sufficient control for changes to that procedure. Therefore, the staff finds that this change to TS 6.2.2.f is acceptable.

The proposed change to relocate the remaining TS on administrative controls of working hours from TS 6.2.2.f to TS 6.8.5 is acceptable. TS 6.8.5 would then read as follows:

Administrative procedures shall be developed and implemented to limit the working hours of plant staff who perform safety-related functions, e.g., licensed Senior Operators, licensed Operators, health physicists, auxiliary operators, and key maintenance personnel. The procedures shall include guidelines on working hours that ensure that adequate shift coverage is maintained without routine heavy use of overtime for individuals.

Any deviation from the working hour guidelines shall be authorized by the applicable department manager or higher levels of management, in accordance with established procedures and with documentation of the basis for granting the deviation. Controls shall be included in the procedures such that individual overtime shall be reviewed monthly by the Plant General Manager or his designee to assure that excessive hours have not been assigned. Routine deviation from the working hour guidelines shall not be authorized.

The staff notes that the proposed TS amendment specifies that deviations from the guidelines shall be authorized by the applicable department manager or higher levels of management. Whereas the proposed wording differs from the Commission's policy that deviations shall be authorized by the plant manager, his deputy, or higher levels of management, the staff considers the proposed wording to be consistent with the intent of the policy to provide review by a high level of management. Turkey Point procedure requires that variation from specific working hour limits be authorized by the Site Vice President or his designee.

b. SHIFT TECHNICAL ADVISOR (STA) (TS Table 6.2-1 and TS 6.2.3)

FPL proposes to combine one of the required on-shift senior reactor operator (SRO) positions with the STA position into a "dual role" (SRO/STA) position in accordance with the recommendation of the NRC Policy Statement on Engineering Expertise on Shift, (50 FR 43621 issued on October 28, 1985) which was provided to licensees by NRC GL 86-04, "Policy Statement on Engineering Expertise on Shift," dated February 13, 1986.

The proposed TS changes to adopt a dual role SRO/STA would have no effect on the required minimum shift crew composition. The dual-role SRO/STA position option recommended by the NRC Policy Statement on Engineering Expertise on Shift combines one of the required SRO positions and the STA position. Therefore, use of the dual-role SRO/STA position option will not result in the need to assign an additional SRO to meet minimum shift staffing requirements.

The NRC Policy Statement specifically states that the number of shift personnel specified in 10 CFR 50.54(m)(2) and reflected in TS Table 6.2-1 is sufficient to allow the individual filling the dual-role SRO/STA position to provide both accident assessment expertise, and to analyze and respond to off-normal occurrences when needed. Therefore, the staff finds that this change is acceptable.

The proposed TS changes to combine SRO position with the STA position into a "dual role" SRO/STA position are as follows:

1. The footnote referred to by the triple asterisk in TS Table 6.2-1 will be modified to read:

The STA position may be filled by the Nuclear Plant Supervisor or an individual with a Senior Operator license who meets the 1985 NRC Policy Statement on Engineering Expertise on Shift.

2. The second sentence in TS 6.2.3 specifying the education requirement will be modified to read:

The shift Technical Advisor shall have a bachelor's degree or equivalent in a scientific or engineering discipline and shall meet the qualifications specified by the 1985 NRC Policy Statement on Engineering Experience on shift.

In addition the phrase "to the Nuclear Plant Supervisor" will be deleted from the first sentence in TS 6.2.3.

Based on its review, the staff finds that the above changes are acceptable.

c. Training (TS 6.4)

FPL proposed to delete the training requirements in TS 6.4 on the basis that they are adequately addressed by regulations such as 10 CFR 50.48, 10 CFR 50 Appendix R, and 10 CFR Part 55. The retained administrative controls in TS 6.2.2 and TS 6.3.1 on "Unit Staff Qualifications" provide adequate requirements to assure a competent operating staff.

Based on its review, the NRC staff concludes that the regulatory requirements in 10 CFR Part 55 provide sufficient controls for the training provisions and removing them from TS 6.4 is acceptable.

d. Review and Audit (TS 6.5)

FPL proposed that the review and audit function included in TS 6.5 be relocated without change to Chapter 12 of the UFSAR that implements 10 CFR Part 50, Appendix B.

The review and audit functions define an administrative framework to confirm that plant activities have been properly conducted in a safe manner. The reviews and audits serve also to provide a cohesive program that provides senior management with assessments of plant operation and recommends actions to improve nuclear safety and reliability. These review and

audit functions are adequately addressed by existing regulations and will be relocated to Chapter 12 of the UFSAR.

FPL will continue to implement Chapter 12 of the UFSAR in accordance with the requirements of 10 CFR Part 50, Appendix B, and commitments to American National Standards Institute (ANSI) N18.7-1972. Changes to Chapter 12 of the UFSAR will be controlled in accordance with 10 CFR 50.54(a).

The proposed changes would not eliminate or revise any of the current Plant Nuclear Safety Committee (PNSC) functions, Company Nuclear Review Board functions, or audit requirements described in the TS. The proposed TS changes would allow FPL to make changes to the review and audit functions in the future that do not involve a reduction in commitment without prior NRC approval in accordance with 10 CFR 50.54(a). Therefore, the staff concludes that the regulations provide sufficient control for the audit functions and frequencies, so that removing these requirements from the TS is acceptable.

The proposed TS changes are as follows:

1. TS 6.5 "REVIEW AND AUDIT" will be relocated without change to Chapter 12 of the UFSAR. This includes TS 6.5.1 "PLANT NUCLEAR SAFETY COMMITTEE (PNSC)," TS 6.5.2 "COMPANY NUCLEAR REVIEW BOARD (CNRB)," and TS 6.5.3 "TECHNICAL REVIEW AND CONTROL." PNSC review of changes to the Offsite Dose Calculation Manual continues to be required by the portion of TS 6.5.1 that is relocated without change to Chapter 12 of the UFSAR.
2. TS 6.7.1 is revised to reflect the spelling out of "CNRB" as "Company Nuclear Review Board (CNRB)" for its first time-use in the TS.
3. TS 6.14.2.b is revised to remove the phrase "the review and acceptance by the PNSC and." TS 6.14.2.b will then read, "Shall become effective after approval of the Plant General Manager; and."

Based on its review, the staff finds that the above changes are acceptable.

e. Reportable Event Action (TS 6.6)

FPL proposed that the requirement in TS 6.6.1.a, concerning the notification of the Commission of all reportable events, be deleted from the TS on the basis that this requirement is adequately addressed in 10 CFR 50.73.

In addition, FPL proposed to relocate TS 6.6.1.b, concerning the PNSC review of reportable event action requirement, to Chapter 12 of the UFSAR. This review requirement is redundant to the PNSC review responsibility currently listed as TS 6.5.1.6.f, which is also being relocated to the UFSAR as discussed above. Therefore, the staff concludes that these reporting requirements are sufficient and removing the duplicative reporting requirements from the TS is acceptable.

f. Procedures and Programs (TS 6.8)

FPL proposed to relocate, intact, the requirements of TS 6.8.2 and TS 6.8.3 for the review and approval process of changes to procedures (including temporary changes) to Chapter 12 of the UFSAR. This proposal is based on already existing regulatory requirements in 10 CFR Part 50, Appendix B, Criterion V and Criterion VI. Turkey Point Nuclear Plant has committed to follow ANSI N18.7-1972 as a means to comply with 10 CFR Part 50, Appendix B. ANSI N18.7-1972, Section 5.1.2 discusses procedure adherence. This section clearly states that procedures shall be followed, and the requirements for use of procedures shall be prescribed in writing. ANSI N18.7-1972, Section 5.4 describes the review and approval of procedures. This section further states that each procedure shall be reviewed and approved prior to initial use and periodically thereafter.

FPL proposes to continue to implement the requirements of 10 CFR Part 50, Appendix B, regarding administrative procedures without duplicating the procedure review and approval requirements in the TS, as provisions related to administrative procedures are not necessary in the TS to assure the safe operation of the plant. Additionally, FPL will continue to implement Chapter 12 of the UFSAR in accordance with the requirements of 10 CFR Part 50, Appendix B, which provides appropriate controls for the review and approval of procedure changes. Also, Turkey Point Nuclear Plant's commitment to ANSI N18.7-1972 is unaffected by relocating TS 6.8.2 and TS 6.8.3 requirements to Chapter 12 of the UFSAR.

Any changes to the review and approval process for administrative procedures in the future would be subject to review in accordance with 10 CFR 50.54(a), to ensure that the underlying purpose of the review and approval process for administrative procedures would be retained. The process also ensures that changes to the process would be documented and included in the UFSAR revisions that are submitted to the NRC as required by 10 CFR 50.71(e) and 10 CFR 50.54(a).

FPL will continue to implement a Quality Assurance Plan in accordance with the requirements of 10 CFR Part 50, Appendix B, which provides appropriate controls for the review and approval of procedure changes. The staff concludes that these regulatory requirements provide sufficient control of these provisions and relocating them intact from the TS to Chapter 12 of the UFSAR is acceptable. Future changes to the review and approval process for procedure changes can be adequately controlled under 10 CFR 50.54(a).

g. In-Plant Radiation Monitoring (TS 6.8.4.b)

FPL proposes to relocate the requirements in TS 6.8.4.b, "In-Plant Radiation Monitoring Program requirements," to Chapter 11 of the UFSAR.

The In-Plant Radiation Monitoring Program provides controls to ensure the capability to accurately determine the airborne iodine concentration in vital areas under accident conditions. However, the In-Plant Radiation Monitoring Program is not specifically required by 10 CFR 50.36(c)(5) and not otherwise necessary to be in the TS for the safe operation of the plant. Therefore, it can be relocated from the TS to the UFSAR.

The In-Plant Radiation Monitoring Program administrative control does not involve monitoring process variables that are initial conditions for a design-basis transient or accident, nor does it involve a primary success path to mitigate a design-basis accident. These provisions do not satisfy the criteria for inclusion in the TS. Therefore, these provisions can be relocated to the UFSAR, and 10 CFR 50.59 provides adequate control for future changes to the Program.

Based on its review, the staff concludes that these provisions may be relocated to the UFSAR, and that 10 CFR 50.59 provides adequate control for future changes to In-Plant Radiation Monitoring Program.

h. Radiological Environmental Monitoring Program (TS 6.8.4.g)

FPL proposed to relocate the requirements in existing TS 6.8.4.g related to the Radiological Environmental Monitoring Program to Chapter 11 of the UFSAR.

The Radiological Environmental Monitoring Program requires that procedures be prepared for monitoring the radiation and radionuclides in the environs of plants, consistent with the guidance specified in 10 CFR Part 50, Appendix I. The program is a redundant verification of the effectiveness of the effluent monitoring program contained in the Offsite Dose Calculation Manual (ODCM). With its relocation to the UFSAR, any changes to the Radiological Environmental Monitoring Program requirements would be subject to review in accordance with 10 CFR 50.59. This ensures that any future changes would be evaluated to confirm that they do not involve an unreviewed safety question. The process also ensures that the changes would be documented and included in a UFSAR revision and the Safety Evaluation Summary Reports that are submitted to the NRC pursuant to 10 CFR 50.71(e) and 10 CFR 50.59(b).

The staff concludes that the provisions of the TS for the Radiological Environmental Monitoring Program do not satisfy the criteria for TS content for inclusion elsewhere in the TS, nor are these provisions required to be in the TS under 10 CFR 50.36(c)(5). Therefore, the staff concludes that the requirements in 10 CFR 50.59, 10 CFR 20.1302, 40 CFR Part 190, and 10 CFR Part 50, Appendix I, provide sufficient control of these provisions and relocating them from the TS to the UFSAR is acceptable.

i. Record Retention (TS 6.10)

FPL proposed that the requirements for record retention in TS 6.10 be relocated to Chapter 12 of the UFSAR without any changes, because they are adequately addressed by 10 CFR Part 50, Appendix B.

The provisions in Chapter 12 of the UFSAR will implement the Commission's regulations pertaining to the maintenance of records related to activities affecting quality. The required controls related to record retention specified in various regulations and the provisions incorporated into the UFSAR are considered to be redundant to the requirements in the TS. The staff has determined that record retention requirements are adequately addressed by existing regulations and the related commitments. Based upon the relocation of the record retention provisions to Chapter 12 of the UFSAR, it is not necessary to include redundant or additional requirements in the TS administrative controls.

The staff concludes that the regulatory requirements under 10 CFR Part 50, Appendix B, provide sufficient control of the plant records, and sufficient regulatory controls exist for future changes to the program pursuant to 10 CFR 50.54(a). In addition, numerous other regulations such as 10 CFR Part 20, Subpart L, and 10 CFR 50.71 require the retention of certain records related to operation of the nuclear plant. The staff concludes that these regulatory requirements provide sufficient control of these recordkeeping provisions and relocating them intact from the TS to Chapter 12 of the UFSAR is acceptable.

To reflect the relocation of the record retention to the UFSAR, the following changes have to be made to TS 4.7.6.g and TS 6.14.2.a to remove the phrases "as required by Specification 6.10.3m" and "as required by Specification 6.10.3g" respectively. These changes are acceptable.

j. Radiation Protection Program (TS 6.11)

FPL proposed to relocate the requirements in TS 6.11, "Radiation Protection Program" to Chapter 11 of the UFSAR.

The existing TS for the Radiation Protection Program requires procedures to be prepared for personnel radiation protection consistent with the requirements of 10 CFR Part 20. The requirement for procedures to implement Part 20 is also contained in 10 CFR 20.1101(b). Periodic review of these procedures is addressed under 10 CFR 20.1101(c). With its relocation to the UFSAR, any changes to the Radiation Protection Program requirements would be subject to review in accordance with 10 CFR 50.59. This ensures that any future changes would be evaluated to confirm that they do not involve an unreviewed safety question. The process also ensures that any changes would be documented and included in a UFSAR revision and the Safety Evaluation Summary Reports that are submitted to the NRC pursuant to 10 CFR 50.71(e) and 10 CFR 50.59(b). The staff concludes that the provisions of the TS for the Radiation Protection Program do not satisfy the criteria for TS content for inclusion elsewhere in the TS, nor are these provisions required to be in the TS under 10 CFR 50.36(c)(5). Therefore, the requirements for the Radiation Protection Program do not have to be controlled by TS, changes to the Radiation Protection Program are adequately controlled by 10 CFR Part 20, 10 CFR 50.54, 10 CFR 50.59, and 10 CFR Part 50, Appendix B, and relocating them from the TS to the UFSAR is acceptable.

k. High Radiation Area (TS 6.12)

FPL proposed to clarify the description of a high radiation area in TS 6.12.1 by adding the words "greater than 100 mrem/hr but" before "equal to or less than." The new wording will describe an area as a high radiation area in which the intensity of radiation is greater than 100 mrem/hr but equal to or less than 1000 mrem/hr at 30 cm (12 inches) from the radiation source. Additionally, the last sentence starting with "Any individual or group" will be made a new paragraph. These changes are purely administrative in nature, to make TS 6.12 consistent with the description provided in the STS for Westinghouse Plants, NUREG-1431, dated April 1995.

Based on its review, the staff finds that these changes are acceptable.

l. Process Control Program (TS 6.13)

FPL proposed to relocate TS 6.13, "Process Control Program" (PCP) to Chapter 12 of the UFSAR. The PCP, which implements the requirements of 10 CFR Part 20, 10 CFR Part 61, and 10 CFR Part 71, is not specifically required by 10 CFR 50.36(c)(5). The approval and revision process of the PCP is adequately controlled under the 10 CFR Part 50, Appendix B, and changes to the program are controlled by 10 CFR 50.54(a).

The staff concludes that the regulatory requirements under 10 CFR Part 50, Appendix B, provide sufficient control of the PCP, and sufficient regulatory controls exist for future changes to the program pursuant to 10 CFR 50.54(a), such that removing these provisions from the TS is acceptable.

m. Offsite Dose Calculation Manual (ODCM) (TS 6.14)

FPL proposes to revise TS 6.14.2.a and 6.14.2.b to delete references to TS 6.10.3q and the PNSC, respectively. The revision is required to make TS 6.14 consistent with the deletion of TS 6.10 and 6.5.1, as discussed above.

Based on its review, the staff finds that the revision is acceptable

n. Summary

In summary, the existing TS requirements relating to administrative controls that have been deleted or relocated are not required to be in the TS under 10 CFR 50.36 or Section 182a of the Atomic Energy Act, are governed by other regulations such as 10 CFR Part 20, 10 CFR 50.4, 50.47, 50.48, 50.54, 50.55, 50.59, 50.71, 50.72, 50.73, Part 50 Appendix A, Part 50 Appendix B, Part 50 Appendix E, Part 50 Appendix I, Part 55, Part 73, or 40 CFR Part 190 and therefore are not necessary to the safe operation of the facility. Thus, the relocated provisions do not meet the intent of the four criteria described in the Commission's regulations in 10 CFR 50.36(c)(2). In addition, the staff finds that sufficient regulatory controls exist under 10 CFR 50.59 and 50.54(a) to control future changes to the relocated provisions. Accordingly, the staff has concluded that these requirements may be relocated from the TS to the above-specified documents. Finally, the staff concludes that the administrative control requirements remaining in the TS satisfy the license content specified in 10 CFR 50.36(c)(5).

4.0 STATE CONSULTATION

Based upon a letter dated March 8, 1991, from Mary E. Clark of the State of Florida, Department of Health and Rehabilitative Services, to Deborah A. Miller, Licensing Assistant, U.S. Nuclear Regulatory Commission, the State of Florida does not desire notification of issuance of license amendments.

5.0 ENVIRONMENTAL CONSIDERATION

These amendments involve changes in the recordkeeping, reporting, and administrative procedures requirements. Accordingly, these amendments meet the eligibility criteria for categorical exclusion set forth in 10CFR 51.22(c)(10). Pursuant to 10 CFR 51.22(b) no

environmental impact statement or environmental assessment need be prepared in connection with the issuance of the amendments.

6.0 CONCLUSION

Based on the staff evaluation in Section 3.0 above, the staff concludes that the proposed Technical Specification changes are acceptable.

The Commission has concluded, based on the considerations discussed above, that: (1) there is reasonable assurance that the health and safety of the public will not be endangered by operation in the proposed manner, (2) such activities will be conducted in compliance with the Commission's regulations, and (3) the issuance of the amendments will not be inimical to the common defense and security or to the health and safety of the public.

Principal Contributor: Kahtan N. Jabbour, NRR

Date: October 6, 1999

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