

50-255



UNITED STATES
NUCLEAR REGULATORY COMMISSION

WASHINGTON, D.C. 20555-0001

May 7, 1998

Mr. Nathan L. Haskell
Director, Licensing
Palisades Plant
27780 Blue Star Memorial Highway
Covert, MI 49043

SUBJECT: PALISADES PLANT - ISSUANCE OF AMENDMENT RE: REVISION OF
ADMINISTRATIVE CONTROLS AND RELATED TECHNICAL
SPECIFICATIONS (TAC NO. M94287)

Dear Mr. Haskell:

The Commission has issued the enclosed Amendment No. 181 to Facility Operating License No. DPR-20 for the Palisades Plant. The amendment consists of changes to the Technical Specifications (TS) in response to the Consumers Energy application dated December 11, 1995, as supplemented by letters dated January 18, September 3, October 2, October 18, and October 25, 1996, and March 28, 1997.

The amendment completes the staff's review of Consumers Energy's request to revise Section 6, "Administrative Controls," of the Palisades TS to conform to the format and content of NUREG-1432, "Standard Technical Specifications (STS), Combustion Engineering Plants." The staff issued a partial response to the request as Amendment 174 on October 31, 1996. The staff indicated in the safety evaluation (SE) enclosed with Amendment 174 that additional information was required to complete its review of several of the proposed changes. These included the request to delete requirements regarding regenerative heat exchanger augmented inservice inspection, containment structural surveillances, review and audit controls, and procedure change controls, and to revise effluent release limit TS to incorporate revisions to 10 CFR Part 20. Consumers Energy provided the additional information requested by letter dated March 28, 1997. The March 28, 1997, letter also withdrew the proposed change regarding the containment structural surveillances. This amendment completes the staff's review of Consumers Energy's request.

Proposed changes to TS 6.5.4e regarding the limitations on the dose rate resulting from radioactive material released in gaseous effluents to areas beyond the site boundary was not adequately justified and has been denied. The basis for this finding is documented in the enclosed SE. A copy of the Notice of Partial Denial of Amendment to be published in the *Federal Register* is enclosed.

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A copy of our related Safety Evaluation is also enclosed. The notice of issuance, including the notice of withdrawal of a portion of your amendment request, will be included in the Commission's biweekly *Federal Register* notice.

Sincerely,

ORIGINAL SIGNED BY

Robert G. Schaaf, Project Manager
Project Directorate III-1
Division of Reactor Projects - III/IV
Office of Nuclear Reactor Regulation

Docket No. 50-255

- Enclosures: 1. Amendment No. 181 to DPR-20
- 2. Safety Evaluation
- 3. Notice of Denial

cc w/encl: See next page

DOCUMENT NAME: G:\WPDOCS\PALISADE\PAL94287.AMD *No major changes made to SE.

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DATED: May 7, 1998

AMENDMENT NO. 181 TO FACILITY OPERATING LICENSE NO. DPR-20 - PALISADES

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March 1998



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

CONSUMERS ENERGY COMPANY

DOCKET NO. 50-255

PALISADES PLANT

AMENDMENT TO FACILITY OPERATING LICENSE

Amendment No. 181
License No. DPR-20

1. The Nuclear Regulatory Commission (the Commission) has found that:
 - A. The application for amendment by Consumers Energy Company (the licensee) dated December 11, 1995, as supplemented January 18, September 3, October 2, October 18, and October 25, 1996, and March 28, 1997, 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;
 - 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 to approve the relocation of certain Technical Specification requirements to licensee-controlled documents, as described in the licensee's application dated December 11, 1995, as supplemented January 18, September 3, October 2, October 18, and October 25, 1996, and March 28, 1997, and evaluated in the staff's safety evaluation dated May 7, 1998. This license is also hereby amended by changes to the Technical Specifications as indicated in the attachment to the license amendment and Paragraph 2.C.(2) of Facility Operating License No. DPR-20 is hereby amended to read as follows:

The Technical Specifications contained in Appendix A, as revised through Amendment No. 181, and the Environmental Protection Plan contained in Appendix B are hereby incorporated in the license. Consumers Energy Company shall operate the facility in accordance with the Technical Specifications and the Environmental Protection Plan.

3. This license amendment is effective as of the date of issuance and shall be implemented within 60 days from the date of issuance.

FOR THE NUCLEAR REGULATORY COMMISSION



Robert G. Schaaf, Project Manager
Project Directorate III-1
Division of Reactor Projects - III/IV
Office of Nuclear Reactor Regulation

Attachment: Changes to the Technical
Specifications

Date of Issuance: May 7, 1998

ATTACHMENT TO LICENSE AMENDMENT NO. 181

FACILITY OPERATING LICENSE NO. DPR-20

DOCKET NO. 50-255

Revise Appendix A Technical Specifications by removing the pages identified below and inserting the attached pages. The revised pages are identified by amendment number and contain vertical lines indicating the areas of change.

REMOVE

iv
4-16
6-4
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6-24 through 6-31

INSERT

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SYSTEMS SURVEILLANCEAPPLICABILITY

Applies to preoperational and inservice structural surveillance of the reactor vessel and other Class 1, Class 2 and Class 3 system components.

OBJECTIVE

To insure the integrity of the Class 1, Class 2 and Class 3 piping systems and components.

SPECIFICATIONS

a,b,c,d,e,f - Deleted

- g. A surveillance program to monitor radiation induced changes in the mechanical and impact properties of the reactor vessel materials shall be maintained as described in Section 4.5.3 of the FSAR.
- h. Periodic leakage testing^{(a),(b)} on each check valve listed in Table 4.3.1 shall be accomplished prior to returning to the Power Operation Condition after every time the plant has been placed in the Refueling Shutdown Condition, or the Cold Shutdown Condition for more than 72 hours if such testing has not been accomplished within the previous 9 months, and prior to returning the check valves to service after maintenance, repair or replacement work is performed on the valves.
- i. Whenever integrity of a pressure isolation valve listed in Table 4.3.1 cannot be demonstrated and credit is being taken for compliance with Specification 3.3.3.b, the integrity of the remaining check valve in each high pressure line having a leaking valve shall be determined and recorded daily and the position of the other closed valve located in that pressure line shall be recorded daily.
- j. Following each use of the LPSI system for shutdown cooling, the reactor shall not be made critical until the LPSI check valves (CK-3103, CK-3118, CK-3133 and CK-3148) have been verified closed.

^(a)To satisfy ALARA requirements, leakage may be measured indirectly (as from the performance of pressure indicators) if supported by computations showing that the method is capable of demonstrating valve compliance with the leakage criteria.

^(b)Reduced pressure testing is acceptable (see footnote 5, Table 4.3.1). Minimum test differential pressure shall not be less than 150 psid.

6.4 PROCEDURES

6.4.1 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, Appendix A, February 1978.
- b. Refueling operations.
- c. Surveillance and test activities of safety-related equipment.
- d. Site Fire Protection Program implementation.
- e. All programs specified in Specification 6.5.
- f. Site Security Plan implementation.
- g. Site Emergency Plan implementation.

6.5 PROGRAMS AND MANUALS

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

6.5.1 Offsite Dose Calculation Manual (ODCM)

- a. The ODCM shall contain 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 ODCM shall also contain (1) the radioactive effluent controls and radiological environmental monitoring activities and (2) descriptions of the information that should be included in the Radiological Environmental Operating Report, and Radioactive Effluent Release Report required by Specification 6.6.2. and Specification 6.6.3.
- c. Changes to ODCM:
 1. Shall be documented and records of reviews performed shall be retained. This documentation shall contain:
 - a. Sufficient information to support the change together with the appropriate analyses or evaluations justifying the changes, and
 - b. A determination that the change will maintain the level of radioactive effluent control required by 10 CFR 20.1302, 40 CFR 190, 10 CFR 50.36a, and 10 CFR 50, Appendix I, and not adversely impact the accuracy or reliability of effluent, dose, or setpoint calculations.
 2. Shall become effective after approval by the plant superintendent.
 3. 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 Radioactive Effluent Release Report for the period of the report in which any change to 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 (e.g., month/year) the change was implemented.

6.5.4 Radioactive Effluent Controls Program

A program shall be provided conforming with 10 CFR 50.36a for the control of radioactive effluents and for maintaining the doses to members of the public from radioactive effluents as low as reasonably achievable. The program (1) shall be contained in the Offsite Dose Calculation Manual (ODCM), (2) shall be implemented by operating procedures, and (3) shall include remedial actions to be taken whenever the program limits are exceeded. The program shall include the following elements:

- a. Limitations on the operability of radioactive liquid and gaseous monitoring instrumentation including surveillance tests and setpoint determination in accordance with the methodology in the ODCM,
- b. Limitations on the concentrations of radioactive material released in liquid effluents to unrestricted areas conforming to 10 times the value in 10 CFR 20, Appendix B, Table 2, Column 2.
- c. Monitoring, sampling, and analysis of radioactive liquid and gaseous effluents in accordance with 10 CFR 20.1302, and with the methodology and parameters in the ODCM,
- d. Limitation on the annual and quarterly doses or dose commitment to a member of the public from radioactive materials in liquid effluents released from each unit to unrestricted areas conforming to 10 CFR 50, Appendix I,
- e. Limitations on the dose rate resulting from radioactive material released in gaseous effluents to areas beyond the site boundary conforming to the doses associated with 10 CFR 20, Appendix B, Table II, Column 1.
- f. Limitations on the annual and quarterly air doses resulting from noble gases released in gaseous effluents from each unit to areas beyond the site boundary conforming to 10 CFR 50, Appendix I,
- g. 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,
- h. Limitations on the annual doses 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.



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

SAFETY EVALUATION BY THE OFFICE OF NUCLEAR REACTOR REGULATION
RELATED TO AMENDMENT NO. 181 TO FACILITY OPERATING LICENSE NO. DPR-20
CONSUMERS ENERGY COMPANY
PALISADES PLANT
DOCKET NO. 50-255

1.0 INTRODUCTION

By letter dated December 11, 1995, as supplemented by letters dated January 18, September 3, October 2, October 18, and October 25, 1996, and March 28, 1997, the Consumers Energy Company (the licensee) requested an amendment to the Technical Specifications (TS) appended to Facility Operating License No. DPR-20 for the Palisades Plant. The proposed amendment would modify TS Section 6.0 to closely conform to the format and content of the Standard Technical Specifications for Combustion Engineering Plants, NUREG-1432.

The staff issued Amendment 174 on October 31, 1996, providing a partial response to the licensee's request. The staff indicated in the safety evaluation (SE) attached to Amendment 174 that additional information was required to complete its review of several of the proposed changes. These included the licensee's request to delete requirements regarding regenerative heat exchanger augmented inservice inspection, containment structural surveillances, review and audit controls, and procedure change controls, and to revise effluent release limit TS to incorporate revisions to 10 CFR Part 20. The licensee provided the additional information requested by letter dated March 28, 1997. This SE documents the completion of the staff's review of the licensee's amendment request.

The October 2, October 18, and October 25, 1996, and March 28, 1997, letters provided additional clarifying information and updated TS pages that were within the scope of the original *Federal Register* notice and did not change the staff's initial proposed no significant hazards considerations determination.

2.0 EVALUATION

The staff stated in its SE supporting the October 31, 1996, partial amendment that review of the following changes proposed by the licensee in its December 11, 1995, submittal would be the subject of subsequent licensing action. To accommodate the requested editorial restructuring of the TS while maintaining the retained requirements in the TS, the licensee provided revised TS pages by letters dated October 18 and October 25, 1996, to incorporate these retained requirements into the Amendment 174 TS pages. In order to accommodate the proposed restructuring of the administrative controls section, Amendment 174 renumbered TS 6.5,

regarding the review and audit requirements, as TS 6.8, and renumbered TS 6.8.2 and 6.8.3, regarding the procedure change control processes, as TS 6.4.2 and 6.4.3, respectively. The outstanding TS changes are discussed in the following paragraphs.

2.1 Deletion of Regenerative Heat Exchanger Augmented Inservice Inspection Requirement

The licensee proposed to delete the TS 4.3f requirement to perform augmented inservice inspection of the regenerative heat exchanger. The licensee stated that this requirement is redundant to the American Society of Mechanical Engineers (ASME) Boiler and Pressure Vessel Code, which requires the inspection to be performed once every 10 years. The existing requirement mandates that the inspection be performed at a maximum 5-year frequency.

The staff has reviewed and evaluated the request to delete the augmented inservice inspection requirements for the regenerative heat exchanger and subsume this under the general inservice inspection requirements, pursuant to the criteria under 10 CFR 50.55a(g). The proposed TS change deletes a requirement that duplicates a requirement of 10 CFR Part 50. The TS 4.3f requirement to inspect the regenerative heat exchanger is included in the Inservice Inspection and Testing Program.

The augmented inservice inspection requirement in the TS requires examination of the heat exchanger once every 5 years. The licensee has performed examination of this component at 5-year intervals and has not detected any service-related degradation. The ASME Code, Section XI, Category B-B, 1989 Edition, which is applicable during the current inspection interval, requires that the volumetric examination be performed once every 10 years. Based on the absence of any identification of service-related degradation by the augmented examinations, the staff considers a change in the frequency of examination of the component to once during the inspection interval in accordance with the applicable Code requirement to be acceptable. Hence, it is acceptable to delete this inspection requirement from the TS, as it is redundant to the requirements of 10 CFR 50.55a(g).

2.2 Deletion of Containment Structural Surveillances

The licensee proposed to delete the requirements of TS 4.5.4, "Surveillance for Prestressing System," 4.5.5, "End Anchorage Concrete Surveillance," and 4.5.8, "Dome Delamination Surveillance," and replace the requirements with proposed TS 4.5.4, that would require verification of containment structural integrity in accordance with proposed TS 6.5.5, "Containment Structural Integrity Surveillance Program." Proposed TS 6.5.5 would require containment tendons to be inspected in accordance with Regulatory Guide (RG) 1.35, Rev 3, "Inservice Inspection of UngROUTED Tendons in Prestressed Concrete Containments," July 1990. During review of the proposed change the staff identified that the RG does not address the dome delamination surveillances currently required by TS 4.5.8. The licensee's March 28, 1997, supplement withdrew this proposed change.

2.3 Revision of Liquid and Gaseous Effluent Release Limits

The licensee proposed to revise the TS to include wording that is consistent with the revised 10 CFR Part 20 and that will retain the same overall level of effluent control required to meet

the design objectives of Appendix I to 10 CFR Part 50. The proposed TS changes and corresponding evaluations follow.

The licensee proposed to revise TS 6.5.1c and 6.5.4c references to "10 CFR 20.106" to refer to "10 CFR 20.1302." This change incorporates the corresponding revised 10 CFR Part 20 section number. Therefore, it is an acceptable editorial change.

TS 6.5.4 describes the Palisades Radioactive Effluent Controls Program. The subparagraphs of TS 6.5.4 describe the elements of this program. The licensee proposed to revise TS 6.5.4b to read:

Limitations on the concentrations of radioactive material released in liquid effluents to unrestricted areas conforming to 10 times the value in 10 CFR 20, Appendix B, Table 2, Column 2.

The current requirements for the content of the licensee's TS concerning radioactive effluents are stated in 10 CFR 50.36a. The regulation at 10 CFR 50.36a requires licensees to maintain control over radioactive material in gaseous and liquid effluents to unrestricted areas, produced during normal operations, to levels that are as low as reasonably achievable (ALARA). For power reactors, Appendix I to 10 CFR Part 50 contains the numerical guidance to meet the ALARA requirement. The dose values specified in Appendix I to 10 CFR Part 50 are a small percentage of the implicit limits in 10 CFR 20.106 and the explicit limits in 10 CFR 20.1301. As secondary controls, the instantaneous concentration release rates required by this TS were chosen by the staff to help maintain annual average releases of radioactive material in gaseous and liquid effluents to within the dose values specified in Appendix I to 10 CFR Part 50. For the purpose of this TS, 10 CFR Part 20 is used as a source of reference values only. These TS requirements allow operational flexibility, compatible with consideration of health and safety, which may temporarily result in release rates which, if continued for the calendar quarter, would result in radiation doses higher than specified in Appendix I to 10 CFR Part 50. However, these releases are within the implicit limits in the old 10 CFR 20.106 and the explicit limits in 10 CFR 20.1302, which references Appendix B concentrations. These referenced concentrations in the old 10 CFR Part 20 are specific values which relate to an annual dose of 500 mrem.

As stated in the Introduction to Appendix B of the revised 10 CFR Part 20, the liquid effluent concentration limits given in Appendix B, Table 2, are based on an annual dose of 50 mrem total effective dose equivalent. Since an instantaneous release concentration corresponding to a limiting dose rate of 500 mrem/year at the site boundary has been acceptable as a TS limit for effluents, which applies at all times as an assurance that the limits of 10 CFR Part 50, Appendix I, are not likely to be exceeded, it is not necessary to reduce this limit by a factor of 10.

Operational history at Palisades has demonstrated that the use of the concentration values associated with the old 10 CFR 20.106 as a TS limit has resulted in calculated maximum individual doses to a member of the public that are small percentages of the limits of 10 CFR Part 50, Appendix I. Therefore, the use of concentration values that correspond to an annual dose of 500 mrem (10 times the concentration values stated in the new 10 CFR Part 20,

Appendix B, Table 2) is not expected to have a negative impact on the ability to continue to operate within the limits of 10 CFR Part 50, Appendix I, and 40 CFR Part 190.

Having sufficient operational flexibility is especially important in establishing a basis for effluent monitor setpoint calculations. As discussed above, the concentrations stated in the new 10 CFR Part 20, Appendix B, Table 2, relate to a dose of 50 mrem in a year. This low value is not practical for establishing a basis for effluents where monitor background, monitor sensitivity, and monitor performance must be taken into account.

The proposed changes retain operational flexibility consistent with Appendix I to 10 CFR Part 50 while implementing the revised 10 CFR Part 20. Compliance with the limits of 10 CFR 20.1301 will be demonstrated by operating within the limits of 10 CFR Part 50, Appendix I, and 40 CFR Part 190. These changes are consistent with the guidance given with the revised 10 CFR Part 20, and are acceptable to the staff.

The licensee proposed a similar revision to TS 6.5.4e regarding the limitations on the dose rate resulting from radioactive material released in gaseous effluents to areas beyond the site boundary. However, this proposed change would result in instantaneous dose rates in excess of the previously approved limits for certain radionuclides, and the licensee's submittal did not include sufficient information for the staff to evaluate the proposed change. Consequently, this proposed change is denied. Guidance on acceptable TS limits for gaseous effluents is contained in NUREG-0472, "Radiological Effluent Technical Specifications for PWRs."

2.4 Deletion of Review and Audit and Procedure Change Controls

The licensee proposed to delete several requirements from TS Section 6 related to quality assurance and indicated that the deleted requirements had been incorporated into the licensee's Quality Program Description (QPD), CPC-2A. The licensee submitted Revision 16 to CPC-2A on May 31, 1996. The staff's review identified several discrepancies between the TS requirements that the licensee had proposed to delete and the requirements incorporated in CPC-2A Revision 16, and indicated that the licensee would need to revise CPC-2A to correctly incorporate the TS requirements and submit the changes to the NRC for review prior to staff approval to delete these requirements from the TS. The licensee submitted Revision 18 to CPC-2A on June 27, 1997, to revise the incorporated requirements that were proposed to be deleted from the TS.

2.4.1 Background

Section 182a of the Atomic Energy Act (the "Act") requires applicants for nuclear power plant operating licenses to state TS 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, (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's regulations at 10 CFR 50.36 state 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. Existing TS requirements, therefore, may be relocated to more appropriate documents (e.g., Security Plan, Quality Program Description, and Emergency Plan) and controlled by the applicable regulatory requirement. Similarly, while the required content of TS administrative controls is specified in 10 CFR 50.36(c)(5), particular details of administrative controls may be relocated to licensee-controlled documents where 10 CFR 50.54, 50.59, or other regulations provide adequate regulatory control.

2.4.2 Review and Audit

The licensee proposed that the review and audit functions specified in existing TS 6.5 (renumbered by Amendment 174 and hereinafter referred to as Section 6.8) be relocated, without change, to the QPD, such that future changes could be made pursuant to 10 CFR 50.54(a). Section 13.4, "Operational Review", of NUREG-0800, "Standard Review Plan," provides the acceptance criteria used by the staff to evaluate TS provisions related to the plant staff review of operational activities performed by licensee organizational units fulfilling the review and audit function. This acceptance criteria is based on meeting the relevant requirements of 10 CFR 50.40(b) as it relates to the licensee being technically qualified to engage in licensed activities, and of Appendix B to 10 CFR Part 50 as it relates to the review and audit functions required by the licensee's quality assurance program. Therefore, TS provisions associated with the review and audit function satisfy the criteria in both Section 50.36(c)(5), and Appendix B to 10 CFR Part 50. However, as stated in Section 2.4.1 above, these provisions can be deleted from the TS and relocated to the licensee's QPD because other regulations provide adequate regulatory control of the particular details of these administrative controls. Additionally, the following considerations support relocating these items from the TS:

- a. The Plant Review Committee (PRC) function, composition, alternates, meeting frequency, quorum, responsibilities, authority, and records provisions have been duplicated, verbatim, in Appendix B, "Plant Review Committee (PRC)," of Revision 18 to CPC-2A. Subsequent changes to the PRC requirements will be controlled under 10 CFR 50.54(a).
- b. The Independent Safety Review Group (ISRG) function, composition, consultants, responsibilities, review, authority, and records provisions have been duplicated, without change, in Appendix C, "Independent Safety Review," of Revision 18 to CPC-2A. Subsequent changes to these requirements will be controlled under 10 CFR 50.54(a).
- c. The audit frequencies of operational activities, currently described in TS 6.8.2.4.2, have been duplicated, without change, in Appendix D, "Audit Frequencies," of CPC-2A.

Subsequent changes associated with the requirements will be controlled under 10 CFR 50.54(a).

This approach is consistent with NRC Administrative Letter, 95-06, "Relocation of Technical Specification Administrative Controls Related to Quality Assurance," dated December 12, 1995, which provides guidance for relocating TS administrative requirements. This approach would also result in an appropriate level of regulatory authority while providing for a more appropriate change control process. Accordingly, the staff has concluded that the review and audit functions identified above are not required to be included in the TS to protect the public health and safety. The staff has verified that the requirements have been appropriately incorporated into the QPD; therefore, the staff finds their deletion from the TS acceptable.

2.4.3 Procedure Review and Approval Process

The licensee proposed to relocate to the QPD, without change, the requirements of TS 6.8.2 and 6.8.3 (renumbered by Amendment 174 and hereinafter referred to as TS 6.4.2 and 6.4.3). TS 6.4.2 concerns the review and approval of procedures and would be relocated to Section 6.1 of the QPD. TS 6.4.3 concerns the temporary procedure change process and would be relocated to Appendix A (item 2h) of the QPD. Within the affected areas the revised TS will continue to include a specific requirement that written procedures be established, implemented and maintained. Additionally, a requirement for procedure control is mandated by 10 CFR Part 50, Appendix B, Criterion II and Criterion V. ANSI N18.7-1976, which is an NRC staff-endorsed document used in the development of many licensee quality assurance plans, also contains specific guidance related to the preparation of instructions and procedures. The licensee has committed to follow ANSI N18.7-1976 as a means to comply with 10 CFR Part 50, Appendix B. In particular, Section 5.2.2, of ANSI N18.7-1976 states that procedures shall be followed, and the requirements for the use of procedures shall be prescribed in writing. ANSI N18.7-1976 also discusses temporary changes to procedures and Section 5.2.15 describes the review, approval, and control of procedures. The ANSI standard describes the requirements for the licensee's quality assurance program to provide measures to control and coordinate the approval and issuance of documents, including changes thereto, which prescribe all activities affecting quality. The ANSI standard further states that each procedure shall be reviewed and approved prior to initial use, and describes the required reviews. Similarly, ANSI N45.2-1971, Section 6, specifies that the quality assurance program describe procedure requirements.

The provisions in the licensee's QPD will implement the Commission's regulations pertaining to the control of documents such as instructions, procedures, and drawings, including changes thereto. The procedure review and approval functions currently in TS define an administrative framework to ensure that documents are reviewed for adequacy and approved for release by authorized personnel. The required control of these processes in the regulations and in the revised QPD is considered to be redundant and functionally equivalent to the provisions currently in TS. The staff has determined that the procedure review and approval functions, including the temporary change process, are adequately addressed by existing regulations and the related quality assurance program commitments. These provisions do not meet the criteria under 10 CFR 50.36 for inclusion in the TS. Based upon the relocation of the TS procedure review provisions, without change, to the QPD, it is not necessary to include redundant or additional requirements in the TS administrative controls. The licensee will continue to

implement a quality assurance program in accordance with the requirements of 10 CFR Part 50, Appendix B, which provides appropriate controls for the review and approval of procedure changes. Therefore, the staff concludes that these regulatory requirements provide sufficient control of these provisions and removing them from the TS is acceptable. Future changes to the review and approval process for procedure changes can be adequately controlled under 10 CFR 50.54(a).

3.0 STATE CONSULTATION

In accordance with the Commission's regulations, the Michigan State official was notified of the proposed issuance of the amendment. The Michigan State official had no comments.

4.0 ENVIRONMENTAL CONSIDERATION

Portions of the amendment change requirements with respect to the installation or use of a facility component located within the restricted area as defined in 10 CFR Part 20 and change surveillance requirements. The staff has determined that the amendment involves no significant increase in the amounts, and no significant change in the types, of any effluents that may be released offsite, and that there is no significant increase in individual or cumulative occupational radiation exposure. The Commission has previously issued a proposed finding that the amendment involves no significant hazards consideration and there has been no public comment on such finding (61 FR 49493). The amendment also changes recordkeeping, reporting, or administrative procedures or requirements. Accordingly, the amendment meets the eligibility criteria for categorical exclusion set forth in 10 CFR 51.22(c)(9) and (10). Pursuant to 10 CFR 51.22(b), no environmental impact statement or environmental assessment need be prepared in connection with the issuance of those portions of the amendment.

Pursuant to 10 CFR 51.21, 51.32 and 51.35, an environmental assessment and finding of no significant impact was published in the *Federal Register* on April 21, 1998 (63 FR 19759) in connection with the proposed TS change on the liquid effluent release limit. Accordingly, based upon the environmental assessment, the Commission has determined that issuance of this portion of the amendment will not have a significant effect on the quality of the human environment.

5.0 CONCLUSION

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 amendment will not be inimical to the common defense and security or to the health and safety of the public.

Principal Contributors: P. Patnaik
 R. Latta
 R. Schaaf

Date: May 7, 1998

UNITED STATES NUCLEAR REGULATORY COMMISSION

PALISADES NUCLEAR PLANT

DOCKET NO. 50-255

NOTICE OF PARTIAL DENIAL OF AMENDMENT TO FACILITY OPERATING LICENSE

AND OPPORTUNITY FOR HEARING

The U.S. Nuclear Regulatory Commission (the Commission) has denied a portion of a request by Consumers Energy Company (the licensee) for an amendment to Facility Operating License No. DPR-20 issued to the licensee for operation of the Palisades Nuclear Plant, located in Van Buren County, Michigan. Notice of Consideration of Issuance of this amendment was published in the FEDERAL REGISTER on September 20, 1996 (61 FR 49493).

The purpose of the licensee's amendment request was to revise the Technical Specifications to conform the administrative controls section of the Technical Specifications to the guidance of NUREG-1432, "Standard Technical Specifications, Combustion Engineering Plants," and to revise associated surveillance requirements. As part of its request, the licensee proposed to revise Technical Specifications limitations on the dose rate resulting from radioactive material released in gaseous effluents to areas beyond the site boundary. The licensee's submittal did not include sufficient information for the staff to evaluate this proposed change.

The NRC staff has concluded that a portion of the licensee's request cannot be granted. The licensee was notified of the Commission's denial of the proposed change by a letter dated May 7, 1998.

By June 22, 1998, the licensee may demand a hearing with respect to the denial described above. Any person whose interest may be affected by this proceeding may file a written petition for leave to intervene.

A request for 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: Rulemakings and Adjudications Staff, or may be delivered to the Commission's Public Document Room, the Gelman Building, 2120 L Street, NW., Washington, DC, by the above date.

A copy of any petitions should also be sent to the Office of the General Counsel, U.S. Nuclear Regulatory Commission, Washington, DC 20555, and to Judd L. Bacon, Esquire, Consumers Energy Company, 212 West Michigan Avenue, Jackson, Michigan 49201, attorney for the licensee.

For further details with respect to this action, see (1) the application for amendment dated December 11, 1995, as supplemented January 18, September 3, October 2, October 18, and October 25, 1996, and March 28, 1997, and (2) the Commission's letter to the licensee dated May 7, 1998.

These documents are available for public inspection at the Commission's Public Document Room, the Gelman Building, 2120 L Street, NW., Washington, DC, and at the local public document room located at the Van Wylen Library, Hope College, Holland, Michigan 49423.

Dated at Rockville, Maryland, this 7th day of May 1998.

For the Nuclear Regulatory Commission



Robert G. Schaaf, Project Manager
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Office of Nuclear Reactor Regulation