December 30, 1986

Docket No. 50-305

Mr. D. C. Hintz
Manager - Nuclear Power
Wisconsin Public Service Corp.
P.O. Box 19002
Green Bay, Wisconsin 54037-9002

Dear Mr. Hintz:

By letter dated May 1, 1986, the Wisconsin Public Service Corporation submitted Proposed Amendment No. 73 to the Kewaunee Nuclear Power Plant Technical Specifications (TS) pertaining to the inspection and testing program for snubbers.

The NRC staff has reviewed your proposal. We have concluded, in our enclosed Safety Evaluation, that major portions of the proposed Technical Specification changes are not acceptable. Therefore, we are denying this amendment request. This letter completes our review of TAC No. 61458. Should you subsequently decide to request amendment of your snubber TS, we will open a new review and it will require submittal of a fee under 10 CFR Part 170.

The Notice of Denial is being forwarded to the Office of the Federal Register for publication. A copy of the Notice of Denial is enclosed.

Sincerely,

/S/

Morton B. Fairtile, Project Manager
Project Directorate #1
Division of PWR Licensing-A

Enclosures:
1. Safety Evaluation
2. Notice of Denial

cc's: See Next Page

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ENCLOSURE 1

SAFETY EVALUATION REPORT
ON PROPOSED AMENDMENT NO. 73 TO TECHNICAL SPECIFICATIONS

WISCONSIN PUBLIC SERVICE CORPORATION
KEWAUNEE NUCLEAR POWER PLANT
DOCKET NO. 50-305

MATERIALS ENGINEERING SECTION
ENGINEERING BRANCH
DIVISION OF PWR LICENSING-A

BACKGROUND

By letter dated May 1, 1986, Wisconsin Public Service Corporation (the licensee) submitted Proposed Amendment No. 73 to the Kewaunee Nuclear Power Plant (KNPP) Technical Specifications pertaining to the inspection and testing program for snubbers. The proposed amendment deletes the specific snubber testing and surveillance requirements detailed in Section 4.14 of the Technical Specifications, revises the associated Limiting Conditions for Operation (LCO) specified in Section 3.14, and includes appropriate snubbers in the inservice inspection (ISI) plan. The second ten-year ISI plan at Kewaunee is based on the 1980 Edition through Winter 1981 Addenda of Section XI of the ASME Code. This report provides an evaluation of the licensee's proposed Technical Specifications changes and the staff's bases for granting or denying the proposed changes pursuant to 10 CFR 50.55a(g). There are eight (8) proposed changes and they are evaluated below. References to the Standard Technical Specifications in this report are for discussion only and not intended to be requirements.

EVALUATION OF TECHNICAL SPECIFICATIONS CHANGES

1. Table of Contents, Page TS ii and TS iii

Description of Proposed Change

This change removes the title of Section 4.14, "Testing and Surveillance of Shock Suppressors", from the Table of Contents, and changes the title of Section 3.14 from "Shock Suppressors (snubbers)" to "Snubbers".

Licensee's Safety Evaluation

This is an administrative change to the Table of Contents and reflects changes made by this proposed amendment. There are no safety concerns.

Staff Evaluation and Conclusions

The Table of Contents is to be revised to reflect the changes made by this proposed amendment. Since the proposal to delete Section 4.14 will be denied (see proposed change no. 8 below), the title of Section 4.14 may not be removed. The proposal to change the title of Section 3.14 to "Snubbers" is consistent with the Standard Technical Specifications and Section XI, and may be granted. However, the change from shock suppressors to snubbers must be made consistently throughout the affected sections of the Technical Specifications.

2. Technical Specification 3.14, Page TS 3.14-1

Description of Proposed Change

This change categorizes snubbers that will be subject to the Limiting Conditions for Operation of Section 3.14 as Code Class 1, 2, or 3 component snubbers instead of "safety related" or "related to plant safety". This change also removes the requirement that all safety related snubbers must be operable before the reactor is made critical. Snubbers that support Code Class 1, 2, or 3 components will be required to be operable during plant modes which require the corresponding Code Class 1, 2, or 3 components to be operable. Also, the words "shock suppressors" have been changed to "snubbers" throughout Section 3.14.

Licensee's Safety Evaluation

The changes to Section 3.14 will:

1. Categorize snubbers that are subject to the Limiting Conditions for Operation of Section 3.14 as Code Class 1, 2, or 3 component snubbers, instead of "safety related" or "related to plant safety".

2. Require snubbers that support Code Class 1, 2, and 3 components to be operable during plant modes that require the corresponding Code Class 1, 2, or 3 components to be operable.

3. Change the words "shock suppressors" to "snubbers" throughout Section 3.14.

Categorizing snubbers subject to the Limiting Conditions for Operation of Section 3.14 as Code Class 1, 2, or 3 component snubbers provides consistency with the requirements of 10 CFR 50.55a(g)(4). 10 CFR 50.55a(g)(4) requires that all Code Class 1, 2, and 3 component snubbers shall be included in KNPP's ISI Plan and shall be inspected and tested in accordance with the ASME Code with applicable Addenda. Since Code Class 1, 2, and 3 component snubbers will be included in KNPP's ISI Plan, it is appropriate to subject these snubbers to the Limiting Conditions for Operation requirements of Section 3.14. This change is consistent with the requirements of 10 CFR 50.55a(g)(4) and does not represent a safety concern.

Presently, snubbers that are considered to be safety related must be operable in order for the reactor to be made critical. However, some systems (i.e., residual heat removal) are required to be operable when the reactor is subcritical. This change ensures that Code Class 1, 2, and 3 component snubbers are operable during all plant modes that require the corresponding supported components to be operable; therefore, this change does not represent a safety concern.

Changing the words "shock suppressors" to "snubbers" throughout Section 3.14 provides consistency between the Technical Specifications and the ASME Code and does not represent a safety concern.

Staff Evaluation and Conclusions

The staff's evaluation and conclusions are as follow:

1. Code Class 1, 2, and 3 component snubbers in Section XI and the safety related snubbers described in the present Section 3.14 do not include the same group of snubbers. For example, some Seismic Category I component snubbers included in Section 3.14 may not be included in Class 1, 2, or 3 component snubbers. According to the Standard Technical Specifications, the snubbers excluded from the inspection program are those installed on nonsafety related systems and then only if their failure or failure of the system on which they are installed, would have no adverse effect on any safety related system. Thus, the proposed change is denied and the categorizing of snubbers for the inspection program should be according to the present Section 3.14.

2. The proposed change would require a snubber to be operable when the component that it supports is required to be operable. Presently, safety related snubbers must be operable before the reactor is made critical. As the licensee indicated in the safety evaluation above, there are safety related systems that should be operable when the reactor is subcritical. Although the proposed change No. 3 (to be discussed later) has specific requirements that lead to plant shutdown if an inoperable snubber is not repaired or replaced, the proposed change considered here lacks guidance for the snubber operability requirements during plant heatup. Because the Kewaunee Technical Specifications in general only require that the reactor not be made critical unless the piping system flowpaths are operable, the proposed change would not require operability of safety related snubbers on systems that should be operable when the reactor is subcritical. In order to accomplish the improvement in safety that was the stated

objective of the proposed change, the Technical Specifications should require snubbers to be operable above a certain temperature. This would eliminate potential thermal overstressing of snubber-supported piping. The guidance in the Standard Technical Specifications recommends in effect that all safety related snubbers be operable above an average coolant temperature of 200°F. Thus, the proposed change may be granted if reworded such that all safety related snubbers are required to be operable above 200°F. Furthermore, the change may not reference Code Class 1, 2, or 3 components (see item 1 above).

3. Changing the words "shock suppressors" to "snubbers" is consistent with the Standard Technical Specifications and Section XI. Thus, the proposed change may be granted. However, the change must be made consistently throughout the affected sections of the Technical Specifications.

3. Technical Specification 3.14b, Page TS 3.14-1

Description of Proposed Change

This change is to Section 3.14b, KNPP's Limiting Conditions for Operation (LCO) concerning snubber operability. Section 3.14b has been revised for clarity, and the shutdown conditions have been revised to be consistent with other shutdown conditions in KNPP's Technical Specifications.

Licensee's Safety Evaluation

Two changes have been made to Section 3.14b, KNPP's LCO concerning snubber operability. The first change is to the wording of Section 3.14b. Presently, if a snubber is found to be inoperable, it is unclear as to how much time Section 3.14b allows before the reactor is required to be shutdown. This change rewords Section 3.14b to allow a choice between repairing an inoperable

snubber within 72 hours or within the time period allowed by the supported component's LCO. Since snubbers only perform their safety function during low probability events, it is appropriate to allow a Code Class 1, 2, or 3 component snubber to be inoperable for at least 72 hours. In addition, if the Code Class 1, 2, or 3 component that the snubber supports is allowed to be inoperable for longer than 72 hours, it is appropriate to allow the same time period for that snubber. This change ensures that a sufficient margin of safety is maintained and relates the safety significance of a snubber to the safety significance of the component that it supports. This change does not represent a safety concern.

The second change to Section 3.14b revises the shutdown conditions following the initiation of a reactor shutdown. Presently, if an inoperable snubber is not made operable within the time period allowed by Section 3.14b, the reactor must be in hot shutdown within 36 hours. This change revises the shutdown conditions to be consistent with other shutdown conditions in KNPP's Technical Specifications. Specifically, if a reactor shutdown is required, Section 3.14b will require that action shall be initiated within 1 hour to:

--Achieve hot standby within the next 6 hours.
--Achieve hot shutdown within the following 6 hours.
--Achieve cold shutdown within an additional 36 hours.

The licensee believes that it is more appropriate to have consistent shutdown conditions in the Technical Specifications than to have shutdown conditions that differ by a few hours or go to hot shutdown as opposed to cold shutdown. A large number of diverse shutdown conditions only makes the Technical Specifications confusing and does not increase a margin of safety. Therefore, the licensee has determined that revising the shutdown conditions of Section 3.14b to be consistent with other shutdown conditions in KNPP's Technical Specifications is not a safety concern.

Staff Evaluation and Conclusions

The staff's evaluation and conclusions are as follow:

1. The licensee considers the present Section 3.14b to be unclear as to the amount of time allowed before the reactor is required to be shutdown due to inoperable snubbers. The proposed change allows a choice between repairing an inoperable snubber within 72 hours or within the time period allowed by the supported component's LCO. Since snubbers only perform their safety function during low probability events, it is acceptable to allow an inoperable snubber to be repaired or replaced within 72 hours and is consistent with the Standard Technical Specifications. Furthermore, if the component that the snubber supports is allowed to be inoperable for longer than 72 hours, it is acceptable to allow the same time period for that snubber. This relates the safety significance of a snubber to that of the supported component. Thus, the proposed change may be granted. However, the change may not reference Code Class 1, 2, or 3 components (see proposed change no. 2 above).

2. Revising the shutdown conditions in Section 3.14 to be consistent with those in the Technical Specifications enhances the plant safety. In fact the proposed change requires the reactor to be in hot shutdown within 12 hours as compared with 36 hours in the present Section 3.14. Furthermore, the proposed change will explicitly require that the reactor be in cold shutdown within 48 hours. Thus, the proposed change may be granted.

4. Basis, Technical Specification 3.14, Page TS 3.14-2

Description of Proposed Change

The Basis for Section 3.14 has been revised to reflect the changes made to Section 3.14 by this proposed amendment. All references made to "safety related" snubbers have been removed from the Basis. Snubbers that are subject to the LCO of Section 3.14 will be referred to as Code Class 1, 2, and 3 component snubbers.

Also, the Basis will now explain that the snubbers that are subject to the LCO of Section 3.14 will be required to be operable during plant modes that require the supported components to be operable. Section 3.14 presently requires that "safety related" snubbers must be operable before the reactor is made critical.

The final change made to the Basis is a clarification of the time allowed for snubber inoperability. The present wording of Section 3.14b is confusing and it is unclear as to how much time is allowed before a reactor shutdown is required. Section 3.14b has been revised to allow either 72 hours or the time period allowed by the supported component's LCO to repair or replace an inoperable snubber. The Basis has been revised to reflect this change.

Licensee's Safety Evaluation

This change is to the Basis of Section 3.14 and reflects changes made to Section 3.14 by this proposed amendment; there are no safety concerns.

Staff Evaluation and Conclusions

The Basis for Section 3.14 is to be revised to reflect the changes made to Section 3.14 by this proposed amendment. The proposed changes in Section 3.14 have been discussed in proposed change nos. 2 and 3 above, and therefore, the following apply:

1. With reference to the discussion in proposed change no. 2 above, snubbers in the inspection program may not be categorized as Code Class 1, 2, and 3 component snubbers. The proposed change from safety related snubbers to Code Class 1, 2, and 3 component snubbers is denied.

2. With reference to the discussion in proposed change no. 2 above, the safety related snubbers that are subject to the LCO of Section 3.14 will be required to be operable during plant modes that require the supported

components to be operable. The proposed change may be granted provided all safety related snubbers are required to be operable above 200°F. Furthermore, the change may not reference Code Class 1, 2, and 3 components or component snubbers.

3. With reference to the discussion in proposed change no. 3 above, the Basis is to be clarified with respect to the time allowed for snubber inoperability. The proposed change may be granted.

5. Technical Specification 4.2a.1, Page TS 4.2-1

Description of Proposed Change

This change deletes from Technical Specification 4.2a.1, the reference to the snubber testing and surveillance requirements of Technical Specifications 3.14 and 4.14. Testing and surveillance of Class 1, 2, and 3 component snubbers will be in accordance with the second ten-year KNPP Inservice Inspection Plan developed in accordance with 10 CFR 50.55a(g)(4).

Licensee's Safety Evaluation

10 CFR 50.55a(g)(4) requires that all Code Class 1, 2, and 3 component snubbers shall be included in KNPP's ISI Plan and shall be inspected and tested in accordance with the ASME Code with applicable Addenda. This Proposed Amendment deletes the snubber testing and surveillance requirements from the Technical Specifications and includes the appropriate snubbers in the ISI Plan. All snubbers that support Code Class 1, 2, and 3 components and are not in KNPP's present snubber program will be included in the ISI Plan. All snubbers that are included in KNPP's present snubber program will be included in the ISI Plan; however, some of these snubbers do not support Code Class 1, 2, or 3 components and will not be considered to be Code Class 1, 2, or 3 component snubbers. Snubbers that are not Code Class 1, 2, or 3 component

snubbers may be considered for removal from the ISI Plan following a safety evaluation performed on each of these snubbers. The licensee believes that it is important to evaluate these snubbers on an individual basis prior to removal from the ISI Plan, even though the ASME Code does not require that these snubbers be inspected or tested.

In summary, the inspection and testing of ASME Code Class 1, 2, and 3 component snubbers in accordance with the ASME Code with applicable Addenda is required by 10 CFR 50.55a(g)(4) and is intended to enhance safety. Therefore, the licensee has determined that this change does not involve a safety concern.

Staff Evaluation and Conclusions

Although 10 CFR 50.55a(g)(4) requires that Class 1, 2, and 3 components (including supports) be inspected according to Section XI, the staff has always insisted that the inspection program for safety related snubbers should be based on the Technical Specifications. The frequency of examination of snubbers as delineated in Technical Specification 4.14 significantly exceeds Section XI requirements. The snubbers subject to inspections in Technical Specifications 3.14 and 4.14 are not the same as those in Section XI (see proposed change no. 2 above). The basis for the augmented examinations of snubbers described in the Technical Specifications is to reduce the probability of failure of snubbers in order to ensure the structural integrity of the reactor coolant system and all other safety related systems under dynamic loading. The staff does not intend the removal of safety related snubbers from the inspection program in order to conform with Section XI. Thus, the proposed change is denied. (Further discussion is provided in the evaluation of proposed change no. 8 below.)

6. Technical Specification 4.2a.1, Page TS 4.2-1

Description of Proposed Change

This change moves the functional testing exemption of the steam generator Anchor Holth suppressors from Technical Specification 4.14b to Technical Specification 4.2a.1.

Licensee's Safety Evaluation

The Anchor Holth suppressors are exempt from functional testing per Technical Specification 4.14b. This revision moves that exemption to Technical Specification 4.2a.1 due to the deletion of Technical Specification 4.14b by this proposed amendment. The change is administrative in nature; therefore, the licensee has determined that this change does not involve a safety concern.

Staff Evaluation and Conclusions

The proposed deletion of Section 4.14 will be denied (see proposed change no. 8 below). Thus, the proposed change is not necessary and is denied.

7. Basis, Technical Specification 4.2, Page 4.2-8

Description of Proposed Change

The basis for Technical Specification 4.2 has been changed to include reference to the testing of ASME Code Class 1, 2, and 3 component supports in accordance with Section XI of the ASME Code. The exemption for the functional testing of the 900 Kip Anchor Holth steam generator suppressors is also being added to the basis of Section 4.2, The basis for this exemption previously existed in Section 4.14 of the Technical Specifications.

The basis for Technical Specification 4.2a.3 concerning surveillance testing of pressure isolation valves was inadvertently removed by Approved Amendment No. 55, submitted on January 13, 1984 as Proposed Amendment No. 57. The basis has been replaced in order to correct this administrative error.

Licensee's Safety Evaluation

This change is to the Basis of Section 4.2a.1 and reflects changes made to Section 4.2a.1 by this proposed amendment. This change also replaces a section of the basis that was inadvertently removed by Approved Amendment No. 55. There are no safety concerns.

Staff Evaluation and Conclusions

The staff's evaluation and conclusions are as follow:

1. The proposed change in Section 4.2a.1 has been denied (see proposed change no. 6 above). Thus, the proposed corresponding change in the Basis is not necessary and is denied.

2. The proposed change replacing a section of the Basis that was inadvertently removed by Approved Amendment No. 55 may be granted.

8. Technical Specification 4.14, Pages TS 14.1,2, 3, 3a

Description of Proposed Change

Technical Specification 4.14 has been deleted in its entirety.

Licensee's Safety Evaluation

This change removes the "detailed" testing and surveillance requirements of safety related snubbers from the technical specifications. The inspection and testing of Code Class 1, 2, and 3 component snubbers will be performed in accordance with the ASME Code as required by 10 CFR 50.55a(g)(4) and will be a part of KNPP's Inservice Inspection Plan.

At the time of the development of Technical Specification 4.14, there were no specific requirements in the ASME Code for the inspection and testing of snubbers; therefore, snubber testing and surveillance requirements were developed and included in the technical specifications.

10 CFR 50.55a(g)(4) requires that Code Class 1, 2, and 3 component supports (including snubbers) meet the inspection and testing requirements of the ASME Code. This change is in compliance with the Code of Federal Regulations and is intended to enhance safety; therefore, there are no safety concerns.

Staff Evaluation and Conclusions

Although 10 CFR 50.55a(g)(4) requires that Class 1, 2, and 3 components (including supports) be inspected according to Section XI, the staff has always insisted that the inspection program for safety related snubbers should be based on the Technical Specifications. The staff does not agree with the licensee's assessment of redundant requirements of Technical Specifications 3.14 and 4.14, and those of Section XI. The frequency of examination of snubbers as delineated in Technical Specification 4.14 significantly exceeds Section XI requirements. The snubbers subject to inspections in Technical Specifications 3.14 and 4.14 are not the same as those in Section XI. The basis for the augmented examinations of snubbers described in the Technical Specifications is to reduce the probability of failure of snubbers in order to ensure the structural integrity of the reactor coolant system and all other safety related systems under dynamic loading.

Code Class 1, 2, and 3 component snubbers in Section XI and the safety related snubbers described in Section 3.14 do not include the same group of snubbers. For example, some Seismic Category I component snubbers in Section 3.14 may not be included as Class 1, 2, or 3 component snubbers. According to the Standard Technical Specifications, the snubbers excluded from the inspection

program are those installed on nonsafety related systems and then only if their failure or failure of the system on which they are installed, would have no adverse effect on any safety related system. The staff does not intend for the licensee to remove safety related snubbers from the inspection program to conform with Section XI.

Section 4.14 and Section XI require visual and functional testing of snubbers at significantly different frequencies. For visual examinations, Section 4.14 separates the snubbers into two types according to the demonstrated compatibilty of the seal material with the operating environment. All of the safety related snubbers with compatible seal materials are tested every 31 days to 18 months depending on the number of inoperable snubbers found. All of the safety related snubbers with noncompatible seal materials are tested every 31 days. Section XI requires that all Class 1, 2, and 3 component supports, which are supports of those components selected for examination during the inspection interval, be tested every inspection interval (120 months). For functional examinations, Section 4.14 requires that 10 percent of safety related snubbers be tested every refueling outage (18 months). Section XI requires that 10 percent of Class 1, 2, and 3 component snubbers be tested every inspection period (40 months). The inspection frequency is intended to maintain a constant level of snubber protection to systems. The proposed change from Section 4.14 to Section XI will significantly reduce the inspection frequency of snubbers.

In order to preserve the capability of timely detection of inoperable safety related snubbers, and thus, the structural reliability of the reactor coolant system and all other safety related systems under dynamic loading, the staff recommends that the proposed Technical Specification change be denied. The requests are so interwoven and inseparable that the amendment request, as submitted, must be denied in its totality.

U.S. NUCLEAR REGULATORY COMMISSION

WISCONSIN PUBLIC SERVICE CORPORATION

WISCONSIN POWER AND LIGHT COMPANY

MADISON GAS AND ELECTRIC COMPANY

DOCKET NO. 50-305

NOTICE OF DENIAL OF REQUEST FOR AMENDMENT

TO FACILITY OPERATING LICENSE AND OPPORTUNITY FOR A HEARING

The U. S. Nuclear Regulatory Commission (the Commission) has denied a request by the licensees for an amendment to Facility Operating License No. DPR-43 issued to the Wisconsin Public Service Corporation, et al., (the licensees), for operation of the Kewaunee Nuclear Power Plant, (the facility), located in Kewaunee County, Wisconsin.

The amendment as proposed by the licensees would modify the facility Technical Specifications (TS) by deleting snubber testing and surveillance requirements. The requirements of the ASME Code, Section XI, would be used to replace the deleted snubber TS. The licensees' application for the amendment was dated May 1, 1986. Notice of consideration of issuance of the amendment was published in the FEDERAL REGISTER on June 18, 1986 (51 FR 22246).

We have reviewed the licensees' request and have concluded, based on our evaluation, that we do not agree with the licensees' statement that the Technical Specifications 3.14 and 4.14 are redundant with the ASME Code. The frequency of examination of snubbers delineated in Technical Specification 4.14 significantly exceeds Section XI requirements and the snubbers subject to inspections in Technical Specifications 3.14 and 4.14 are not identical to those in Section XI. The staff's basis for the current examination of snubbers, as described in the Technical Specifications, is to reduce the probability of failure of snubbers in order to ensure the structural integrity of the reactor

coolant system and all other safety-related systems under dynamic loading. We have concluded that major portions of the proposed Technical Specifications changes are not acceptable as they would tend to lessen structural integrity and should be denied.

The licensees were notified of the Commission's denial of this request by letter dated December 30, 1986.

By January 29, 1987 , the licensees may request a hearing with respect to the denial described above and any person whose interest may be affected by this proceeding may file a written petition for leave to intervene.

A request for a hearing or petition for leave to intervene must be filed with the Secretary of the Commission, U. S. Nuclear Regulatory Commission, Washington, DC 20555, Attention: Docketing and Service Branch, or may be delivered to the Commission's Public Document Room, 1717 H Street, N.W., Washington, D.C., by the above date.

A copy of the petition should also be sent to the Office of the General Counsel, U. S. Nuclear Regulatory Commission, Washington, D.C. 20555, and to David Baker, Esquire, Foley and Lardner, PO Box 2193, Orlando, Florida 32082, attorney for the licensees.

For further details with respect to this action, see (1) the application for amendment dated May 1, 1986 and (2) the Commission's letter to Wisconsin Public Service Corporation dated December 30, 1986 , which are available for public inspection at the Commission's Public Document Room, 1717 H Street, N. W., Washington, D.C., and at the University of Wisconsin Library Learning Center, 2420 Nicolet Drive, Green Bay, Wisconsin 54301. A copy of item (2) may be obtained upon request addressed to the U. S. Nuclear Regulatory Commission, Washington, D.C., 20555, Attention: Division of PWR Licensing-A.

Dated at Bethesda, Maryland this 30th day of December, 1986.

FOR THE NUCLEAR REGULATORY COMMISSION

Morton B. Fairtile

Morton B. Fairtile, Acting Director
PWR Project Directorate #1
Division of PWR Licensing-A

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