

NEI 06-11 [Revision **B**]

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# Managing Fatigue at Nuclear Power Reactor Sites

January 2008



**Nuclear Energy Institute**

**Managing Fatigue at  
Nuclear Power Reactor  
Sites**

**January 2008**

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## EXECUTIVE SUMMARY

This document provides guidance for managing fatigue in accordance with 10 CFR 26, Subpart I, *Managing Fatigue*. The goals of this guide are to provide the tools needed to meet regulatory requirements while:

- Maintaining reasonable assurance of industrial and nuclear safety.
- Recognizing that a wide variety of work situations exist across the industry.
- Supporting management flexibility and decision making when unplanned work is required.
- Providing the records needed to allow the required performance evaluations to be performed efficiently.
- Clarifying the rights and responsibilities of licensees and workers.





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# MANAGING FATIGUE AT NUCLEAR POWER REACTOR SITES

## 1 INTRODUCTION

Reference: 10 CFR Part 26, Subpart I

This guide provides an approach to meeting 10 CFR Part 26, Subpart I requirements related to managing fatigue at power reactor sites. Implementation of the drug and alcohol portion of the fitness-for-duty program are addressed in NEI 03-01, *Nuclear Power Plant Access Authorization Program* and NEI 03-04, *Guideline for Plant Access Training*.

An individual's ability to safely and competently perform his or her duties is not solely based on the individual's hours worked or that the individual has had adequate rest. Fatigue can be caused by numerous things including such things as long hours of work, inadequate rest between work periods, sleep disorders, sedentary lifestyles, work problems or dissatisfaction, home finances and relationships, inadequate nutrition, emotional stress, physical stress, prescription drugs, and mental or physical illness. Fatigue may lead to decreased alertness. When an individual is alert, he or she may be more focused and better able to pay attention. Fatigue and decreased alertness can substantively degrade an individual's ability to safely and competently perform his or her duties. Fatigue management is part of the licensee's overall fitness-for-duty (FFD) program.

In 1982 the Nuclear Regulatory Commission issued Generic Letter 82-12, *Nuclear Power Plant Staff Working Hours*, providing guidelines for managing the hours worked for individuals performing safety related work. The current rule was driven, in part, by the variation in approaches used across the industry to meet these guidelines. To meet the requirements in Subpart I a detailed process is needed for managing and documenting hours worked.

This guide addresses a number of challenges on the level of detail needed in the program.

This guide addresses the training and the comprehensive examination that is required by Part 26 for the following new knowledge and abilities (KAs):

- Knowledge of the contributors to worker fatigue, circadian variations in alertness and performance, indications and risk factors for common sleep disorders, shift work strategies for obtaining adequate rest, and the effective use of fatigue countermeasures
- Ability to identify symptoms of worker fatigue and contributors to decreased alertness in the workplace.

The training for other KAs associated with FFD is addressed in NEI 03-01 and NEI 03-04.

## 2 PURPOSE AND APPLICABILITY

Reference: 10 CFR Part 26.201, "Applicability"

### 2.1 PURPOSE

The purpose of this guide is to provide the guidance needed by licensees to have an effective program for meeting the requirements of 10 CFR Part 26 Subpart I related to managing fatigue. The goal is to provide management processes, record keeping processes and monitoring tools that ensure compliance while providing guidance for flexibility for day-to-day operations.

### 2.2 APPLICABILITY

This guide applies to licensees who are authorized to operate a nuclear power reactor (under Sec. 50.57).

Applicability to licensees who are transitioning from new plant construction to operations will be addressed in a future revision.

This guide does not apply to decommissioned plants, not authorized to operate.

#### 2.2.1 Fatigue Management Program, With the Exception of Work Hour Controls

In accordance with 10 CFR 26.4, fatigue management requirements, with exception of work hour controls, apply to:

- All persons who are granted unescorted access to nuclear power reactor protected areas, and
- All persons who are required to physically report to the Technical Support Center or Emergency Operations Facility, in accordance with the site Emergency Plan and procedures.

Therefore, the Fatigue Management Program, with the exception of Work Hour Controls, shall be implemented by licensees who are authorized to operate a nuclear power reactor under 10 CFR 50.57, and holders of a combined license under 10 CFR part 52 after the Commission has made the finding under 10 CFR 52.103(g).

#### 2.2.2 Work Hour Controls for Covered Individuals

10 CFR 26.205, "Work Hours" apply to covered individuals (a subset of the individuals to which the Fatigue Management Program applies) who are granted unescorted access to nuclear power reactor protected areas. Any individual on-site who performs duties within any of the following job categories is a covered individual subject to work hour controls:

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¶ The Fatigue Management Program, with the exception of work hour controls, for all persons who are required to physically report to the Technical Support Center or Emergency Operations Facility must be implemented before the Site Emergency Plan and Procedures are in place and either of the following occurs:¶ <#>Commission has made the finding under 10 CFR 52.103(g), or¶ <#>The receipt of special nuclear material in the form of fuel assemblies.¶ The above is based upon the assumption that Site Emergency Plan and Procedures are in place before 1 or 2 above occur.¶

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- Operating or on-site directing of the operation of systems and components that a risk-informed evaluation process has shown to be significant to public health and safety.
- Performing maintenance or on-site directing of the maintenance of structures, systems, and components (SSCs) that a risk-informed evaluation process has shown to be significant to public health and safety.
- Performing Health Physics or Chemistry duties required as a member of the on-site emergency response organization minimum shift complement.
- Performing the duties of a Fire Brigade member who is responsible for understanding the effects of fire and fire suppressants on safe shutdown capability. The person specifically **designated** for understanding the effects of fire and fire suppressants on safe shutdown capability is considered the person responsible for understanding the effects of fire and fire suppressants on safe shutdown capability. The remaining Fire Brigade members are not considered as the person(s) responsible for understanding the effects of fire and fire suppressants on safe shutdown capability.
- Performing security duties as an armed security force officer, alarm station operator, response team leader, or watchperson, hereinafter referred to as security personnel.

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**Implementation of work hour controls for covered individuals for licensees transitioning from new construction to operations will be addressed in a future revision.**

**Deleted:** A risk informed conclusion is that there is no significant, calculated risk to the public due to any component being damaged or mis-operated prior to initial criticality, based on the lack of any substantial curie inventory in the core. Therefore, risk to public health and safety is considered to begin at initial criticality. The following four categories of covered individuals shall adhere to work hour controls on or before initial criticality:¶

- <#>Operations personnel¶
- <#>Maintenance personnel¶
- <#>Health Physics or Chemistry members of the on-site emergency response organization minimum shift¶
- <#>Fire Brigade member who is responsible for understanding the effects of fire and fire suppressants on safe shutdown capability¶

¶

Work hour controls apply to Security Personnel upon the receipt of special nuclear material in the form of fuel assemblies as required by 10CFR 73.40 Physical protection: General requirements at fixed sites and 10CFR 73.55. Security personnel shall adhere to work hour controls on or before the receipt of special nuclear material in the form of fuel assemblies.¶

¶

Therefore, each licensee shall: ¶

- <#>Develop a plan for implementation of the Fatigue Management Program required by Subpart I.¶
- <#>Implement the work hour controls for Security Personnel before or upon receipt of special nuclear material in the form of fuel assemblies.¶
- <#>Implement the work hour controls for all other Covered personnel on or before initial criticality.¶

### 3 DEFINITIONS

Reference: 10 CFR Part 26.5

The following definitions are used in this guide.

**Acute fatigue** means fatigue from causes (e.g., restricted sleep, sustained wakefulness, task demands) occurring within the past 24 hours.

**Alertness** means the ability to remain awake and sustain attention.

**Break** is defined as an interval of time that falls between successive work periods, during which the individual does not perform any duties for the licensee other than one period of shift turnover at either the beginning or end of a shift but not both. This means that one period of shift turnover can be considered as part of the break.

**Call-in** means returning to the site when not normally scheduled for work.

**Circadian variation in alertness and performance** means the increases and decreases in alertness and cognitive/motor functioning caused by human physiological processes (e.g., body temperature, release of hormones) that vary on an approximately 24-hour cycle.

**Contractor/vendor (C/V)** means any company, or any individual not employed by a licensee who is providing work or services to a licensee, either by contract, purchase order, oral agreement, or other arrangement.

**Covered individual** means an individual subject to work hour controls. Any individual granted unescorted access to a nuclear power plant's protected area that performs covered work.

**Covered work** means the following:

- Operating or on-site directing of the operation of systems and components that a risk-informed evaluation process has shown to be significant to public health and safety;
- Performing maintenance or on-site directing of the maintenance of structures, systems, and components (SSCs) that a risk-informed evaluation process has shown to be significant to public health and safety;
- Performing Health Physics or Chemistry duties required as a member of the on-site emergency response organization minimum shift complement;
- Performing the duties of a Fire Brigade member who is responsible for understanding the effects of fire and fire suppressants on safe shutdown capability; and

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- Performing security duties as an armed security force officer, alarm station operator, response team leader, or watchperson, hereinafter referred to as security personnel.

**Cumulative fatigue** means the increase in fatigue over consecutive sleep-wake periods resulting from inadequate rest.

**Day-off** means a calendar day in which an individual does not start a work shift.

**Directing** means the exercise of control over a work activity by an individual who is directly involved in the execution of the work activity, and either makes technical decisions for that activity without subsequent technical review, or is ultimately responsible for the correct performance of that work activity.

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**Eight (8) -hour shift schedule** means a schedule that averages not more than 9 hours per workday over the entire shift cycle.

**Fatigue** means the degradation in an individual's cognitive and motor functioning resulting from inadequate rest.

**Incidental duties** means those work activities, required by the licensee, performed off-site.

**Increased threat condition** means an increase in protective measure level, relative to the lowest protective measure level applicable to the site during the previous 60 days, as promulgated by an NRC advisory.

**On-site** means within that portion of the owner controlled area of the nuclear power plant that contain(s) risk significant structures, systems, or components.

**Off-site** means any area not considered on-site.

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**Maintenance** means, for the purposes of § 26.4(a)(4) defined as maintenance activities, repair, modification or calibration, that are intrusive to structures, systems or components (SSC's) and where errors could produce consequences to safety related SSC's.

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**Nap or Restorative Sleep** means a brief opportunity and accommodations for restorative, uninterrupted sleep of at least one half hour in a designated area.

**Nominal** means the limited flexibility that is permitted in meeting a scheduled due date for completing a recurrent activity that is required under 10 CFR 26, such as the nominal 12-month frequency required for FFD refresher training and the nominal 12-month frequency required for certain audits. Completing a recurrent activity at a nominal frequency means that the activity may be completed within a period that is 25 percent longer or shorter than the period required in 10 CFR 26. The next scheduled due date would be no later than the current scheduled due date plus the required frequency for completing the activity.

**Protected area** means an area encompassed by physical barriers and to which access is controlled.

Deleted: Maintenance means repair, modification or calibration of structures, systems or components.

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**Risk informed evaluation process** means an evaluation based on a probabilistic risk analyses approach such as the Maintenance Rule (50.65(a)(4)) or other process.

**Security personnel** means armed security force officer, alarm station operator, response team leader, or watchperson.

**Shift cycle** means a series of consecutive work shifts and days off that is planned by the licensee to repeat regularly, thereby constituting a continuous shift schedule. A shift cycle cannot exceed 6 weeks for the purposes of calculating days off.

**Shift turnover** means only those activities that are necessary to safely transfer information and responsibilities between two or more individuals between shifts. Shift turnover activities may include, but are not limited to, discussions of the status of plant equipment, and the status of ongoing activities, such as extended tests of safety systems and components.

**Tactical exercise** means a force-on-force simulation used to evaluate and demonstrate the capability to defend target sets against selected attributes and characteristics of an adversary. A force-on-force tactical exercise includes all key program elements of a station's protective strategy.

**Ten (10)-hour shift schedule** means a schedule that averages more than 9 hours, but not more than 11 hours, per workday over the entire shift cycle.

**Twelve (12)-hour shift schedule** means a schedule that averages more than 11 hours, but not more than 12 hours, per workday over the entire shift cycle.

**Unit outage** means that the reactor unit is disconnected from the electrical grid.

**Work hours** mean the amount of time an individual performs duties for the licensee. This includes all work hours, with the following exceptions:

- One period of shift turnover time, either at the end or beginning of the shift, but not both shall be excluded.
- Within-shift break and rest periods in which there is reasonable opportunity and accommodations for restorative sleep (e.g., a nap) may be excluded.
- Unscheduled work hours for the purpose of participating in an unannounced emergency preparedness exercises and drills may be excluded.
- Incidental duties performed off-site provided the total duration of the work does not exceed a nominal 30 minutes during any single break period may be excluded.
- For security personnel, during the actual conduct of force-on-force tactical exercises if security personnel work on their day off, this work day may be counted in the calculation of minimum days off.

- For security personnel, during periods defined in writing by the NRC when security personnel are required to work to ensure the common defense and security.
- Personal time in which an individual is on-site but is off duty (i.e., before or after his/her normally scheduled work period in which work activities are performed for the licensee) may be excluded. The individual may be reading the paper, in the on-site fitness center, eating breakfast, etc.

**Work hour controls** mean the regulatory requirements in 10 CFR 26.205.

## 4 IMPLEMENTATION

The guidance in this document shall be implemented no later than eighteen months from the publication of the final rule in the *Federal Register*.



## 5 POLICY AND PROCEDURES

Reference: 10 CFR Part 26.203 General Provisions

### 5.1 POLICY

The licensee program shall establish a policy for the management of fatigue for all individuals who are subject to the licensee's Fitness-For-Duty (FFD) program and incorporate the guidance into the site or corporate written FFD policy as required in § 26.27(b), FFD Policy. As related to fatigue management, the FFD policy should:

1. Address the affect of fatigue on FFD;
2. Provide a description of any program that is available to individuals who are seeking assistance in dealing with fatigue or other problems that could adversely affect an individual's ability to safely and competently perform the duties that require an individual to be subject to this subpart;
3. Describe the consequences of violating the policy;
4. Describe the responsibilities of managers, supervisors, and escorts to report FFD concerns; and
5. Describe the individual's responsibility to report FFD concerns.
6. Describes the individual's responsibility to maintain their FFD and make self-declaration if they are not FFD.

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### 5.2 PROCEDURES

The licensee program shall develop, implement, and maintain procedures that:

- a) Describe the process to be followed when any individual covered by the FFD program makes a self-declaration that he or she is not fit to safely and competently perform his or her duties for any part of a working tour as a result of fatigue.
- b) Describe the individual's and licensee's rights and responsibilities related to self-declaration.
- c) Describe requirements for establishing controls and conditions under which an individual may be permitted or required to perform work after that individual declares that he or she is not fit due to fatigue.
- d) Describe the process to be followed if the individual disagrees with the results of a fatigue assessment that is required.
- e) Describe the process for implementing the controls required for covered individuals.
- f) Describe the process to be followed in conducting fatigue assessments.

- g) Describe the disciplinary actions that the licensee may impose on an individual following a fatigue assessment, and the conditions and considerations for taking those disciplinary actions.

The procedure(s) shall include the following responsibilities: [Bracketed text is filled in on a site specific basis]:

[1] The [Operations Shift Manager] or a site senior level manager with requisite signature authority is responsible for:

- Determining that a work hour waiver is necessary to mitigate or prevent a condition adverse to safety.
- As applicable, evaluating staffing levels to ensure individual work hours are managed with the objective of preventing impairment from fatigue due to the duration, frequency, or sequencing of successive shifts.

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[2] The [Security Shift Manager] or a site senior level manager with requisite signature authority is responsible for:

- Determining that a waiver is necessary to maintain site security.
- As applicable, evaluating staffing levels to ensure individual work hours are managed with the objective of preventing impairment from fatigue due to the duration, frequency, or sequencing of successive shifts.

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[3] The [General Manager, Plant Operations] is responsible for:

- Ensuring a review is performed at least once per year, such that the entire year is reviewed, to monitor hours worked and ensure that excessive hours have not been assigned.
- Evaluating staffing levels to ensure individual work hours are managed with the objective of preventing impairment from fatigue due to the duration, frequency, or sequencing of successive shifts.
- Evaluating the performance of individuals to ensure individual work schedules prevent impairment from fatigue. This includes evaluating the duration, frequency and sequencing of the hours that are worked by each individual.

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[4] The [Supervisor or Manager] of the individual who will be issued a waiver to exceed the work hour limits or who is being assessed for fatigue is responsible for:

- Evaluating the employee's fitness by performing a face-to-face fatigue assessment.
- Evaluating the employee's performance and continued fitness-for-duty while working under a waiver.

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If evaluating for the issuance of a waiver and the individual's Supervisor or Manager is not on-site, this responsibility may be performed by any manager or supervisor who is **qualified** to oversee the work to be performed by the individual.

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[5] Each [Department Head] is responsible for:

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- Providing guidelines for overtime selection process, **including those** required by the union contract, and the fitness-for-duty requirements outlined in this guide and in the licensee's FFD Program.
- Communicating the requirements to appropriate personnel within his/her department.
- Maintaining a record of the shift schedules and shift cycles used for at least the past 3 years for those individuals who are subject to work hour controls. Records may be required longer than 3 years, if legal proceedings are ongoing.
- Evaluating staffing levels are adequate to ensure individual work hours are managed with the objective of preventing impairment from fatigue due to the duration, frequency, or sequencing of **successive shifts**.

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[6] Each Requesting Supervisor is responsible for ensuring authorization for issuance of a waiver to exceed working hour limits is obtained prior to allowing an individual to exceed these limits.

[7] Each Employee (licensee or contractor) is responsible for (this is inclusive of the above listed positions):

- Evaluating his/her personal fitness to work based on impairment from fatigue.
- Managing his/her work hours consistent with the objective of preventing impairment from fatigue.
- Making a self-declaration of fatigue and discussing his/her concerns with supervision or management in cases when he/she feels his/her performance may be impaired.
- Verifying his/her working hours are correctly documented regardless of whether he/she is paid for the hours worked.
- Monitoring and reporting concerns related to individuals' fitness to work based on impairment from fatigue (i.e., behavioral observation program).
- **Being aware of the total hours worked in the previous 14 days and notifying management if work hour limits will be exceeded if asked to work additional hours.**

Deleted: <#>Being available on-site for a face-to-face fatigue assessment when required.¶

## 6 INDIVIDUALS SUBJECT TO FATIGUE MANAGEMENT AND WORK HOUR CONTROLS

Reference: 10 CFR Part 26.4 “FFD Program Applicability to Categories of Individuals”

### 6.1 INDIVIDUALS SUBJECT TO FATIGUE MANAGEMENT

Fatigue management requirements, with exception of work hour controls, apply to the following individuals:

- All persons who are granted unescorted access to nuclear power reactor protected areas, and
- All persons who are required to physically report to the Technical Support Center or Emergency Operations Facility, in accordance with the site Emergency Plan and procedures.

### 6.2 WORK HOUR CONTROLS FOR COVERED INDIVIDUALS

Work hour controls apply to only covered individuals who are granted unescorted access to nuclear power reactor protected areas. Any individual on-site who performs duties within any of the following job categories is a covered individual subject to work hour controls:

- Operating or on-site directing of the operation of systems and components that a risk-informed evaluation process has shown to be significant to public health and safety.
- Performing maintenance or on-site directing of the maintenance of structures, systems, and components (SSCs) that a risk-informed evaluation process has shown to be significant to public health and safety.
- Performing Health Physics or Chemistry duties required as a member of the on-site emergency response organization minimum shift complement.
- Performing the duties of a Fire Brigade member who is responsible for understanding the effects of fire and fire suppressants on safe shutdown capability. The person specifically **designated** for understanding the effects of fire and fire suppressants on safe shutdown capability is considered the person responsible for understanding the effects of fire and fire suppressants on safe shutdown capability. The remaining Fire Brigade members are not considered as the person(s) responsible for understanding the effects of fire and fire suppressants on safe shutdown capability.
- Performing security duties as an armed security force officer, alarm station operator, response team leader, or watchperson, hereinafter referred to as security personnel

Work hour controls do not apply to the following individuals and activities:

- Maintenance activities on systems, structure and components that are not installed in the plant.
- Maintenance activities on systems, structure and components that have been removed from the plant for overhaul/rebuild and will be reinstalled and receive a post maintenance/installation test.
- Verification activities.
- Quality control and quality assurance activities.
- Non-intrusive testing, such as, non-destructive analysis (NDE), thermography, vibration analysis, data collection and analysis.
- Contractor/vendors conducting work off-site.
- Contractor/vendors who are granted unescorted access to nuclear power reactor protected areas while conducting work off-site.
- Contractor/vendors, who are not granted unescorted access (i.e, the individual is escorted), conducting work on a risk-significant component on-site
- Emergency Response Personnel who are not part of the on-site minimum shift complement.

The licensee program shall clearly define when an individual is subject to work hour controls. The Maintenance Rule, Requirements for monitoring the effectiveness of maintenance at nuclear power plants, § 50.65 (a) (4), can be considered a risk-informed evaluation process to identify SSC's that are significant to public health and safety. The licensee has the option of using risk-informed evaluation processes other than those used for compliance with the Maintenance Rule.

**Example 1:**

10 CFR 26.4, "FFD program applicability to categories of individuals," paragraph (a) states that "All persons who are granted unescorted access to nuclear power reactor protected areas by the licensees in 26.3(a) and perform the following duties shall be subject to an FFD program that meets all of the requirements of this part..." Paragraphs (a)(1) through (a)(5) list the work under the scope of the work hours limitations.

If an unbadged contractor is brought into the plant to do emergent critical specialty work on a risk-significant component, (such as a contractor who is sealing a risk-significant valve), is that contractor subject to the work hour limitations? Note that the contractor would be escorted.

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**Answer:** Personnel under escort (i.e., unbadged individuals) are not subject to work hour limitations.

**Example 2:**

A risk significant component is removed from on-site to be refurbished or repaired. Is the work off-site on this component considered covered work?

**Answer:** No, once the component is no longer on-site, it is not considered a risk significant component. The work for removal, installation and testing the component is covered work.

**6.3 DIRECTING**

Directing means the exercise of control over a work activity by an individual who is directly involved in the execution of the work activity, and makes technical decisions for that activity without subsequent technical review, and/or is ultimately responsible for the correct performance of that work activity.

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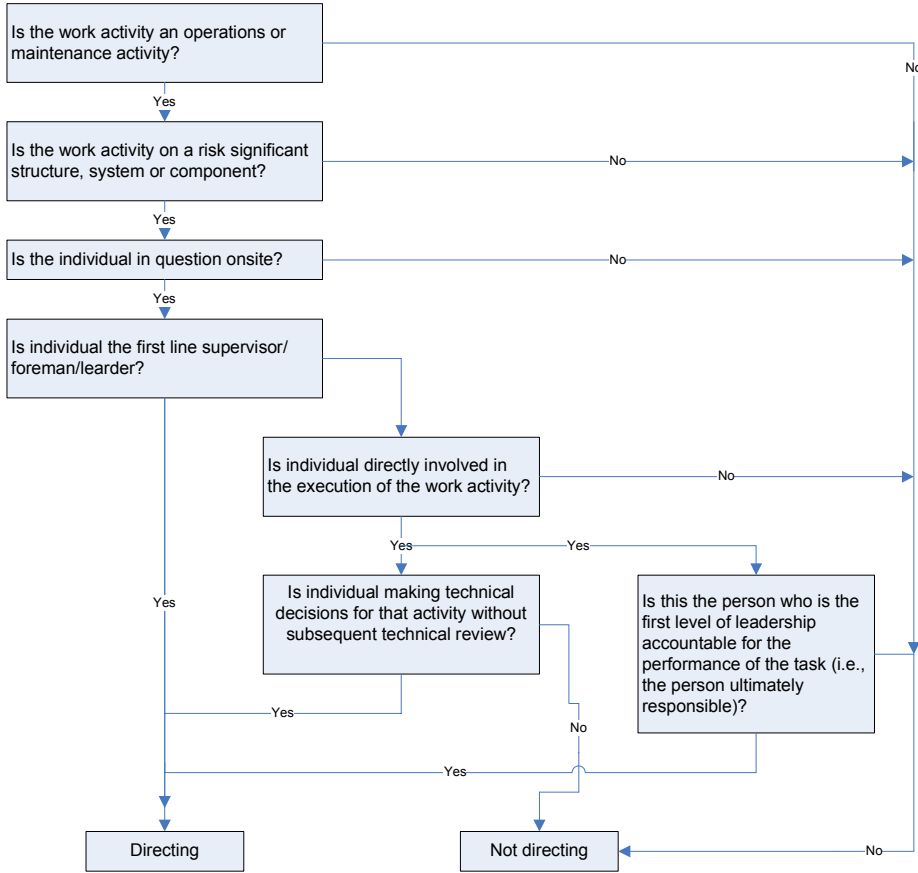
The licensee program shall clearly define when an individual is directing and subject to work hour controls. Considerations should include all of the following when determining if an individual is directing an operation or maintenance activity:

- Is the individual on-site?
- Is the work at the location of risk significant SSCs?
- Is the individual the first line supervisor/foreman/leader?
- Is the individual directly involved in the execution of the work activity?
- Is the individual making technical decisions for that activity without subsequent technical review?
- Is the individual ultimately responsible for the correct performance of that work activity? (For the purpose of this guide, ultimately refers to first level of leadership accountability for the performance of the task.)

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Is the individual assisting a trainee in completing on the job training?

(See the following flow chart.)



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The following tasks are examples generally considered NOT directing:

- ~~Engineering tasks~~
- Supervision in the plant of the maintenance on a non-covered SSC
- Supervision at the second level supervision
  - Note that position alone should not be the deciding factor. For example a Shift Manager is a second level supervisor but, in practice and as defined in 10CFR, has the authority to direct covered activities. Careful analysis, evaluating all the criteria, should occur prior to determining applicability or exclusion.
- Conducting Work Control Center documentation activities
- Writing a work procedure
- Preparing a work or modification package
- Review by senior management of work plans
- Training of personnel during which time the trainee is not operating or performing maintenance activities
- Providing ~~recommendations~~ from vendors and engineers on test performance, component and system operation, or other similar technical inputs
- Review and approval of documents
- Any work that is not operations or maintenance on risk significant SSCs
- ~~Technical Staff~~ providing only advice to control room staff

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Deleted: <#>Vendors and engineers providing only advice on test performance, component and system operation, or other similar technical input

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#### Example 1:

On Sunday morning at 0400, while running the # 1 DG, a problem develops that requires the System Engineer to return to site to provide technical assistance. Is the System Engineer a covered individual?

Deleted: A diesel generator (DG) System Engineer, who normally works 8 hour days, has worked 46 hours (8 hours on Monday through Friday (0700 – 1500) and 6 hours on Saturday (1500-2100)) to prepare for an NRC inspection.

**Answer:** The System Engineer is not directing or performing covered work, he is advising and therefore not conducting covered work.



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**Example 2:**

The Reactor Engineer is required to be present during fuel movement. Is the Reactor Engineer a covered individual?

Answer: The Reactor Engineer is not directing, he is advising and therefore not conducting covered work.

**Deleted:** Prior to refueling operations, a Reactor Engineer had worked six 8 hour days reviewing a criticality analysis that was being prepared to be included in a proposed Technical Specification submittal. On day seven, refueling starts and t

**Example 3:**

During a refueling outage, fuel is being moved and supervised by a licensed SRO. Is the SRO a covered individual?

Answer: The licensed SRO would be directing. The SRO is a covered individual.

**Deleted:** He works 14 hours that day, one hour of which was turnover. Has he violated a work hour limit?

## 7 WORK HOURS SCHEDULING

### Work Hour Scheduling

Reference: 10 CFR Part 26.205(c)

This section covers the normal long range schedule used for covered individuals. It does not address the process for scheduled or unscheduled overtime needed to support work activity.

Licensees shall schedule the work hours of covered individuals consistent with the objective of preventing impairment from fatigue due to the duration, frequency, or sequencing of successive shifts. Licensees should have a procedure on establishing schedules.

The licensee may elect to use a rolling (maximum) 6 week period for the purposes of determining the average days off.

When establishing schedules the following should be considered:

- Scheduled work hours are within work hour limits defined in 10 CFR 26.
- Duration of scheduled work period (not to exceed 12 hours)
- Duration of break period (normally about 12 hours or more)
- Consistent start times for work periods
- **Consistent stop times for work periods**
- Consistent rotation (e.g., if working a 5-week shift rotation, the scheduled work days and days off are repeated every five weeks)
- Stable 24-hour shift rotation (e.g., 3 X 8's, 2 X 12's, 2 X 10's with four hours un-staffed)
- The impact of backward shift rotation (rotation of the start of the shift from days to night to swings).
- Rotating schedules provide suitable transition between shifts (days/nights, days/swings/nights), 8-hour shift rotations rotate forward or provide more than 24 hours between work periods to adjust circadian rhythm; 12-hour shift rotations provide 34 hours off during day/night transitions.
- Long range predictability is a key aspect of fatigue mitigation.
- Circadian factors - start times fixed (i.e., 6 or 7 a.m.) vs. rotating shifts
- Training requirements
- Vacation scheduling

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Staffing levels should be sufficient so that on average (over non-outage periods) schedules for the covered individuals can be maintained based on vacation and emergent training demand without relying on excessive work hours. It is expected and allowed that normal variation in the vacation demand and training demand may occasionally require additional work hours to be used. Management is responsible for understanding the total vacation, training, and work loads, and for maintaining sufficient staff to get the work done. Normal variation in the vacation demand, training demand, and emergent or extraordinary work demands may occasionally require additional work hours to be used. ~~Section 15, Reviews, addresses an annual performance based assessment of the work schedule.~~

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**Inserted:** es an annual performance based assessment of the work schedule.

### 7.1 PERIODIC OVERTIME

Periodically, workers and supervisors will need to work overtime to meet station needs. This overtime will be worked while meeting all work hour rules, for both time at work, break requirements, and average days off, consistent with the individual's shift schedule. To distinguish between periodic overtime and an actual change of shift, the following need be considered:

- ~~Is the time worked on the different shift duration for a period of time less than the shift cycle duration?~~
- ~~Is the change in shift duration not done at a regular frequency or multiple times throughout the year?~~
- Is the change in shift duration for a specific reason (specific work window support, special test, pre- or post-outage period, etc.) with a defined purpose and duration?

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Licensees shall evaluate the use of periodic overtime with respect to an average of 54 hours per week in any shift cycle while the individuals' work hours are subject to the requirements of § 26.205(d)(3).

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A supervisor's schedule is defined as the shift schedule of the covered individuals that they supervise. Supervisor work hour limitations are consistent with the shift schedule of the workforce supervised.

Supervisors are unique with respect to the need for and frequency of periodic overtime. For a typical supervisor, the day starts with turnover from the previous shift, preparation for the day / shift activities. The day ends with a more extensive turnover than for the workforce, and closeout of administrative paperwork. Turnovers for supervisors may be more extensive than for workers and will therefore be longer. The paperwork activities (package review and closeout, performance management reviews, etc.) typically fall into the category of non-covered work. For a supervisor supporting an 8-hour shift for example, turnover and preparatory activities may extend the work day for the supervisor to more than 9 hours. This time will be considered periodic overtime and will not be subject to the averaging technique. Supervisor shift schedule

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and work hour limitations will be consistent with the shift schedule of the workforce they support.

### 7.2 TRANSITIONS BETWEEN SCHEDULES

Individuals may change shift schedules during the shift cycle. Transitioning between shifts shall not be confused with “periodic overtime” as discussed and defined in this document.

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Individuals may change shift schedules during the shift cycle. The following guidance applies:

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For shift schedule transitions, licensees should calculate the average duration of the shifts worked and to be worked during a period of not more than six weeks that encompasses the schedule transition to determine the applicable day off requirement. If the average shift duration is not more than 9 hours, then the minimum day off requirements for 8-hour shift schedules would apply. If the average shift duration is more than 9 hours but not more than 11 hours then the requirements for a 10-hour shift would apply, and so forth.

### 7.3 TRANSITIONING ONTO A SHIFT

Individuals may be non-shift workers, but will occasionally be assigned shift duties. One example is non-shift SROs that will stand proficiency watches. Another situation where the individual joins the shift after the shift cycle has started. These individuals may not have been doing covered work prior to joining the shift.

If an individual begins or resumes performing for the licensee any covered work during the calculation period, the licensee shall include in the calculation of the individual’s work hours all work hours worked for the licensee, including hours worked performing duties that are not covered work and control the individual’s work hours in accordance with the following requirements:

Except as permitted by waivers and exceptions, licensees shall ensure that any individual’s work hours do not exceed the following limits:

16 work hours in any 24-hour period

26 work hours in any 48-hour period

72 work hours in any 7-day period

Except as permitted by waivers and exceptions, licensees shall ensure that individuals have the following breaks and minimum days off:

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A 10-hour break between successive work periods, or an 8-hour break between successive work periods when a break of less than 10 hours is necessary to accommodate a crew's scheduled transition between work schedules or shifts.

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A 34-hour break in any 9-calendar day period.

If the individual joins a shift after the start of a shift cycle, they shall meet the average days off requirement going forward and they shall meet the minimum days off requirement for the shift they have transitioned from.

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~~Deleted:~~ A look back to before beginning or resuming duties subject to work hour controls is not required.

~~Deleted:~~ Jane must meet the average days off requirement going forward.

**Example 1:**

Assume that John Doe is a staff engineer in the Operations department who holds an active license. John works a nominal 8-hour day. John's normal work duties are NOT within the scope of the work hours rule. Over the last 6 weeks John has had weekends off except for the 6th week; i.e., during the 6th week (i.e., last week) John worked Monday through Friday, came in on Saturday for 4 hours to catch up on work; and also came in Sunday for 4 hours. John resumed his normal duties on Monday this week. Today, (Tuesday), John is asked to stand an SRO watch. Can he stand the watch since Tuesday is the 9th day in a row that John will be working?

**Answer:** No, John has not had a 34-hour break in the last 9-calendar day period.

**Example 2:**

Assume that Jane Doe is a staff engineer in the Operations department who holds an active license. Jane works a nominal 8-hour day. Jane's normal work duties are NOT within the scope of the work hours rule. Over the last 6 weeks Jane has had weekends off except for the 6th week; i.e., during the 6th week (i.e., last week) Jane worked Monday through Friday, came in on Saturday for 4 hours to catch up on work; but did not come Sunday. Jane resumed her normal duties on Monday this week. Today, (Tuesday), Jane is asked to stand an SRO watch. Can she stand the watch?

**Answer:** Yes, Jane has had a 34 hour break in the last 9 days. Jane works an 8-hour shift and a lookback over the last 7 days shows that she does meet the minimum 1 day off requirement.

**7.4 TRANSITIONING BETWEEN COVERED GROUPS OR INTO A COVERED GROUP**

If an individual begins or resumes performing covered work during the calculation period, the licensee shall include in the calculation of the individual's work hours all work hours worked for the licensee, including hours worked performing duties that are

not covered and control the individual's work hours under the requirements of their covered work group.

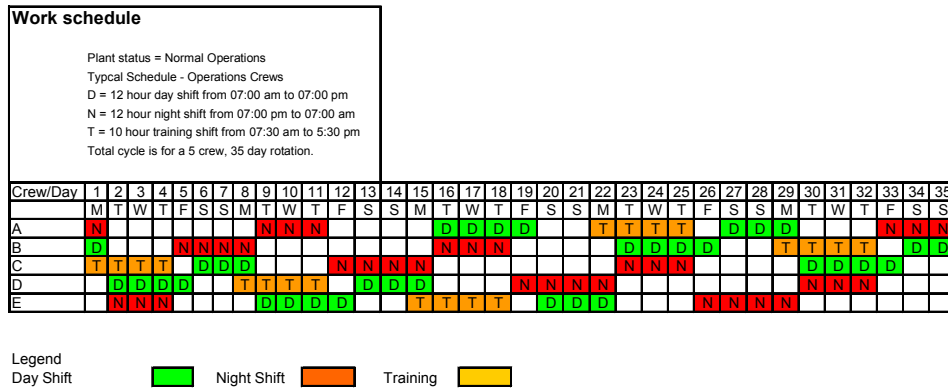
Example: An individual is both a maintenance worker and a security officer. During the first two weeks of the outage, the individual conducts covered maintenance work. At the beginning of the third week, the individual conducts covered work as a security officer. What are the day off requirements for this individual?

Answer: The individual must have one day off per week for the first 2 weeks. The individual changes work groups at the beginning of the third week, at this point forward the individual must have 4 days off in the next 15 days.

### 7.5 UNEXPECTED OUTAGES

Unexpected outages can impact the licensee's ability to demonstrate compliance with the normal operations day off requirements. Average days off are applicable during normal operations. During an outage, days off are required on a day (e.g., 1 day off per week for maintenance workers and 3 or 4 days off every non-rolling 15 day period for the remainder of the covered individuals) basis and not on an average basis. When entering an unexpected outage, the licensee shall be considered to be in compliance with the rule if the schedule for the shift cycle would have provided for the required average days off.

**Example: Plant Online Week 1 (Days 1-7), Forced Outage Weeks 2-5 (Days 8-35). After Week 1, Crews adopt outage schedule, adhering to outage work hour restrictions.**



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**Days Off Per Week Averaged Over Shift Cycle during Periods of Normal Operations (i.e., during Week 1)**

- Crew A: 6
- Crew B: 3
- Crew C: 1
- Crew D: 3
- Crew E: 4

The above schedule show that the licensee was currently in compliance and would have been in compliance with the average days off over the remainder of the shift cycle and thus is considered in compliance with the rule when transitioning to the outage work hours. The licensee shall meet the outage work hour requirements during the outage.

**7.6 RESET FROM DEVIATIONS**

Deviations from the requirements from the rule may occur as the result of administrative errors ~~or~~ unforeseen circumstances. A person is considered "reset" from a deviation, whether under a waiver or otherwise, when they meet 16/24, 26/48, 72/7, 34/9, have had at least 10 hours off since last at work, ~~and have met the minimum days off requirement in the last 7 day priod.~~ ~~The corrective action program shall be utilized to document deviations to the rule.~~

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## 8 MANAGING HOURS WORKED

Reference: 10 CFR Part 26.205(b)

This section addresses what the expectations are relative to the work hour limits and what records are needed to document compliance. Management and covered individuals should be equally responsible for properly managing work hours.

### 8.1 CALCULATING HOURS WORKED

The concepts for this section are:

- Work hour limits and the associated calculation and tracking of work hours apply to the individuals who perform covered work.
- Licensees shall establish the accounting practices to be used in monitoring hours worked. In many cases this will parallel the established system for compensation. However the accounting practices may be different from record keeping for payroll purposes. Work periods should be rounded consistently.
- Work hour records should show the number of hours worked each calendar day. Work period start and stop times should be recorded and documented in a consistent manner.

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The licensee shall calculate the work hours of covered individuals subject to this section as the amount of time the individuals perform duties for the licensee. The calculated work hours shall include all time performing duties for the licensee, including all within-shift break times and rest periods during which there are no reasonable opportunities or accommodations appropriate for restorative sleep.

Work hours are calculated as the amount of time an individual performs any duties for the licensee including but not limited to the following:

- All within-shift break times and rest periods during which there is no reasonable opportunity or accommodations appropriate for restorative sleep (e.g., a nap);
- Shift holdovers to cover for late arrivals of incoming shift members;
- Early arrivals of individuals for licensee required meetings, training, or pre-shift briefings for special evolutions (these activities are not considered shift turnover activities); and
- Holdovers for interviews needed for event investigations.



For the purposes of calculating the average number of days off, the duration of the shift cycle shall not exceed 6 weeks and may be of a shorter duration.

To ensure an individual's work hour limits are not exceeded, the following guidance should be used:

- (a) The periods of "24-hours," "48-hours," and "7-days" are considered rolling time periods. Rolling means -the period is not re-zeroed, or the "clock reset" following a day off or after obtaining authorization to exceed the limits. The "24-hours," "48-hours," and "7-days" periods do not restart after a day off, the periods continue to roll.
- (b) Hours worked should be evaluated to determine if any limit will be exceeded based on the work schedule by picking a future time (T) on the work schedule and asking, "how many hours will have been worked during the T-24 hours, T-48 hours, or T-168 hours (T-7days)" (i.e., a backwards look at the number of hours that have or will have been worked based on a time in the future.)
- (c) If a work hour limit will be exceeded, it shall be identified before the hours are worked. To determine if the average days off requirements will be met (before working the additional hours) a licensee may use one of the following methods:  
Calculate the average days off based on a backwards look of the previous 5 weeks and determine if the extra hours worked in the next week would still meet the requirement (rolling 6 week cycle method); or ensure that sufficient days off still exist (within the shift cycle) to meet the average days off requirements (fixed shift cycle method).
- (d) The period is not re-zeroed, or the "clock reset" following a day off or after obtaining authorization to exceed the limits.

For example, if an individual who normally works a 12-hour shift schedule is requested to work additional hours from 0700 to 1900 on Friday, the following should be considered prior to working the additional hours.

- To determine if more than 16 hours in any 24-hour period will be exceeded, review all hours worked during the 24-hour period prior to the stop time on Friday as reflected in the request to work additional hours. .
- To determine if more than 26 hours in any 48-hour period will be exceeded, review all hours worked during the 48-hour period prior to the stop time on Friday as reflected in the request to work additional hours. .

- To determine if more than 72 hours in any 7-day period will be exceeded, review all hours worked during the 7-day period prior to the stop time on Friday (i.e., T-168 hours) as reflected in the request to work additional hours.
- To determine if a 10-hour break has been taken, review the break period(s) between the last day of work before Friday and 0700 on Friday. .
- To determine if a break of at least 34 consecutive hours has been taken, review the break period(s) during the last 9 days prior to the stop time on Friday. .

#### Within-Shift Breaks and Rest Periods

- (a) Only that portion of a break or rest period during which there is a reasonable opportunity and accommodation for restorative sleep (e.g., a nap of at least 30 minutes) may be excluded.
- (b) Time spent at lunch, although non-productive work may not be excluded from the work hour calculations.
- (c) Any other break time allowed during the scheduled work day that does not allow opportunity or accommodations for restorative sleep (e.g., a nap) is included in the work hour calculation.

#### Paid Time Not Included in the Work Hour Calculations

- (a) Pay for hours not worked – Only actual hours worked are included in the work hour calculations. Examples of paid hours not worked follow:
  - Vacation time – this is time away from work and is not included in the work hour calculation.
  - Sick leave – this is time away from work and is not included in the work hour calculation.
  - Personal leave – this is time away from work and is not included in the work hour calculation.
  - Holiday pay – this may be either time away from work or at work. If the time is at work, then only the actual hours worked are included in the work hour calculation.
- (b) Declared Plant Emergencies as defined in the licensee's emergency plan.
- (c) Unannounced emergency preparedness exercises and drills. Licensees may exclude from the calculation of an individual's work hours the time the individual

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works unscheduled work hours, above the normal scheduled work hours, for the purpose of participating in the actual conduct of an unannounced emergency preparedness exercise or drill. If an individual is on a day off, it is still considered a day off.

**Call-in work period**

**A call-in is considered an addition to the normal work schedule.**

**An individual must have a 10 hour break before the call-in work period unless the intervening hours are included in the work hour calculation.**

**Example 1:**

An individual's normal schedule is from 0700 to 1500 (8 hour day) and the individual is called back to work at 1900 and he/she works until 2100; then the total time is counted (including time off site) as a single work period (14 hours).

The individual may return to work at 0700 with his/her normal shift, as he/she will have a 10 hour break when leaving at 2100. Without an approved waiver, the individual may not work more than the all other hourly limitations, such as 26 hours in 48 hours.

**Example 2:**

An individual's normal schedule is from 0700 to 1500 (8 hour day), and the individual is called back to work at 0200. Since the individual had greater than a 10 hour break since leaving site, the time off site is not counted, and the individual may work from 0200 to 1500 (his/her call-in and normal shift), which would equate to 13 hours in 24. Without an approved waiver, the individual may not work more than all other hourly limitations, such as 26 hours in 48 hours.

**Daylight Saving Time**

When working during the change from daylight savings time back to standard time, the day may be counted as an 8-hour, 10-hour, or 12 hour day (i.e., the additional hour does not have to be included in the work hour calculations).

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At a multiple unit site, if an individual is working for a unit that is in an outage and for a unit that is not in an outage, the individual should throughout the outage period work under either the non-outage work hour limits or the outage work hour limits, but not both. The licensee shall document the work hour controls applicable to individuals. ¶

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**Deleted:** (a) . When calculating work hours, only the time the individual is on-site is counted, although he/she may be paid more hours based on the union contract. ¶

(b) . A call-in is considered an addition to the normal work schedule.¶  
Example: ¶  
An individual's normal schedule is from 0700 to 1500 (8 hour day) and the individual is called back to work at 1900 and he/she works until 2100; then the total time the individual has worked is counted (10 hours). Without a waiver, the individual may not work more than the hourly limitations, such as 16 hours in 24 hours. The individual must have a 10 hour break before or after the call-in work period.

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## Non-Outage and Outage Days

- (a) A non-outage day for a shift is a day when the unit is not in an outage when the shift starts.
- (b) An outage day for a shift is a day when the unit is in an outage when the shift starts.

For example if Crew “A” works from 0700 to 1900 on Friday and the outage starts at 1800 on Friday, Crew “A” is working a non-outage day. When Crew “B” comes in at 1900 on Friday, Crew “B” is working an outage day.

The licensee may exclude in the calculation of work hours the following as discussed below:

- Shift Turnover
- Within-shift break and rest periods during which there is a reasonable opportunity and accommodations for restorative sleep (e.g. a nap)
- Unannounced emergency preparedness exercises and drills
- Incidental duties performed off-site.

### *Shift turnover*

Licensees may exclude either oncoming or off going shift turnover, but not both, from the calculation of an individual’s work hours. Shift turnover includes only those activities that are necessary to safely transfer information and responsibilities between two or more individuals between shifts. Shift turnover activities may include, but are not limited to, discussions of the status of plant equipment, and the status of ongoing activities, such as extended tests of safety systems and components. Turnovers for supervisors may be more extensive than for workers and will therefore may be longer. Licensees may not exclude work hours worked during turnovers between individuals within a shift period due to rotations or relief within a shift. Activities that licensees may not exclude from work hours calculations also include, but are not limited to, shift holdovers to cover for late arrivals of incoming shift members; early arrivals of individuals for meetings, training, or pre-shift briefings for special evolutions; and holdovers for interviews needed for event investigations.

### *Within-shift break and rest periods*

Licensees may exclude from the calculation of an individual’s work hours only that portion of a break or rest period during which there is a reasonable opportunity and accommodations for restorative sleep (e.g., a nap).

### *Unannounced emergency preparedness exercises and drills*

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Licenses may exclude from the calculation of an individual’s work hours, including days off, the time the individual works unscheduled work hours for the purpose of participating in the actual conduct of an unannounced emergency preparedness exercise or drill.

*Incidental duties performed off-site*

Licenses may exclude from the calculation of an individual’s work hours unscheduled work performed off-site (e.g., technical assistance provided by telephone from an individual’s home) provided the total duration of the work, which is required by the licensee, does not exceed a nominal 30 minutes during any single break period. For the purposes of compliance with the minimum break requirements and the minimum day off requirements, such duties do not constitute work periods or work shifts.

After hours study time during training weeks shall be excluded from work hours calculations. As with any academic setting and curriculum, after hours study time varies from individual to individual. Appropriate after hours study time complements the utility provided training to ensure the learning process occurs and optimal information retention is achieved.

When considering work hour extensions for individuals performing covered work, all hours worked by the individual shall be included. For example, if an individual has performed 15 hours of non-covered work, and the individual is needed to perform additional covered work that extends beyond 16 hours in a 24 hour period, then a waiver to exceed the work hour limits shall be approved prior to the individual exceeding the 16 hour limit.

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On the other hand, if the individual has performed 14 hours of covered work, and is needed to perform additional non-covered work, then the programmatic approvals of this document do not apply. However, the additional work hours are included in consideration of any other limits if the individual subsequently performs covered work.

**Example 1:**

An individual performs risk-significant work for 10 hours (0700 - 1700) and goes home. At 2200 he/she receives a call from work and talks for 1 hour until 2300 pm. Can he/she return to work at 0700 the next day?

**Answer:** The hours from 1700 through 2200 count with respect to calculating hours worked. The individual worked a total of 16 hours with the work period ending at 2300. Therefore, the individual cannot return to work at 0700 the next day; he/she would not meet the 10-hour break requirement.

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**Example 2:**

If an individual is on a day off and is required to talk with licensee personnel at the plant on 3 occasions, with each call lasting 20 minutes, totaling 1 hour, can that day still be considered a day off since that one hour shall be included in the work hour total.

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**Answer:** The total time spent on the phone shall be counted since it exceeds a nominal 30 minutes during a single break period; therefore, the total time spent on the telephone call must be documented as an hour worked. The day is considered a work day.

**Example 3:**

What "work-related" activities may be done at home on a day off without violating the "day off" intent? For example, may an individual read procedures, catch up on administrative tasks, or study for a license requalification exam for a number of hours and still count that day as a "day off"?

**Answer:** Activities initiated by the individual (not required by the licensee) may be performed at home on a day off and not be considered "work," e.g., studying, reading work-related material, reading email. These activities would not violate the 30 minute incidental duties requirement and would, therefore, not be counted toward the work hour total.

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**8.2 WORK HOUR CONTROLS DURING NORMAL OPERATIONS**

During normal operations, licensees shall control the work hours of covered individuals as follows:

1. Except as permitted by waivers and exceptions, licensees shall ensure that any individual's work hours do not exceed the following limits:
  - a. 16 work hours in any 24-hour period
  - b. 26 work hours in any 48-hour period
  - c. 72 work hours in any 7-day period
2. Licensees shall ensure that individuals have, at a minimum, the rest breaks specified below. A break is defined as an interval of time that falls between successive work periods, during which the individual does not perform any duties for the licensee other than one period of shift turnover at either the beginning or end of a shift but not both. Except as permitted by waivers and exceptions, licensees shall ensure that individuals have, at a minimum:
  - a. A 10-hour break between successive work periods, or an 8-hour break between successive work periods when a break of less than 10 hours is necessary to accommodate a crew's scheduled transition between work schedules or shifts.
  - b. A 34-hour break in any 9-calendar day period.

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- 3. Licensees shall ensure that individuals have, at a minimum, the number of days off specified below. For the purposes of breaks, a day off is defined as a calendar day in which an individual does not start a work shift. For the purposes of calculating the average number of days off, the duration of the shift cycle may not exceed 6 weeks.

Group	8- hour shift Days off	10- hour shift Days off	12- hour shift Days off
Maintenance	1 day off per week	2 days off per week	2 days off per week
Operations, HP, Chemistry, Fire Brigade	1 day off per week	2 days off per week	2.5 days off per week
Security	1 day off per week	2 days off per week	3 days off per week

### 8.3 WORK HOUR CONTROLS DURING OUTAGES

#### Transitioning Into/Out of an Outage

A unit outage as defined by the rule means that the reactor unit is disconnected from the electrical grid. Actual outage related work starts before the outage as defined by the rule.

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One of the most challenging activities under the new rule will be the transition into and out of an outage. Outage work starts a minimum of one week and could be as many as four weeks prior to the opening of the generator breaker and may extend a week or two after the generator breaker is closed, based on testing required to bring the unit safely to 100% power and closure of outage activities. The activities performed during this pre-outage and post-outage period are vital to ensure a safe and successful outage.

Some examples of pre-outage work are:

Deleted: During the pre-outage time, a great deal of work is performed that will ensure the outage stays on schedule, the safest place to be during an outage, and the outage is completed safely on time.

- Scaffolds are erected across the site, equipment is staged, and outage equipment clearance orders are created.
- Some pre-fabrication of equipment is started to minimize dose and increase efficiency
- Work groups are formed and procedures are reviewed.
- Equipment is flagged to ensure proper human performance is achieved
- Reactor Operators begin training for the unit shutdown.

Some examples of post-outage work are:

Deleted: Just as the pre-outage period has a big impact on a safe and successful outage, the post-outage period has many activities essential to returning the unit safely to full-power operation. Work performed during the post-outage time period, will have a large impact on of the safe operation of the unit until the next outage.

- Removal of scaffolds across the site, removal of equipment used during the outage, and returning service to any remaining plant systems.
- Reactor core physics testing is completed and the unit is returned safely to 100% power.
- Operators receive just in time training for the unit start-up and power ascension.

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- Instrument technicians have instruments to calibrate, fill, vent and perform functional checks on various instruments.
- Vendor equipment must be surveyed, packaged and shipped to the next location for use during the next stations scheduled outage.
- Plant cleanup and housekeeping are conducted, and essential elements are brought to safe and quality operations.

Since the pre and post-outage periods are short (14 – 28 days), these periods should be considered as periodic overtime situations, as opposed to a schedule change. Normal operations work hour rules would apply.

**Example:**

A crew is on an eight-hour shift. The crew is entering the fifth week of a six-week shift cycle. At the end of the six-week cycle, the unit will be entering an outage. In preparation for the outage, the crew is working 4 hours of overtime each workday for the next two weeks. The crew has met all required work hour requirements. Is the crew meeting the goal of an average of 54 hours or less per week in the shift cycle?

**Answer:** The crew has met the goal of 54 hours or less per week in the shift cycle. The first four weeks, the crew worked 40 (five 8's) hours each week and the last two weeks 60 (five 8's plus five 4 hour periods of periodic overtime) per week. The average for the six-week cycle was 47 hours per week.

A new shift cycle can be used at the completion of an outage.

**Staffing an Outage**

All outages do not have the same complexity or length; the length and complexity varies depending on a number of factors, including:

- Regulatory commitments / inspections (e.g. license renewal inspections for aging management programs)
- Insurance holder inspections (e.g. fire insurance)
- Long-term technical specification requirements (e.g. vessel inspections)
- Major repair work (e.g. main generator work, main turbine work, steam generator replacement, vessel internal work)
- Major improvement work to improve equipment and unit reliability
- Timing of the work in the outage (e.g. coordination of parts into and out of the drywell / containment)
- Ability to cool the core (e.g. coordination of electrical bus outages, safety equipment work)

**Deleted:** As previously stated, one of the most challenging activities under the new rule will be the transition into and out of an outage. Because of the amount of work that has to occur to ensure a safe and successful outage, these transition periods were typically treated as part of the outage. Unfortunately these periods do not meet the definition of a unit outage, which is defined as the period of time that the reactor unit is disconnected from the electrical grid, and outage work hour rules will not apply. As such, to adhere to the premise of the rule and to stay within the framework of normal operations rules, it is suggested that utility management use one or a combination of the following approaches to safely manage work hours during the pre- and post-outage periods.¶

<#>A Shift cycle means a series of consecutive work shifts and average days off that is planned by the licensee to repeat regularly, thereby constituting a continuous shift schedule. A shift cycle cannot exceed 6 weeks for the purposes of calculating days off. Shift cycles may be changed for pre-outage and post-outage periods.¶

**Deleted:** Periodically, workers and supervisors will need to work overtime to meet station needs. This overtime will be worked while meeting all work hour rules, for both time at work and average days off, consistent with the individual's or crew's shift schedule. To distinguish between periodic overtime and an actual change of shift, the following need be considered.¶  
Is the time worked on the different shift duration for a period of time less than the shift cycle duration and is the change in shift duration not done at a regular frequency or multiple times throughout the year?¶

¶ Is the change in shift duration for ... [1]

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**Deleted:** Since most modern outages are short (15-40 days) it is expected that the outage and actual pre- and post-outage periods would be, in most cases, less than 60 days. Any outage exceeding 60 days will be the exception and ... [2]



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Nuclear safety and personnel safety are the number one commitment of the licensees to its workers and to the community.

For these reasons outage are staffed with careful planning. They are meticulously planned and orchestrated with major and minor milestones and commitments that must be met, sometimes started years in advance. To ensure the outage is completed safely and on time many people work together to produce a viable safe outage schedule.

Several concerns with properly staffing an outage that utilities contend with are:

- Making proper use of station resources, as they are the desired resource due to known levels of training and qualification, consistent standards, well understood performance, and documented skills, capabilities, and proficiency.
- For fleets or members of a consortium, “traveling” in-house resources are often used as the first choice of supplemental resources. They too have well understood levels of qualification, standards, performance, and capabilities.
- Finding the right supplemental expertise is a challenge
  - Availability due to competing industrial needs for labor in the area
  - Skills sets and proficiency

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 A major heat exchanger modification will require cranes, rigging, union fitters, welders and boilermakers. This equipment must meet certain requirements and may have to be modified and tested prior to delivery. Additionally the training of supplemental workers will be needed for the specialty welds, special lifting and rigging and supervisory oversight. ¶  
 ¶  
 A control room digital modification upgrade will require special test equipment, and programmable logic circuits to be programmed and tested prior to installation. The technicians will need to be trained and to set up the equipment for testing prior to installation.¶  
 ¶  
 Each of these examples will require many hours of pre-outage (and outage hours) of preparation and work. Both examples also require different skill sets to perform the work. These resources need to be coordinated to ensure the right people are at the site at the right time. ¶  
 ¶  
 Licensees train nuclear workers to perform their jobs in a safe and efficient way. The training includes the use of human performance tools, technical trade knowledge, specific site nuclear safety information, and programmatic knowledge (e.g. OSHA tagging, fire watch requirements, chemical control, and radiation / contamination control). This training becomes a key to the safe and optimal timing of the outages. ¶  
 ¶

To ensure outage safety and risk are properly maintained, work is completed in a quality manner to ensure the station is returned to service in a reliable state, and fatigue is properly managed, the following practices will be used.

- Pre- and post-outage periods will be properly managed to maximize both productivity as well as fatigue management as described in this document.
- A thorough assessment should be performed by the methodology specified in this document to ensure that outage work hour rules are properly applied.

Licensee employees may go from an outage at one site to an outage at another site. When a licensee employee works for one licensee during two or more unit outages or security system outages (or a combination thereof), and the interval(s) between successive outages is less than 9 days, licensees should determine if the individual has had a 34 hour break period and if the individual has not exceed the following limits:

1. 16 work hours in any 24-hour period
2. 26 work hours in any 48-hour period
3. 72 work hours in any 7-day period.

### Workers Eligible to Work Outage Hours

10 CFR 26 Subpart I defines outages as the reactor unit is disconnected from the electrical grid. Also, 10 CFR 26 Subpart I uses the term “working on outage activities.” However, 10 CFR 26

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Subpart I does not define the term “working on outage activities.” Thus, this section provides a description for outage activities.

10 CFR 26 Subpart I has different days off requirements during outage periods than during normal (online) operations. The differing requirements acknowledge the unique and temporary nature of outage activities while requiring hour limitations and work day breaks. While there are many considerations that need to be evaluated when determining who the outage work hour restrictions apply, the determination must take into consideration the safety of the operating unit and the unit in the outage.

Outage activities include covered and non-covered tasks performed while the unit is disconnected from the electrical grid. Examples of unit outage activities include but are not limited to the following:

- activities associated with the outage unit and common systems
- activities included in the outage schedule
- emergent work that impact the outage unit
- review and impact of activities included in the outage schedule
- switchyard activities,
- corrective maintenance,
- calibrations,
- safety tagging,
- ERO responsibilities,
- fire brigade leader responsibilities,
- staging of equipment and tools,
- valve lineups and verifications,
- system readiness inspections,
- post maintenance testing,
- surveillance testing,
- system walkdowns,
- containment mobilization and demobilization
- refueling
- fuel movement in the spent fuel pool
- Housekeeping walkdowns and inspections
- FME activities
- Management observations
- Operation, monitoring and alarm response of outage systems and common systems
- Operation, monitoring and alarm response of stand alone systems required to support the outage unit such as auxiliary boiler
- Construction activities
- Scaffold installation and removal
- Temporary power installation and removal
- Decontamination activities
- Radiation protection activities

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- Processing of waste water
- Outage work control and communication
- Participation in pre and post job briefs for outage tasks and common systems
- Outage unit project coordination
- Testing of component on the outage unit or common systems
- Pre and post shift turnover briefing of outage unit, operating unit and common systems
- Sampling of outage unit and common systems
- Chemical addition to outage unit and common systems
- Responsibilities for fire response
- Post event investigation for outage unit and common systems
- Receipt of materials in support of the outage
- Just in time training of outage activities

In order to ensure compliance, the licensee should establish controls that identify individuals and/or groups that are eligible for outage work hour limitations. The licensee should communicate to those individuals and/or groups their work hour limitations. The licensee should evaluate the controls every 15 days during the outage.

Return to normal work hour limitations starts a new shift cycle. The licensee shall be considered to be in compliance with the rule if the schedule for the shift cycle would have provided for the required average days off.

Following are examples of Covered Workers that may be affected by outage work hour limitations:

**Example 1** – A maintenance or operations worker at a multi-unit site that has responsibilities for outage activities. These workers are eligible for outage work hour limitations.

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**Example 2** – A Maintenance worker at a multi-unit site that performs tasks exclusive to the operating unit not including common systems. This maintenance worker is not eligible for outage work hour limitations.

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**Example 3** – A Maintenance worker at a multi-unit site with responsibilities for activities on the operating unit and common systems. This maintenance worker is eligible for outage work hour limitations.

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**Example 4** – An operator at a multi-unit site with responsibilities for activities on the operating unit and common systems. This operator is eligible for outage work hour limitations.

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**Example 5** – A system engineer reassigned as a temporary maintenance supervisor providing direct oversight and decision making to a maintenance crew. This engineer is eligible for outage work hour limitations.

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**Example 6** – A Chemistry or Radiation Protection worker at a multi-unit site with ERO responsibilities assigned activities for the site. This chemistry worker is eligible for outage work hour limitations.

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**Example 7** – The fire brigade leader assigned activities for the site is eligible for outage work hour limitations.

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**Example 8** – Security personnel assigned activities for the site is eligible for outage work hour limitations.

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**Example 9** – An operator at a multi-unit site that alternates between the outage unit and the operating unit. This operator is eligible for outage work hour limitations.

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### Control of Work Hour during an Outage

During an outage, licensees shall control the work hours of covered individuals who are considered outage workers as follows:

1. Except as permitted by waivers and exceptions, licensees shall ensure that any individual's work hours do not exceed the following limits:
  - a. 16 work hours in any 24-hour period
  - b. 26 work hours in any 48-hour period
  - c. 72 work hours in any 7-day period
2. Licensees shall ensure that individuals have, at a minimum, the rest breaks specified below. A break is defined as an interval of time that falls between successive work periods, during which the individual does not perform any duties for the licensee other than one period of shift turnover at either the beginning or end of a shift but not both. Except as permitted by waivers and exceptions, licensees shall ensure that individuals have, at a minimum,
  - a. A 10-hour break between successive work periods, or an 8-hour break between successive work periods when a break of less than 10 hours is necessary to accommodate a crew's scheduled transition between work schedules or shifts.
  - b. A 34-hour break in any 9-calendar day period.

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10 CFR 26 Subpart I defines outages as the reactor unit is disconnected from the electrical grid. Also, 10 CFR 26 Subpart I uses the term "working on outage activities." However, 10 CFR 26 Subpart I does not define the term "working on outage activities." Thus, this section serves to define this term so that there is a clear and consistent understanding as to which Covered Individuals are eligible to utilize the outage work hour restrictions during unit outages. ¶

¶ 10 CFR 26 Subpart I has different days off requirements during outage periods than during normal (online) operations. There are many considerations that need to be evaluated when determining who the outage work hours should apply to during these outage periods; the following section provides an overview of how such a safety based determination would be made at multi-unit sites. The determination takes into consideration the safety of the operating unit and the unit in the outage. ¶

¶ There are three categories of covered individuals that are eligible to utilize the outage work hour restrictions during unit outages. ¶

¶ Those individuals, directly working on outage tasks, included in the outage schedule. ¶

¶ Those individuals, working on tasks, necessary for support of the outage. ¶

¶ Those individuals, whose work hours have been adjusted and / or extended due to reallocation of their skill set, as necessary to support the outage. ¶

¶ Category 1-Those individuals, directly working on outage tasks, included in the outage schedule ¶

This category includes covered personnel working on equipment in the outage unit and in the control room. [3]

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- 3. During the first 60 days of a unit outage licensees shall ensure that individuals have, at a minimum, the number of days off specified below. For the purposes of breaks, a day off is defined as a calendar day in which an individual does not start a work shift.

Group*	8- hour shift Days off	10- hour shift Days off	12- hour shift Days off
Maintenance	1 day off per week	1 day off per week	1 day off per week
Operations, HP, Chemistry, Fire Brigade	1 day off per week	3 days off in each successive (i.e., non-rolling) 15-day period	3 days off in each successive (i.e., non-rolling) 15-day period
Security	1 day off per week	4 days off in each successive (i.e., non-rolling) 15-day period	4 days off in each successive (i.e., non-rolling) 15-day period

\*The Licensee has the alternative of leaving workers on normal work hour restrictions during outage periods.

- 4. The 60-day periods may be extended for each individual in 7-day increments for each non-overlapping 7-day period in which the individual has worked not more than 48 hours during the unit or security system outage or increased threat condition, as applicable.
- 5. Contractor/vendors are responsible for tracking and reporting their hours between outages.

**Example:**

If during the 1st 60 days, a covered worker gets a 7 day block where he works not more than 48 hours, you can extend the 60-day period by 7 days. If the worker gets 2 7-day blocks where he does not work more than 48-hours and the 2 periods do not overlap, can you extend the 60 day period by 14 days?

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**Answer:** Yes, you can extend the 60 day period by 14 days. This extension can be made anytime in the outage period after the less than 48 hour work week.

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**Example:**

An individual has not worked for a licensee on a nuclear unit outage with work hour controls for 14 days. The individual starts work on outage ~~day~~ 15. Can the worker be placed under the outage work hour controls only for a period of 45 days?

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**Answer:** The 60 day period is defined by the start of the outage. The worker can be placed under the outage work hour controls only for a period of 45 days. The worker may also be

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available for a 14 day extension if the worker did not work more than 48 hours during each of the prior weeks. A worker that was on vacation during the 14 day period would be eligible for a 14 day extension.

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BETWEEN OUTAGES¶

Licensee employees may go from an outage at one site to an outage at another site. When a licensee employee works for one licensee during two or more unit outages or security system outages (or a combination thereof), and the interval(s) between successive outages is less than 9 days, licensees should determine if the individual has had a 34 hour break period and if the individual has not exceed the following limits:¶

<#>16 work hours in any 24-hour period¶

<#>26 work hours in any 48-hour period¶

<#>72 work hours in any 7-day period.¶

The licensee can rely on documented statements made by the individual.¶

## 9 WAIVERS

Reference: 10 CFR Part 26.207

Waivers” are only applicable to covered workers.

The process for granting waivers includes the following distinct steps:

1. Identification by the job supervisor that a waiver is needed:
  - Name of the individual for which a waiver is to be requested.
  - Date and time the request is initiated.
  - Limits for which a waiver is required.
  - Date and time waiver would start.
  - Duration of the waiver requested. For example, how many hours beyond 16?
  - Description of the work to be performed. This should be in adequate detail to support the supervisory (operations or security shift manager) fatigue assessment.
  - Circumstances that caused the job extension.
  - Identify that the waiver is required to address conditions that are adverse to security or safety
2. Review and approval by the operations shift manager or security shift manager.
  - Basis for approval
  - Name, signature, date, and time
3. Supervisory **assessment** (Note: Shall be completed before start of waiver period.)
  - Work history for past 14 days as reported by the individual for whom the waiver is requested.
  - Statement (check box) that the following were considered:
    - Potential for acute fatigue—time since last 10 hour break.
    - Potential for cumulative fatigue—review work history above.
    - Circadian factors-time of day and recent work cycle.
    - Observation and statements of the individual.
    - How fatigue could affect the work quality, if at all.
    - Nature of work to be performed.
  - Are controls and conditions on work required? If yes describe.

- Name, signature, date, and time review completed.
4. Closeout. In many cases waivers are generated as a contingency for a job and not used. The information in this section is to support the periodic reviews that are required.
- Hours actually worked, beyond limits, under this waiver.
  - Did the individual perform satisfactorily?
  - Name, signature and date of job supervisor or individual for whom waiver was granted.

#### Granting Waivers

Licensees may grant a waiver of the work hour controls as follows:

In order to grant a waiver, the licensee shall meet the following requirements:

1. An operations shift manager determines that the waiver is necessary to mitigate or prevent a condition adverse to safety, or a security shift manager determines that the waiver is necessary to maintain site security, or a site senior-level manager with requisite signature authority makes either determination.
2. A supervisor assesses the individual face to face and determines that there is reasonable assurance that the individual will be able to safely and competently perform his or her duties during the additional work period for which the waiver will be granted. The supervisor performing the assessment shall be trained in accordance with the requirements of §§ 26.29 and 26.203(c) and shall be qualified to oversee the work to be performed by the individual.
3. If there is no supervisor on site who is qualified to oversee the work, the assessment may be performed by a supervisor who is qualified to provide oversight of the work to be performed by the individual. The supervisor can be a second level supervisor or a manager in the chain of command.
4. At a minimum, the assessment must address the potential for acute and cumulative fatigue considering the individual's work history for at least the past 14 days, the potential for circadian degradations in alertness and performance considering the time of day for which the waiver will be granted, the potential for fatigue-related degradations in alertness and performance to affect risk-significant functions, and whether any controls and conditions must be established under which the individual will be permitted to perform work.

To the extent practicable, licensees shall rely upon the granting of waivers only to address circumstances that could not have been reasonably controlled.

Licensees shall ensure that the timing of the required face-to-face supervisory assessment supports a valid assessment of the potential for worker fatigue during the time the individual will be performing work under the waiver. Licensees may not perform the face-to-face assessment more than four hours before the individual begins performing any work under the waiver.



Licensees shall document the bases for individual waivers. The documented basis for a waiver must include a description of the circumstances that necessitate the waiver, a statement of the scope of work and time period for which the waiver is approved, and the bases for the required determinations.

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## 10 PERSONNEL ACTIONS

Reference: 10 CFR Part 26.203(b)(4)

Procedures describing disciplinary actions related to fatigue shall address the employee's right to self-declaration that they are not fit for duty as a result of fatigue.

Individuals that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue should be considered for referral to the employee assistance program.

Individuals that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue, absent a sound medical reason, may be subject to disciplinary action.

- Personnel are required to be fit for duty and getting sufficient rest is required to ensure a person is not subject to fatigue.
- Persons who make choices that result in less than the sleep necessary for that person to remain alert and avoid fatigue are not meeting their obligation per this rule.

The refusal on the part of an individual to submit to a fatigue assessment shall subject the individual to disciplinary action and possible removal from unescorted access. Facts to be considered in assessing disciplinary action shall include the employee's job assignment and past work record.

Personnel subject to the fatigue assessments who refuse to be assessed will be considered fatigued and unable to perform their duties. Time away from work for fatigue management recovery shall be classified as vacation, personal time (if available), or non-paid time.

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¶ Procedures describing disciplinary actions related to fatigue shall address the employee's right to self-declaration that they are not fit for duty as a result of fatigue.¶

¶ Employees that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue should be considered for referral to the employee assistance program.¶

¶ Employees that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue may be subject to disciplinary action.¶

¶ The refusal on the part of an individual to submit to a fatigue assessment

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**Deleted:** Personnel subject to the fatigue assessments who refuse to be assessed will be considered fatigued and unable to perform their duties. Time away from work for fatigue management recovery shall be classified as vacation, personal time (if available), or non-paid time. ¶

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¶ Employees that exhibit chronic se[... [5]

## 11 EXCEPTIONS

Reference: 10 CFR Part 26.207

The licensee may use the following exceptions to work hour controls:

### *Force-on-force tactical exercises*

For the purposes of compliance with the minimum day off requirements, licensees may exclude shifts worked by security personnel during the actual conduct of force-on-force tactical exercises **evaluated by the NRC** when calculating the individual's number of days off.

### *Common defense and security*

Licensees need not meet the work hour requirements when informed in writing by the NRC that these requirements, or any subset thereof, are waived for security personnel in order to assure the common defense and security, for the duration of the period defined by the NRC.

### *Plant emergencies*

Licensees need not meet work hour scheduling and work hour controls requirements during declared emergencies, as defined in the licensee's emergency plan.

## 12 FATIGUE ASSESSMENTS

Reference: 10 CFR Part 26.211

### 12.1 REQUIRED ASSESSMENTS

1. Licensees shall ensure that fatigue assessments are conducted for all individuals in the FFD Program under the following conditions:
  - a. For-cause. In addition to any other test or determination of fitness that may be required, a fatigue assessment must be conducted in response to an observed condition of impaired individual alertness creating a reasonable suspicion that an individual is not fit to safely and competently perform his or her duties, except if the condition is observed during an individual's break period. If the observed condition is impaired alertness with no other behaviors or physical conditions creating a reasonable suspicion of possible substance abuse, then the licensee need only conduct a fatigue assessment. If the licensee has reason to believe that the observed condition is not due to fatigue, the licensee need not conduct a fatigue assessment.
  - b. Self-declaration. A fatigue assessment must be conducted in response to an individual's self-declaration to his or her supervisor that he or she is not fit to safely and competently perform his or her duties for any part of a working tour because of fatigue, except if, following the self-declaration, the licensee permits or requires the individual to take a break of at least 10 hours before the individual returns to duty;
  - c. Post-event. A fatigue assessment must be conducted in response to events requiring post-event drug and alcohol testing. Licensees may not delay necessary medical treatment in order to conduct a fatigue assessment; and
  - d. Follow-up. If a fatigue assessment was conducted for cause or in response to a self-declaration, and the licensee returns the individual to duty following a break of less than 10 hours in duration, the licensee shall reassess the individual for fatigue as well as the need to implement controls and conditions before permitting the individual to resume performing any duties. If no break occurs, only one assessment is required.
2. Either a supervisor or a staff member of the FFD program, who is trained, shall conduct the fatigue assessment face to face with the individual whose alertness may be impaired.
  - a. In the case of a fatigue assessment conducted for cause, the individual who observed the condition of impaired alertness may not conduct the fatigue assessment.

- b. In the case of a post-event fatigue assessment, the individual who conducts the fatigue assessment may not have
  - (i) Performed or directed (on-site) the work activities during which the event occurred;
  - (ii) Performed, within 24 hours before the event occurred, a fatigue assessment of the individuals who were performing or directing (on-site) the work activities during which the event occurred; and
  - (iii) Evaluated or approved a waiver of the limits for any of the individuals who were performing or directing (on-site) the work activities during which the event occurred, if the event occurred while such individuals were performing work under that waiver.
2. A fatigue assessment must provide the information necessary for management decisions and actions in response to the circumstance that initiated the assessment.
  - a. At a minimum, the fatigue assessment must address the following factors:
    - (i) Acute fatigue;
    - (ii) Cumulative fatigue; and
    - (iii) Circadian variations in alertness and performance.
  - b. Individuals shall provide complete and accurate information that may be required by the licensee to address the required factors. Licensees shall limit any inquiries to only the personal information from the subject individual that may be necessary to assess the required factors
  - c. Review of individual performance as applicable.
3. The licensee may not conclude that fatigue has not or will not degrade the individual's ability to safely and competently perform his or her duties solely on the basis that the individual's work hours have not exceeded any of the work hour limits or that the individual has had the minimum breaks or minimum days off, as applicable.
4. Following a fatigue assessment, the licensee shall determine and implement the controls and conditions, if any, which are necessary to permit the individual to resume performing duties for the licensee, including the need for a break.
5. Licensees shall document the results of any fatigue assessments conducted, the circumstances that necessitated the fatigue assessment, and any controls and conditions that were implemented.

6. The licensee shall maintain on-site a summary for each nuclear power plant site of instances of fatigue assessments that were conducted during the previous calendar year for any individual identified in § 26.4(a) through (c). The summary shall include:

The conditions under which each fatigue assessment was conducted (i.e., self-declaration, for cause, post-event, followup).

A statement of whether or not the individual was working on outage activities at the time of the self-declaration or condition resulting in the fatigue assessment.

The category of duties the individual was performing, if the individual was performing the duties described in § 26.4(a)(1) through (a)(5) at the time of the self-declaration or condition resulting in the fatigue assessment.

The management actions, if any, resulting from each fatigue assessment.

## 12.2 ASSESSMENT PROCESS

A fatigue assessment is evaluating an individual's ability to perform any assigned duties within the scope of the fitness-for-duty rule. It is not limited to covered individuals.

The process for conducting a fatigue assessment includes the following steps:

1. Identification of condition requiring a fatigue assessment:

- Name of the individual.
- Date and time.
- Type of evaluation: For-Cause, Self-declaration, Post-event, Follow-up
- Narrative supporting the type of evaluation
- For Cause—description of observed behavior
- Self-declaration—description of current job duties, time in a duty status, and scheduled end of tour.
- Post-event—describe the event and the individuals involvement.
- Follow-up—length of rest period, reason for early return, and expected duties
- Name, date, time, signature of individual completing this section.

2. Supervisory review

- Work history for past 14 days as reported by the individual.
- Work history for the past 14 days as documented by the licensee.
- Statement that the following were considered.

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- Potential for acute fatigue—time since last 10 hour break.
- Potential for cumulative fatigue—review work history above. Determine if the individual has had the opportunity for two restorative rest periods, 34 hours off in the last 7 days.
- Circadian factors-time of day and recent work cycle.
- Observation and statements of the individual.
- Nature of work to be performed.
- Results of evaluation
  - Individual is **fit for duty**—return to full work status.
  - Individual is **not fit for duty due to fatigue**—provide a 10 hour break.
  - Individual is returned to duties with the following restrictions (Describe the restrictions. Restrictions can include assignment to non-covered work, a nap before continuing covered work, etc.)
- Name, date, signature of supervisor.

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### 13 SELF-DECLARATIONS

Reference: 10 CFR Part 26.209

It is the individual's responsibility to make a clear self-declaration of fatigue. Site procedures should clearly identify how a self-declaration is to be made and leave no room for confusion. A casual statement to a supervisor or fellow employee that an individual is tired is not a self-declaration. The process shall leave no confusion that a declaration was made and when it was made. It should also be clear that an assessment is not needed if the supervisor agrees with the individual and provides a rest break of at least 10 hours.

Any individual covered by the FFD program can self declare.

#### *Self-declarations during extended work hours.*

If an individual is performing, or being assessed for, work under a waiver of the requirements and declares that, due to fatigue, he or she is unable to safely and competently perform his or her duties, the licensee shall immediately stop the individual from performing any covered work, except if the individual is required to continue performing those duties under other requirements of the regulations, e.g., meet minimum licensed operator staffing. If the subject individual must continue performing the covered work until relieved, the licensee shall immediately take action to relieve the individual. Following the self-declaration or relief from performing covered work, as applicable, the licensee:

- May reassign the individual to duties other than covered work, but only if the results of a fatigue assessment indicate that the individual is fit to safely and competently perform those other duties;
- Shall permit or require the individual to take a break of at least 10 hours before the individual returns to performing any covered work.



## 14 TRAINING AND EXAMINATION

Reference: 10 CFR Part 26.203(c)

Licensees shall add the following KAs to the content of the training that is required in § 26.29(a) and the comprehensive examination required in § 26.29(b):

- Knowledge of the contributors to worker fatigue, circadian variations in alertness and performance, indications and risk factors for common sleep disorders, shiftwork strategies for obtaining adequate rest, and the effective use of fatigue countermeasures.
- Ability to identify symptoms of worker fatigue and contributors to decreased alertness in the workplace.

This section defines the level of training to meet the requirements of 10 CFR 26 Subpart I.

Employees and contractors of the licensee should be aware of the trustworthiness and reliability requirements for unescorted access to the protected area, the importance of being fit for duty, understand the potential consequences of working while fatigued, and work in compliance with the station FFD policy.

Workers should be able to:

- Demonstrate knowledge of the basic fatigue management requirements for workers.
- Recognize the personal, public health, and safety hazards associated with fatigue.
- Discuss the company fatigue management policy.
- Discuss individual roles and responsibilities under the company fatigue management policy.
- Demonstrate knowledge of the contributors to worker fatigue, circadian variations in alertness and performance, indications and risk factors for common sleep disorders, shiftwork strategies for obtaining adequate rest, and the effective use of fatigue countermeasures.
- Demonstrate understanding of identifying symptoms of worker fatigue and contributors to decreased alertness in the workplace.
- Demonstrate understanding of fatigue management techniques.
- Discuss the methods used to implement the company fatigue management policy.
- Discuss the consequences of not following the company fatigue management policy.
- Discuss individual and company rights regarding the company fatigue management policy.

## 15 REVIEWS

Reference: 10 CFR Part 26.205(e)

Licensees shall evaluate the effectiveness of their control of work hours of individuals who are subject to this section. At a minimum, licensees shall conduct the reviews once per calendar year. If any plant or security system outages or increased threat conditions occurred since the licensee completed the most recent review, the licensee shall include in the subsequent review an evaluation of the control of work hours during the outages or increased threat conditions. Licensees shall complete the review within 30 days of the end of the review period. The review period should be define by the licensee.

Licensees shall:

1. Review the actual work hours and performance of covered individuals for consistency with work hours scheduling requirements. **The review should be based on information associated with fatigue in the corrective action program. At a minimum, this review must address:**
  - a. Individuals whose actual hours worked during the review period exceeded an average of 54 hours per week in any shift cycle while the individuals' work hours are subject to the non-outage days off requirements.
  - b. Individuals who were granted more than one waiver during the review period.
  - c. Individuals who were assessed for fatigue during the review period.
2. Review individuals' hours worked and the waivers under which work was performed to evaluate staffing adequacy for all jobs subject to the work hour controls.
3. Document the methods used to conduct these reviews and the results of the reviews.
4. Record, trend, and correct, under the licensee's corrective action program, any problems identified in maintaining control of work hours consistent with the specific requirements and performance objectives of **the rule.**

Deleted: Review of performance means compliance with the work hours scheduling requirements and licensee scheduling policy. At a minimum, this review must address:

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Licensee shall:

**Review performance of the station in adhering to work schedules for covered work groups: evaluate the number of deviations and reasons for the deviations and assess whether or not the schedule is effectively being implemented.**

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- **Is the schedule being adhered to**

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- Are the deviations understood and reasonably consistent with a properly managed schedule
- The overtime utilized supports that staff size is appropriate for the schedule and work

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## 16 RECORDS

Reference: 10 CFR Part 26.203(d)

Licenses shall retain the following records for at least three years or until the completion of all related legal proceedings, whichever is later:

- Records of work hours for individuals who are subject to the work hour controls
- Records of shift schedules and shift cycles of individuals who are subject to the work hour controls
- The documentation of waivers including the bases for granting the waivers
- The documentation of work hour reviews
- The documentation of fatigue assessments

## 17 REPORTING

Reference: 10 CFR Part 26.203(e)

Licensees shall include the following information in a standard format in the annual FFD program performance report required under § 26.717:

A summary for each nuclear power plant site of all instances during the previous calendar year in which the licensee waived the work hour controls specified in § 26.205(d)(1) through (d)(4) for individuals described in § 26.4(a). The summary shall include only those waivers under which work was performed. If it was necessary to waive more than one work hour control during any single extended work period, the summary of instances shall include each of the work hour controls that were waived during the period. For each category of individuals specified in § 26.4(a), the licensee shall report:

- a. The number of instances in which each work hour control specified in § 26.205(d)(1)(i) through (d)(1)(iii), (d)(2)(i) and (d)(2)(ii), and (d)(3)(i) through (d)(3)(v) was waived for individuals not working on outage activities.
- b. The number of instances in which each work hour control specified in § 26.205(d)(1)(i) through (d)(1)(iii), (d)(2)(i) and (d)(2)(ii), (d)(3)(i) through (d)(3)(v), and (d)(4) and (d)(5)(i) was waived for individuals working on outage activities.
- c. A summary that shows the distribution of waiver use among the individuals within each category of individuals identified in § 26.4(a) (e.g., a table that shows the number of individuals that received only one waiver during the reporting period, the number of individuals that received a total of two waivers during the reporting period, etc.).
- d. A summary of corrective actions, if any, resulting from the analyses of these data, including fatigue assessments.

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Reports related to fatigue management can be integrated into the overall FFD report and can be submitted electronically.

## 18 AUDITS

Reference: 10 CFR Part 26.203(f)

Licensees shall audit the management of worker fatigue as required by § 26.41.

Conduct of audits. Audits shall focus on the effectiveness of the FFD program element, Fatigue Management, and shall be conducted by individuals who are qualified in the subject(s) being audited. The individuals performing the audit of the program shall be independent from both the subject FFD program's management and from personnel who are directly responsible for implementing the FFD program.

Audit results. The result of the audits, along with any recommendations, shall be documented and reported to senior corporate and site management. Each audit report shall identify conditions that are adverse to the proper performance of the FFD program, the cause of the condition(s), and, when appropriate, recommended corrective actions. The licensee or other entity shall review the audit findings and take corrective actions, including re-auditing of the deficient areas where indicated, to preclude, within reason, repetition of the condition. The resolution of the audit findings and corrective actions shall be documented.

Timing of Audits. Audits shall be conducted each twenty four months in accordance with the license's audit program.

Periodically, workers and supervisors will need to work overtime to meet station needs. This overtime will be worked while meeting all work hour rules, for both time at work and average days off, consistent with the individual's or crew's shift schedule. To distinguish between periodic overtime and an actual change of shift, the following need be considered:

Is the time worked on the different shift duration for a period of time less than the shift cycle duration and is the change in shift duration not done at a regular frequency or multiple times throughout the year?

Is the change in shift duration for a specific reason (specific work window support, special test, pre- or post-outage period, etc.) with a defined purpose and duration?

Licensees shall evaluate the use of periodic overtime with respect to an average of 54 hours per week in any shift cycle while the individuals' work hours are subject to the requirements of the rule

Since most modern outages are short (15-40 days) it is expected that the outage and actual pre- and post-outage periods would be, in most cases, less than 60 days. Any outage exceeding 60 days will be the exception and a thorough review of work hours and fatigue management should be conducted to prudently ensure fatigue is properly managed throughout the outage, the time leading up to, and the time returning to full power after the outage.

10 CFR 26 Subpart I defines outages as the reactor unit is disconnected from the electrical grid. Also, 10 CFR 26 Subpart I uses the term "working on outage activities." However, 10 CFR 26 Subpart I does not define the term "working on outage activities." Thus, this section serves to define this term so that there is a clear and consistent understanding as to which Covered Individuals are eligible to utilize the outage work hour restrictions during unit outages.

10 CFR 26 Subpart I has different days off requirements during outage periods than during normal (online) operations. There are many considerations that need to be evaluated when determining who the outage work hours should apply to during these outage periods; the following section provides an overview of how such a safety based determination would be made at multi-unit sites. The determination takes into consideration the safety of the operating unit and the unit in the outage.

**There are three categories of covered individuals that are eligible to utilize the outage work hour restrictions during unit outages.**

**Those individuals, directly working on outage tasks, included in the outage schedule.**

**Those individuals, working on tasks, necessary for support of the outage.**

**Those individuals, whose work hours have been adjusted and / or extended due to reallocation of their skill set, as necessary to support the outage.**

**Category 1-Those individuals, directly working on outage tasks, included in the outage schedule**

**This category includes covered personnel working on equipment in the outage unit and in the control room of the outage unit.**

**Category 2 - Those individuals, working on tasks, necessary for support of the outage**

**This category includes covered personnel whose normal role is to support the online unit but who also are expected to be called upon to support the outage unit for schedule and risk management purposes. “Fix it Now” or “FIN” and Rapid/Issue Response Team organizations are an example of this category. Individuals with unique problem-solving skills are often assigned to rapid-response organizations that have the responsibility for supporting troubleshooting and problem solving for complex issues that arise during the outage.**

**Category 3 - Those individuals, whose work hours have been adjusted and / or extended due to reallocation of their skill set, as necessary to support the outage**  
**This category includes covered personnel whose normal role is to support the online unit but whose hours are adjusted. Since it is so important to have safe and efficient outages, the outage scope demands a large amount of resources to support completion of the work required to safely return the unit to service and maintain or improve unit reliability while minimizing unit unavailability for the outage duration. For multi-unit sites, this has the result of reallocating resources across the site and necessitates placing operations, not directly associated with the outage, on adjusted work hours for the duration of the outage. Temporary operations resources are not available for certain functions and the available resources for other functions are not always the best selection for safely getting work done with the desired level of quality and reliability. Making prudent and efficient use of station resources is in the best interest of safety and risk management. Unique staffing requirements during an outage include operators hanging and removing tags, refueling SROs, radioactive waste operations. Supporting these types of tasks requires reallocation of the operations staff,**

**To better understand why it is necessary for the outage work hour limitations to apply for persons who fall into these three categories, it is important to first understand the following premises / concepts for which safe and efficient outages are designed.**

**The highest priority is always safety and risk management  
Proper fatigue management is an important aspect of safety and risk management.**



**Risk Management and safety are built into the outage schedule; while in the outage, the safest place to be is on schedule.**

**Efficient outage durations and flawless execution are essential to minimizing shutdown safety risk.**

**Outages need to be as efficient as possible and the total duration needs to remain as short as practical to complete the required scope while ensuring the work is accomplished in a safe and error free manner. Efficient outages reduce the potential for fatigue issues.**

**From an ALARA perspective, outages are designed to minimize the duration of activities in containment and other radiological controlled areas to keep dose to a minimum. Other outage activity ties are designed to support these ALARA principles.**

**It is essential to have the right resources on each outage task to ensure reliability requirements are maintained. In-house personnel are the preferred resource for most tasks and supplemental resources are only used when necessary.**

**The attached flow chart is designed to guide the decision making process for determining which individuals the outage work hour limitations apply and which individuals outage work hours do not apply.**

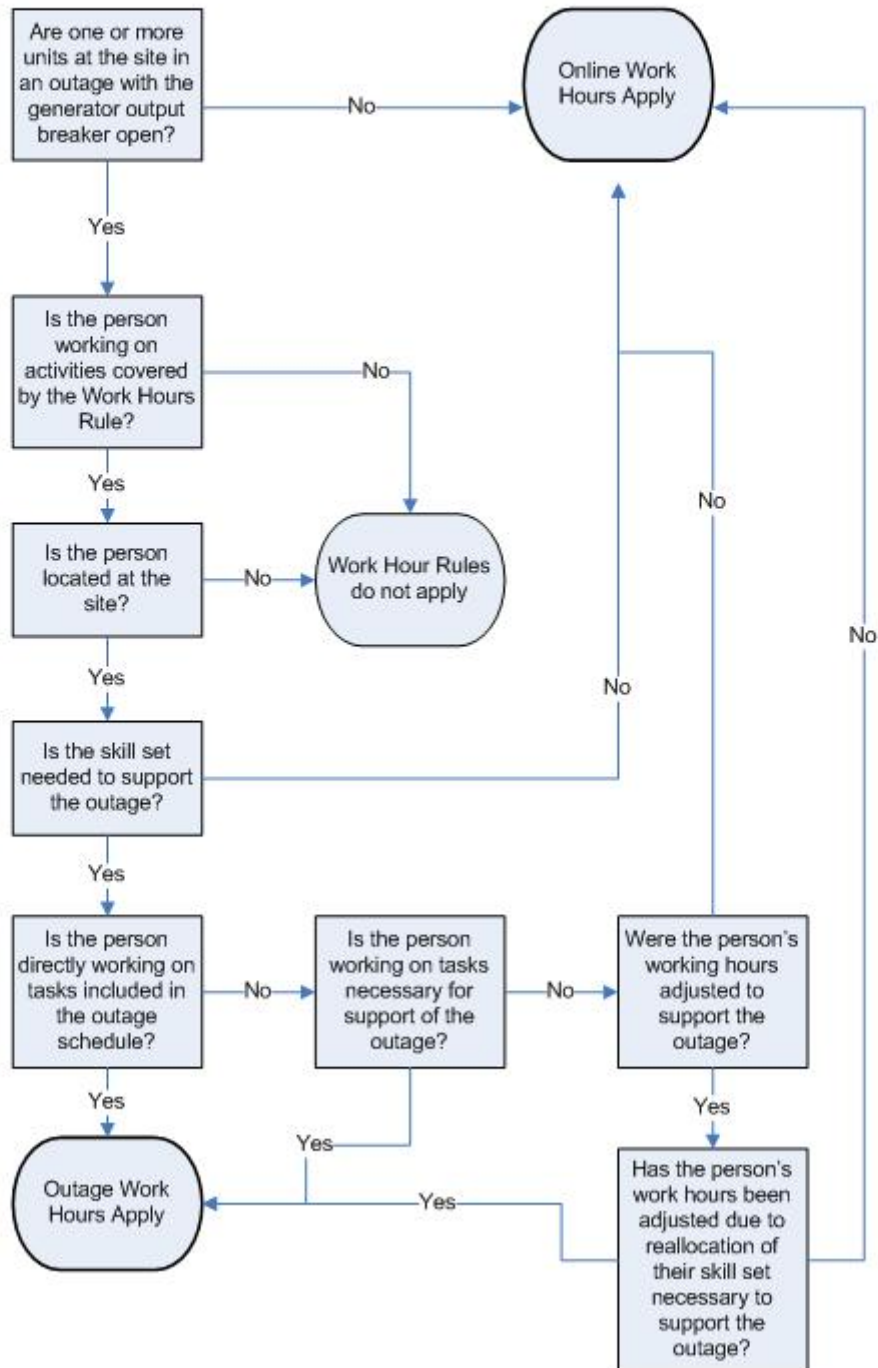
**Following the attached chart are three examples showing how the flow chart can be used.**

**Example 1 – Maintenance worker working on activities for heat exchanger refurbishments associated with the GL 89-13 program.**

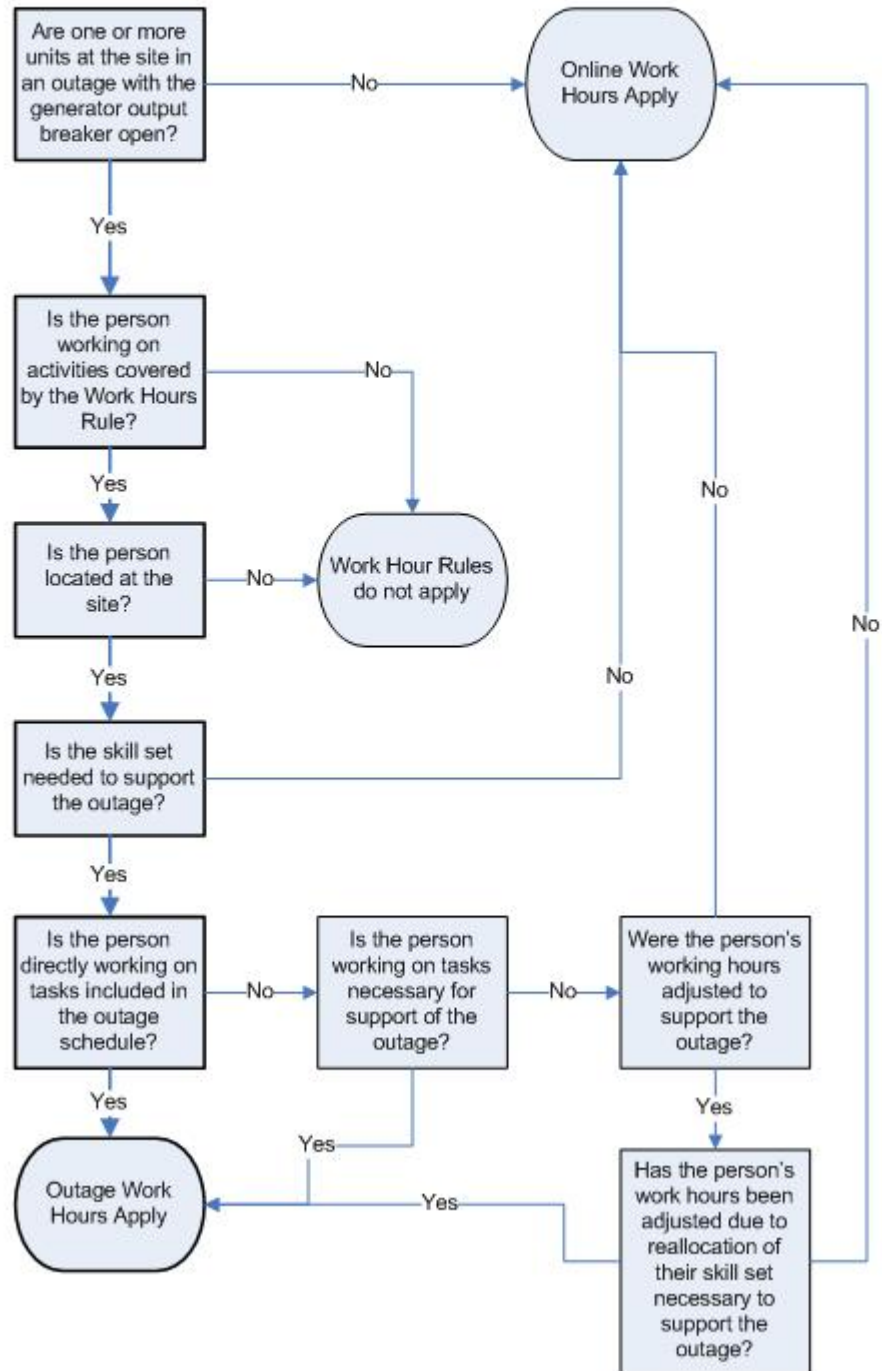
**Example 2 – An operator in a dual unit site assigned to the operating unit that has been assigned to outage work hours because of the reallocation of operations personnel to the outage unit. Available shift personnel require additional work hours to safely accomplish work.**

**Example 3 – Chemistry Technician assigned to the operating unit of a dual unit site with the other unit in an outage who is seeking additional overtime while assigned to the on-shift Emergency Response Organization. His work hours were not altered as there were sufficient resources to meet the outage needs and not impact this function for the operating unit.**

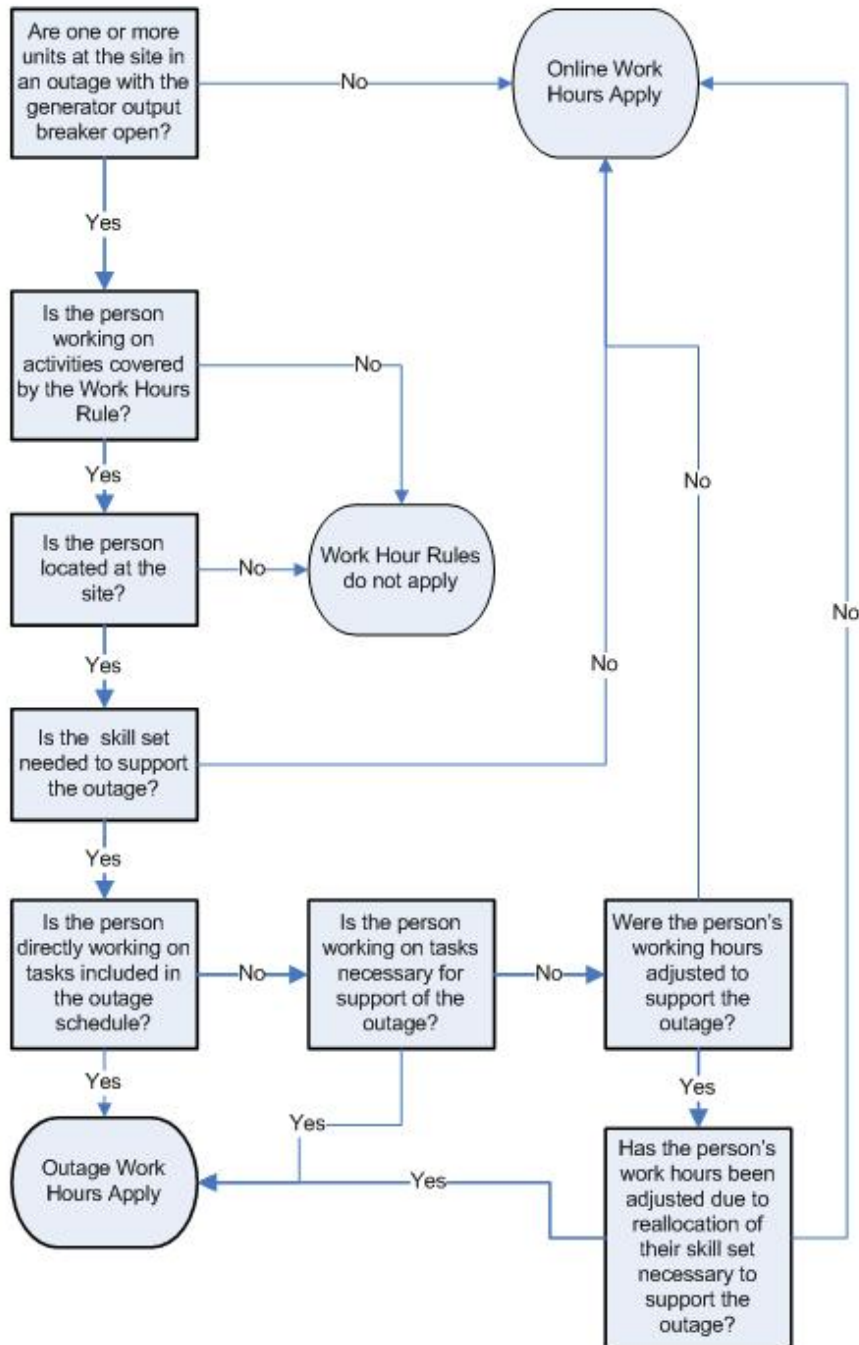
# Application of Outage Working Hours at a Nuclear Site



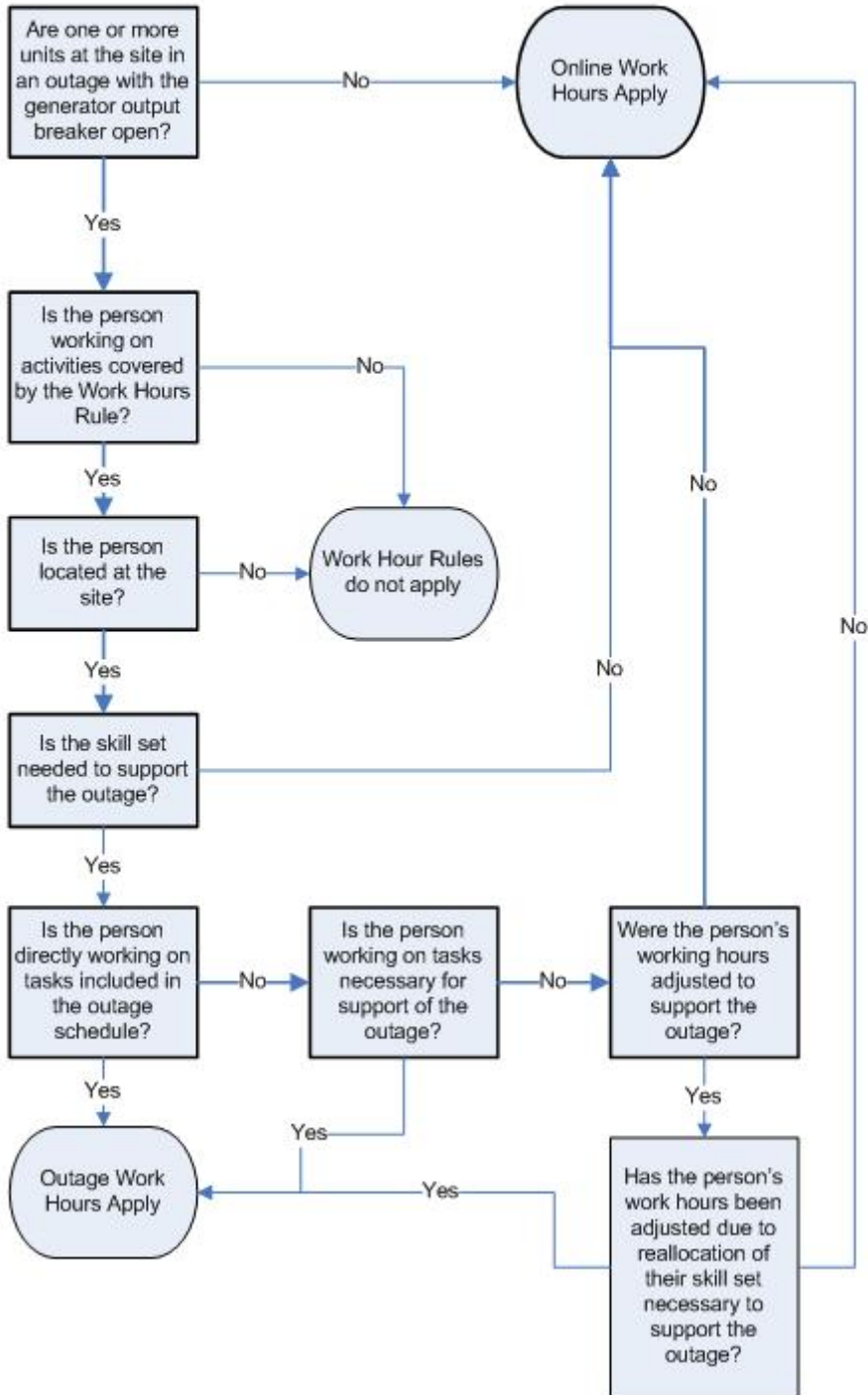
# Example 1 – Mechanic Working on GL 89-13 Activities



## Example 2 – Operator for Operating Unit with Extended Hours Due to Reallocated Resources



### Example 3 – Chemist on Operating Unit Whose Work Hours Were Not Adjusted



Procedures describing disciplinary actions related to fatigue shall address the employee's right to self-declaration that they are not fit for duty as a result of fatigue.

Employees that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue should be considered for referral to the employee assistance program.

Employees that exhibit chronic self-declaration that they are not fit for duty as a result of fatigue may be subject to disciplinary action.