

Enclosure 7A

Draft Proposed Order

Option 2

Severe Accident Capable Vents

Or

Option 4

Pursue Development of

a Severe Accident Confinement Strategy

for BWRS with Mark I and Mark II Containments

(Additional Material Highlighted if order

included as part of Option 4 implementation)

Note: It is likely that this draft proposed order will require revision based on interactions with stakeholders and continuing internal discussions on technical and legal issues. If the Commission approves Option 2 (or Option 4 with more immediate action to make containment vents capable of operation under severe accident conditions), the staff will provide the Commission with a final order via a Regulatory Notification.

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION

| | | |
|---------------------------------|---|---|
| In the Matter of |) | |
| |) | |
| ALL OPERATING BOILING WATER |) | Docket Nos. (as shown in Attachment 1) |
| REACTOR LICENSEES WITH |) | License Nos. (as shown in Attachment 1) |
| MARK I AND MARK II CONTAINMENTS |) | EA-12-XXX |
| |) | |

[NRC-20YY-XXXX]

**ORDER MODIFYING LICENSES
WITH REGARD TO RELIABLE HARDENED CONTAINMENT VENTS
CAPABLE OF OPERATION UNDER SEVERE ACCIDENT CONDITIONS
(EFFECTIVE IMMEDIATELY)**

I.

The Licensees identified in Attachment 1 to this Order hold licenses issued by the U.S. Nuclear Regulatory Commission (NRC or Commission) authorizing operation of nuclear power plants in accordance with the Atomic Energy Act of 1954, as amended, and Title 10 of the *Code of Federal Regulations* (10 CFR) Part 50, "Domestic Licensing of Production and Utilization Facilities." Specifically, these Licensees operate boiling-water reactors (BWRs) with Mark I and Mark II containment designs.

II.

On March 12, 2012, the NRC issued Order EA-12-050 requiring the Licensees identified in Attachment 1 to this Order to implement requirements for reliable hardened vents for Mark I and Mark II containments. This Order supersedes Order EA-12-050 by revising requirements imposed in Order EA-12-050 and imposing additional requirements on reliable hardened vent

systems and related procedures to ensure that the venting function is maintained during severe accident conditions (i.e., following significant core damage).

Order EA-12-050 required that licensees of BWR facilities with Mark I and Mark II containment designs shall ensure that these facilities have a containment venting system that meets certain requirements for reliable and dependable operation to support strategies to control containment pressure and prevent core damage following events causing a loss of heat removal systems (e.g., an extended loss of electrical power). The NRC determined that the issuance and implementation of the requirements in Order EA-12-050 were necessary to provide reasonable assurance of adequate protection of the public health and safety and assurance of the common defense and security. As described in Order EA-12-050:

To protect public health and safety from the inadvertent release of radioactive materials, the NRC's defense-in-depth strategy includes multiple layers of protection: (1) prevention of accidents by virtue of the design, construction and operation of the plant, (2) mitigation features to prevent radioactive releases should an accident occur, and (3) emergency preparedness programs that include measures such as sheltering and evacuation. The defense-in-depth strategy also provides for multiple physical barriers to contain the radioactive materials in the event of an accident. The barriers are the fuel cladding, the reactor coolant pressure boundary, and the containment. These defense-in-depth features are embodied in the existing regulatory requirements and thereby provide adequate protection of public health and safety.

The events at Fukushima Dai-ichi highlight the possibility that extreme natural phenomena could challenge the prevention, mitigation and emergency preparedness defense-in-depth layers. At Fukushima, limitations in time and unpredictable conditions associated with the accident significantly challenged attempts by the responders to preclude core damage and containment failure. In particular, the operators were unable to successfully operate the containment venting system. The inability to reduce containment pressure inhibited efforts to cool the reactor core. If additional backup or alternate sources of power had been available to operate the containment venting system remotely, or if certain valves had been more accessible for manual operation, the operators at Fukushima may have been able to depressurize the containment earlier. This, in turn, could have allowed operators to implement strategies using low-pressure water sources that may have limited or prevented damage to the reactor core. Thus, the events at Fukushima demonstrate that reliable hardened vents at BWR facilities with Mark I and Mark II containment designs are important to maintain core and containment cooling.

The Commission has determined that ensuring adequate protection of public health and safety requires that all operating BWR facilities with Mark I and Mark II containments have a reliable hardened venting capability for events that can lead to core damage. These new requirements provide greater mitigation capability consistent with the overall defense-in-depth philosophy, and therefore greater assurance that the challenges posed by severe external events to power reactors do not pose an undue risk to public health and safety. To provide reasonable assurance of adequate protection of public health and safety, all licenses identified in Attachment 1 to this Order shall be modified to include the requirements identified in Attachment 2 to this Order.

Accordingly, the NRC has concluded that these measures are necessary to ensure adequate protection of public health and safety under the provisions of the backfit rule, 10 CFR 50.109(a)(4)(ii), and is requiring Licensee actions. In addition, pursuant to 10 CFR 2.202, the NRC finds that the public health, safety and interest require that this Order be made immediately effective.

In developing the requirements included in Order EA-12-050, the NRC acknowledged that questions remained about possible ways to limit the release of radioactive materials if the venting systems were used after significant core damage had occurred. The NRC staff described in SECY-12-XXXX, "Consideration of Additional Requirements for Containment Venting Systems for Boiling Water Reactors with Mark I and Mark II Containments," various options for Commission consideration. One of the options in SECY-12-XXXX (Option 2) was to revise the requirements in Order EA-12-050 to ensure that the venting function is maintained during severe accident conditions. Another option included in the Commission Paper (Option 4) called for the NRC to develop a severe accident confinement strategy for BWRs with Mark I and Mark II containments to limit the release of radioactive materials. In its Staff Requirements Memorandum (SRM) for SECY-12-XXXX, the Commission documented its decision to pursue the development of the severe accident confinement strategy but also to more immediately require the affected licensees to make the containment venting systems capable of operation under severe accident conditions and directed the NRC staff to implement that requirement through the issuance of this Order.

The desire to ensure that the venting function is maintained during severe accident conditions is to provide protection from events that might otherwise cause containment failure due to high pressures. It is equally important to prevent core debris that has melted through the reactor vessel from breaching the containment structures. New regulatory requirements were imposed as item B.5.b in Order EA-02-026 and later incorporated into 10 CFR 50.54(hh) that require licensees to have the capability to direct water into the drywells to reduce the chances of containment failures from a molten core. The NRC is also pursuing development of the severe accident confinement strategy to minimize the release of radioactive materials should it ever be necessary to vent a Mark I or Mark II containment during severe accident conditions.

III.

The NRC may impose safety measures on licensees or applicants over and above those required by the adequate-protection standard cited in Order EA-12-050. Such requirements may be pursued to protect health or to minimize danger to life or property. As described in various NRC regulations and guidance documents, the requirements established to reduce risk (beyond measures needed for adequate protection) will not attempt to eliminate all risk but will instead pursue reasonable reductions. An evaluation of the costs and benefits of proposals within this category has been used as part of the determination of what is a reasonable requirement to reduce risks to public health and safety and the common defense and security. The NRC process for evaluating costs and benefits to help determine if additional requirements should be imposed are defined in Section 50.109, "Backfitting," of Title 10 of the *Code of Federal Regulations*. Additional information and guidance related to these assessments are provided in NUREG/BR-0058, "Regulatory Analysis Guidelines of the U.S. Nuclear Regulatory Commission," and NUREG/BR-0184, "Regulatory Analysis Technical Evaluation Handbook."

An evaluation of the costs and benefits associated with providing a venting function for BWRs with Mark I and Mark II containments that remains available during severe accident conditions was summarized in SECY-12-XXXX. As discussed in SECY-12-XXXX, the NRC's determination that a venting system should be available during severe accident conditions considered both quantitative assessments of costs and benefits as well as various qualitative factors. SECY-12-XXXX identified changes to make the venting systems capable of operating during severe accident conditions as a prerequisite to developing a severe accident confinement strategy aimed at improving venting operations for BWR Mark I and Mark II containments.

Among the qualitative factors, one of the more important is the desire to improve the defense-in-depth characteristics of Mark I and Mark II containments by addressing the high conditional failure probabilities that those containments have should an event lead to a core melt. As discussed in SECY-12-XXXX, other qualitative factors supporting installation of severe accident capable vents include addressing significant uncertainties in the understanding of severe accident events, supporting severe accident management and response, improving the control of hydrogen generated during severe accidents, improving readiness for external and multi-unit events, reducing uncertainties about radiological releases and thereby improving emergency planning and response, and maintaining consistency with interactional practices.

As previously described, the NRC's defense-in-depth strategy includes multiple layers of protection: (1) prevention of accidents by virtue of the design, construction and operation of the plant, (2) mitigation features to prevent radioactive releases should an accident occur, and (3) emergency preparedness programs that include measures such as sheltering and evacuation. The defense-in-depth strategy also provides for multiple physical barriers to contain the radioactive materials in the event of an accident. The barriers are the fuel cladding, the reactor coolant pressure boundary, and the containment. These defense-in-depth features are

embodied in the existing regulatory requirements and thereby provide adequate protection of public health and safety.

The events at Fukushima Dai-ichi highlight the possibility that events such as extreme natural phenomena could challenge the prevention, mitigation and emergency preparedness defense-in-depth layers. At Fukushima, limitations in time and unpredictable conditions associated with the accident significantly hindered attempts by the operators to prevent core damage and containment failure. In particular, the operators were unable to successfully operate the containment venting system. These problems with venting the containments under the challenging conditions following the tsunami contributed to the progression of the accident from inadequate cooling of the core leading to core damage, to compromising containment functions from overpressure conditions, and to the hydrogen explosions that destroyed the reactor buildings (secondary containments). The loss of the various barriers led to the release of radioactive materials and further hampered operator efforts to arrest the accidents that ultimately led to the contamination of large areas surrounding the plant. The evacuation of local populations minimized the immediate danger to public health and safety from the loss of control of the large amount of radioactive materials within the reactor cores.

The actions imposed by this Order are intended to increase confidence in maintaining the containment function following core damage events. Although venting the containment during severe accident conditions could result in the release of radioactive materials, the act of venting could prevent gross containment failures that would hamper accident management (e.g., continuing efforts to cool core debris) and result in larger releases of radioactive material later in the progression of the accident. Further actions to reduce the release of radioactive materials during such venting operations are being pursued as a longer-term program to develop a severe accident confinement strategy.

The NRC is empowered to require plant improvements beyond those needed to provide reasonable assurance of adequate protection of public health and safety when engineering approaches are available to provide a cost-justified substantial safety improvement. An evaluation of possible improvements for Mark I and Mark II containment vents was provided in SECY-12-XXXX and a more detailed regulatory analysis is available in the NRC's agencywide documents access and management system (ADAMS). These evaluations included both quantitative and qualitative factors and led the Commission to determine that the safety improvements required by this Order are justified. In such situations, the Commission may act in accordance with its statutory authority under Section 161 of the Atomic Energy Act of 1954, as amended, to require Licensees to take appropriate action to reduce the risks posed to the public from the operation of nuclear power plants.

The Commission has determined that it is a cost-justified substantial safety improvement to require BWR facilities with Mark I and Mark II containments to make the necessary plant modifications and procedure changes to provide a reliable hardened venting capability that is capable of performing under severe accident conditions. These new requirements protect health and minimize danger to life or property by having licensees provide greater capabilities to respond to severe accidents and contain radioactive materials, which is consistent with the NRC's overall defense-in-depth philosophy. These requirements are also a prerequisite to developing a severe accident confinement strategy and defining an overall set of requirements for venting operations during severe accidents for BWR Mark I and Mark II containments. To provide an enhanced level of safety, all licenses identified in Attachment 1 to this Order shall be modified to include the requirements identified in Attachment 2 to this Order.

Accordingly, the NRC has concluded that these measures are an appropriate cost-justified safety improvement under the provisions of the backfit rule, 10 CFR 50.109(a)(3),

and is requiring Licensee actions. In addition, pursuant to 10 CFR 2.202, the NRC finds that the public health, safety and interest require that this Order be made immediately effective.

IV.

Accordingly, pursuant to Sections 161b, 161i, 161o, and 182 of the Atomic Energy Act of 1954, as amended, and the Commission's regulations in 10 CFR 2.202, "Orders," and 10 CFR Part 50, IT IS HEREBY ORDERED, EFFECTIVE IMMEDIATELY, THAT ALL LICENSES IDENTIFIED IN ATTACHMENT 1 TO THIS ORDER ARE MODIFIED AS FOLLOWS:

- A. All Licensees shall, notwithstanding the provisions of any Commission regulation or license to the contrary, comply with the requirements described in Attachment 2 to this Order except to the extent that a more stringent requirement is set forth in the license. The requirements of Attachment 2 to this Order supersede those set forth in Attachment 2 to Order EA-12-050 dated March 12, 2012. These Licensees shall promptly start implementation of the requirements in Attachment 2 to the Order and shall complete full implementation **no later than December 31, 2017**.
- B. 1. All Licensees shall, within **twenty (20) days** of the date of this Order, notify the Commission (1) if they are unable to comply with any of the requirements described in Attachment 2, (2) if compliance with any of the requirements is unnecessary in their specific circumstances, or (3) if implementation of any of the requirements would cause the Licensee to be in violation of the provisions of any Commission regulation or the facility license. The notification shall provide the Licensee's justification for seeking relief from or variation of any specific requirement.

2. Any Licensee that considers that implementation of any of the requirements described in Attachment 2 to this Order would adversely affect the safe and secure operation of the facility must notify the Commission, within **twenty (20) days** of this Order, of the adverse safety impact, the basis for its determination that the requirement has an adverse safety impact, and either a proposal for achieving the same objectives specified in the Attachment 2 requirement in question, or a schedule for modifying the facility to address the adverse safety condition. If neither approach is appropriate, the Licensee must supplement its response to Condition B.1 of this Order to identify the condition as a requirement with which it cannot comply, with attendant justifications as required in Condition B.1.
- C.
1. All Licensees shall, **within 6 months following the issuance of interim staff guidance (ISG) for this order**, submit to the Commission for review an overall integrated plan including a description of how compliance with the requirements described in Attachment 2 will be achieved. The NRC staff plans to issue the ISG no later than **[insert date 120 days from date of this order]**.
 2. All Licensees shall provide status reports at **six (6)-month intervals** following submittal of the overall integrated plan, as required in Condition C.1, which delineates progress made in implementing the requirements of this Order.
 3. All Licensees shall report to the Commission when full compliance with the requirements described in Attachment 2 is achieved.

4. All Licensees shall, **by August 31, 2015**, submit to the Commission a progress report on the development of a severe accident confinement strategy for limiting the release of radioactive materials should it ever be necessary to vent containment during severe accident conditions. The report shall describe progress made on selecting specific performance measures and the development of analyses tools, research, and testing related to those performance measures.

Licensee responses to Conditions B.1, B.2, C.1, C.2, C.3, and C.4 above shall be submitted in accordance with 10 CFR 50.4, "Written Communications."

The Director, Office of Nuclear Reactor Regulation may, in writing, relax or rescind any of the above conditions upon demonstration by the Licensee of good cause.

V.

In accordance with 10 CFR 2.202, the Licensee must, and any other person adversely affected by this Order may, submit an answer to this Order, and may request a hearing on this Order, within twenty (20) days of the date of this Order. Where good cause is shown, consideration will be given to extending the time to answer or to request a hearing. A request for extension of time in which to submit an answer or request a hearing must be made in writing to the Director, Office of Nuclear Reactor Regulation, U.S. Nuclear Regulatory Commission, Washington, DC 20555, and include a statement of good cause for the extension. The answer may consent to this Order.

If a hearing is requested by a Licensee or a person whose interest is adversely affected, the Commission will issue an Order designating the time and place of any hearings. If a hearing is held, the issue to be considered at such hearing shall be whether this Order should be sustained. Pursuant to 10 CFR 2.202(c)(2)(i), the licensee or any other person adversely

affected by this Order, may, in addition to demanding a hearing, at the time the answer is filed or sooner, move the presiding officer to set aside the immediate effectiveness of the Order on the ground that the Order, including the need for immediate effectiveness, is not based on adequate evidence but on mere suspicion, unfounded allegations, or error.

All documents filed in NRC adjudicatory proceedings, including a request for hearing, a petition for leave to intervene, any motion or other document filed in the proceeding prior to the submission of a request for hearing or petition to intervene, and documents filed by interested governmental entities participating under 10 CFR 2.315(c), must be filed in accordance with the NRC E-Filing rule (72 FR 49139, August 28, 2007). The E-Filing process requires participants to submit and serve all adjudicatory documents over the internet, or in some cases to mail copies on electronic storage media. Participants may not submit paper copies of their filings unless they seek an exemption in accordance with the procedures described below.

To comply with the procedural requirements of E-Filing, at least 10 days prior to the filing deadline, the participant should contact the Office of the Secretary by e-mail at hearing.docket@nrc.gov, or by telephone at (301) 415-1677, to request (1) a digital ID certificate, which allows the participant (or its counsel or representative) to digitally sign documents and access the E-Submittal server for any proceeding in which it is participating; and (2) advise the Secretary that the participant will be submitting a request or petition for hearing (even in instances in which the participant, or its counsel or representative, already holds an NRC-issued digital ID certificate). Based upon this information, the Secretary will establish an electronic docket for the hearing in this proceeding if the Secretary has not already established an electronic docket.

Information about applying for a digital ID certificate is available on NRC's public Web site at <http://www.nrc.gov/site-help/e-submittals/apply-certificates.html>. System requirements for accessing the E-Submittal server are detailed in NRC's "Guidance for Electronic Submission,"

which is available on the agency's public Web site at

<http://www.nrc.gov/site-help/e-submittals.html>. Participants may attempt to use other software not listed on the web site, but should note that the NRC's E-Filing system does not support unlisted software, and the NRC Meta System Help Desk will not be able to offer assistance in using unlisted software.

If a participant is electronically submitting a document to the NRC in accordance with the E-Filing rule, the participant must file the document using the NRC's online, web-based submission form. In order to serve documents through the Electronic Information Exchange, users will be required to install a web browser plug-in from the NRC web site. Further information on the web-based submission form, including the installation of the Web browser plug-in, is available on the NRC's public Web site at <http://www.nrc.gov/site-help/e-submittals.html>.

Once a participant has obtained a digital ID certificate and a docket has been created, the participant can then submit a request for hearing or petition for leave to intervene. Submissions should be in Portable Document Format (PDF) in accordance with NRC guidance available on the NRC public Web site at <http://www.nrc.gov/site-help/e-submittals.html>. A filing is considered complete at the time the documents are submitted through the NRC's E-Filing system. To be timely, an electronic filing must be submitted to the E-Filing system no later than 11:59 p.m. Eastern Time on the due date. Upon receipt of a transmission, the E-Filing system time-stamps the document and sends the submitter an e-mail notice confirming receipt of the document. The E-Filing system also distributes an e-mail notice that provides access to the document to the NRC Office of the General Counsel and any others who have advised the Office of the Secretary that they wish to participate in the proceeding, so that the filer need not serve the documents on those participants separately. Therefore, applicants and other participants (or their counsel or representative) must apply for and receive a digital ID certificate before a hearing request/petition

to intervene is filed so that they can obtain access to the document via the E-Filing system.

A person filing electronically using the agency's adjudicatory E-Filing system may seek assistance by contacting the NRC Meta System Help Desk through the "Contact Us" link located on the NRC Web site at <http://www.nrc.gov/site-help/e-submittals.html>, by e-mail at MSHD.Resource@nrc.gov, or by a toll-free call at (866) 672-7640. The NRC Meta System Help Desk is available between 8 a.m. and 8 p.m., Eastern Time, Monday through Friday, excluding government holidays.

Participants who believe that they have a good cause for not submitting documents electronically must file an exemption request, in accordance with 10 CFR 2.302(g), with their initial paper filing requesting authorization to continue to submit documents in paper format. Such filings must be submitted by: (1) first class mail addressed to the Office of the Secretary of the Commission, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001, Attention: Rulemaking and Adjudications Staff; or (2) courier, express mail, or expedited delivery service to the Office of the Secretary, Sixteenth Floor, One White Flint North, 11555 Rockville Pike, Rockville, Maryland, 20852, Attention: Rulemaking and Adjudications Staff. Participants filing a document in this manner are responsible for serving the document on all other participants. Filing is considered complete by first-class mail as of the time of deposit in the mail, or by courier, express mail, or expedited delivery service upon depositing the document with the provider of the service. A presiding officer, having granted an exemption request from using E-Filing, may require a participant or party to use E-Filing if the presiding officer subsequently determines that the reason for granting the exemption from use of E-Filing no longer exists.

Documents submitted in adjudicatory proceedings will appear in NRC's electronic hearing docket, which is available to the public at <http://ehd1.nrc.gov/ehd/>, unless excluded pursuant to an order of the Commission, or the presiding officer. Participants are requested not to include

personal privacy information, such as social security numbers, home addresses, or home phone numbers in their filings, unless an NRC regulation or other law requires submission of such information. With respect to copyrighted works, except for limited excerpts that serve the purpose of the adjudicatory filings and would constitute a Fair Use application, participants are requested not to include copyrighted materials in their submission.

If a person other than the Licensee requests a hearing, that person shall set forth with particularity the manner in which his interest is adversely affected by this Order and shall address the criteria set forth in 10 CFR 2.309(d).

In the absence of any request for hearing, or written approval of an extension of time in which to request a hearing, the provisions specified in Section IV above shall be final twenty (20) days from the date of this Order without further order or proceedings. If an extension of time for requesting a hearing has been approved, the provisions specified in Section IV shall be final when the extension expires if a hearing request has not been received. AN ANSWER OR A REQUEST FOR HEARING SHALL NOT STAY THE IMMEDIATE EFFECTIVENESS OF THIS ORDER.

FOR THE NUCLEAR REGULATORY COMMISSION

Eric J. Leeds, Director
Office of Nuclear Reactor Regulation

Dated this th day of

OPERATING BOILING WATER REACTOR LICENSES
WITH MARK I AND MARK II CONTAINMENTS

| | |
|---|-----------------|
| Browns Ferry Nuclear Plant, Units 1, 2, and 3 | BWR-Mark I |
| Brunswick Steam Electric Plant, Units 1 and 2 | BWR-Mark I |
| Columbia Generating Station | BWR-Mark II |
| Cooper Nuclear Station | BWR-Mark I |
| Dresden Nuclear Power Station, Units 2 and 3 | BWR-Mark I |
| Duane Arnold Energy Center | BWR-Mark I |
| Edwin I. Hatch Nuclear Plant, Units 1 and 2 | BWR-Mark I |
| Fermi | BWR-Mark I |
| Hope Creek Generating Station | BWR-Mark I |
| James A. FitzPatrick Nuclear Power Plant | BWR-Mark I |
| LaSalle County Station, Units 1 and 2 | BWR-Mark II |
| Limerick Generating Station, Units 1 and 2 | BWR-Mark II |
| Monticello Nuclear Generating Plant | BWR-Mark I |
| Nine Mile Point Nuclear Station, Units 1 and 2 | BWR-Mark I & II |
| Oyster Creek Nuclear Generating Station | BWR-Mark I |
| Peach Bottom Atomic Power Station, Units 2 and 3 | BWR-Mark I |
| Pilgrim Nuclear Power Station | BWR-Mark I |
| Quad Cities Nuclear Power Station, Units 1 and 2 | BWR-Mark I |
| Susquehanna Steam Electric Station, Units 1 and 2 | BWR-Mark II |
| Vermont Yankee Nuclear Power Station | BWR-Mark I |

REQUIREMENTS FOR RELIABLE HARDENED VENT SYSTEMS
CAPABLE OF OPERATION UNDER SEVERE ACCIDENT CONDITIONS
AT BOILING-WATER REACTOR FACILITIES WITH
MARK I AND MARK II CONTAINMENTS

In accordance with Order EA-12-050 dated March 12, 2012, Boiling-Water Reactors (BWRs) with Mark I and Mark II containments were required to have a reliable hardened containment venting system (HCVS). This Order requires that these facilities ensure that the HCVS originally required by Order EA-12-050 also provide a reliable hardened venting capability from the wetwell and drywell under severe accident conditions. The severe accident capable HCVS is intended to prevent severe accidents from occurring, and to help mitigate the consequences of a severe accident should one occur. The HCVS shall meet the requirements in Sections 1, 2, and 3, below. In addition, the Licensee shall meet the requirements of Section 4.

1. HCVS Functional Requirements

BWRs with Mark I and Mark II containments shall have a reliable HCVS to remove decay heat; vent the containment atmosphere including steam, hydrogen, non-condensable gases, aerosols, and fission products; and control containment pressure within acceptable limits. The HCVS shall be designed for those accident sequences wherein containment venting is expected or relied upon to prevent containment failure; including accident sequences that result in the loss of active containment heat removal capability or prolonged Station Blackout (SBO).

1.1 The design of the HCVS shall consider the following performance objectives:

1.1.1 The HCVS shall be designed to minimize the reliance on operator actions through incorporation of passive features to the extent practical.

1.1.2 The HCVS shall be designed to minimize plant operators' exposure to occupational hazards, such as extreme heat stress, while operating the HCVS system.

1.1.3 The HCVS shall also be designed to minimize radiological consequences that would impede personnel actions needed for event response.

1.1.4 The HCVS shall be accessible and operable under a range of plant conditions, including a severe accident environment, prolonged SBO and inadequate containment cooling.

1.2 The HCVS shall include the following reliable hardened venting design features:

1.2.1 The HCVS shall have the capacity to vent the steam/energy equivalent of 1 percent of licensed/rated thermal power (unless a lower value is justified by analyses), and be able to maintain containment pressure below the primary containment design pressure and the primary containment pressure limit (PCPL).

- 1.2.2 The HCVS shall be capable of venting from the suppression chamber (wetwell) and the drywell. The wetwell vent path shall include means for passive (i.e. rupture disk) and active operation, and include means to isolate the passive vent pathway.
- 1.2.3 The HCVS shall discharge the effluent to a release point above main plant structures.
- 1.2.4 The HCVS shall include design features to preclude cross flow of vented fluids within a unit and between units on the site.
- 1.2.5 The HCVS shall be designed to be manually operated during sustained operations from a control panel located in the main control room or a remote but readily accessible location. "Sustained operations" means until such time that reliable containment heat removal and pressure control is reestablished independent of the HCVS.
- 1.2.6 The HCVS shall also be capable of local manual operation (e.g., reach-rod with hand wheel or manual operation of pneumatic supply valves from a shielded location). All local manual HCVS controls shall be accessible to plant operators during sustained operations.
- 1.2.7 The HCVS shall be capable of operating with dedicated and permanently installed equipment for at least 24 hours following the loss of normal power or loss of normal pneumatic supplies to air operated components during the prolonged SBO.
- 1.2.8 The HCVS shall include means to prevent inadvertent actuation.
- 1.2.9 The HCVS shall include means to monitor the status of the vent system (e.g., valve position indication) from the control panel installed in accordance with requirement 1.2.5. The monitoring system shall be designed for sustained operation during a prolonged SBO.
- 1.2.10 The HCVS shall include a means to monitor the effluent discharge for radioactivity that may be released from operation of the HCVS. The monitoring system shall provide indication from the control panel installed in accordance with requirement 1.2.5, and shall be designed for sustained operation during a prolonged SBO.
- 1.2.11 The HCVS (excluding the rupture disk) shall be designed for pressures that are consistent with containment design pressures and expected temperatures during a severe accident as well as dynamic loading resulting from system actuation.
- 1.2.12 The HCVS shall be designed and operated to ensure the flammability limits of gases passing through the system are not reached; otherwise, the system shall be designed to withstand dynamic loading resulting from hydrogen deflagration and detonation.

1.2.13 The HCVS shall incorporate strategies for hydrogen control that minimizes the potential for hydrogen gas migration and ingress into the reactor building or other buildings.

1.2.14 The HCVS shall include features and provision for the operation, testing, inspection and maintenance adequate to ensure that reliable function and capability are maintained.

2. HCVS Quality Standards

The following quality standards are necessary to fulfill the requirements for a reliable HCVS:

2.1 The HCVS vent path up to and including the second containment isolation barrier shall be designed consistent with the design basis of the plant. These items include piping, piping supports, containment isolation valves, containment isolation valve actuators and containment isolation valve position indication components.

2.2 All other HCVS components shall be designed for reliable and rugged performance that is capable of ensuring HCVS functionality following a seismic event. These items include electrical power supply, valve actuator pneumatic supply and instrumentation (local and remote) components.

2.3 All FCVS instrumentation shall be designed and constructed to withstand seismic loadings consistent with the design basis of the plant.

3. HCVS Programmatic Requirements

3.1 The Licensee shall develop, implement, and maintain procedures necessary for the safe operation of the HCVS. Procedures shall be established for system operations when normal and backup power is available, and during SBO conditions.

3.2 The Licensee shall train appropriate personnel in the use of the HCVS. The training curricula shall include system operations when normal and backup power is available, and during SBO conditions.

4. Additional Requirements

4.1 Licensees shall make necessary modifications to address the potential for suppression pool bypass due to molten core debris melting through susceptible drain lines and downcomers. Acceptable approaches could include providing protection for the susceptible drain lines and downcomers, or installation of an engineered filtered containment venting system.

Enclosure 7B

Draft Proposed Order

Option 3

Filtered Containment Vents

Note: It is likely that this draft proposed order will require revision based on interactions with stakeholders and continuing internal discussions on technical and legal issues. If the Commission approves Option 3, the staff will provide the Commission with a final order via a Regulatory Notification.

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION

In the Matter of)
)
ALL OPERATING BOILING WATER) Docket Nos. (as shown in Attachment 1)
REACTOR LICENSEES WITH) License Nos. (as shown in Attachment 1)
MARK I AND MARK II CONTAINMENTS) EA-12-XXX
)

[NRC-20XX-XXXX]

**ORDER MODIFYING LICENSES
WITH REGARD TO FILTERED RELIABLE HARDENED CONTAINMENT
VENTS CAPABLE OF OPERATION UNDER SEVERE ACCIDENT
CONDITIONS
(EFFECTIVE IMMEDIATELY)**

I.

The Licensees identified in Attachment 1 to this Order hold licenses issued by the U.S. Nuclear Regulatory Commission (NRC or Commission) authorizing operation of nuclear power plants in accordance with the Atomic Energy Act of 1954, as amended, and Title 10 of the *Code of Federal Regulations* (10 CFR) Part 50, "Domestic Licensing of Production and Utilization Facilities." Specifically, these Licensees operate boiling-water reactors (BWRs) with Mark I and Mark II containment designs.

II.

On March 12, 2012, the NRC issued Order EA-2012-050 requiring the Licensees identified in Attachment 1 to this Order to implement requirements for reliable hardened vents for Mark I and Mark II containments. This Order supersedes Order EA-12-050 by revising requirements imposed in Order EA-12-050 and imposing additional requirements on reliable

hardened vent systems and related procedures to ensure that the venting function is maintained during severe accident conditions (i.e., following significant core damage) and incorporates an engineered filter in the venting discharge paths from the suppression pool and drywell to limit the release of radioactive materials.

Order EA-12-050 requires that licensees of BWR facilities with Mark I and Mark II containment designs shall ensure that these facilities have a containment venting system that meets certain requirements relating to reliable and dependable operation to support strategies relating to the control of containment pressure and prevention of core damage following events causing a loss of heat removal systems. The NRC determined that the issuance and implementation of the requirements in Order EA-12-050 were necessary to provide reasonable assurance of adequate protection of the public health and safety and assurance of the common defense and security. As described in Order EA-12-050:

To protect public health and safety from the inadvertent release of radioactive materials, the NRC's defense-in-depth strategy includes multiple layers of protection: (1) prevention of accidents by virtue of the design, construction and operation of the plant, (2) mitigation features to prevent radioactive releases should an accident occur, and (3) emergency preparedness programs that include measures such as sheltering and evacuation. The defense-in-depth strategy also provides for multiple physical barriers to contain the radioactive materials in the event of an accident. The barriers are the fuel cladding, the reactor coolant pressure boundary, and the containment. These defense-in-depth features are embodied in the existing regulatory requirements and thereby provide adequate protection of public health and safety.

The events at Fukushima Dai-ichi highlight the possibility that extreme natural phenomena could challenge the prevention, mitigation and emergency preparedness defense-in-depth layers. At Fukushima, limitations in time and unpredictable conditions associated with the accident significantly challenged attempts by the responders to preclude core damage and containment failure. In particular, the operators were unable to successfully operate the containment venting system. The inability to reduce containment pressure inhibited efforts to cool the reactor core. If additional backup or alternate sources of power had been available to operate the containment venting system remotely, or if certain valves had been more accessible for manual operation, the operators at Fukushima may have been able to depressurize the containment earlier. This, in turn, could have allowed operators to implement strategies using low-pressure water sources that

may have limited or prevented damage to the reactor core. Thus, the events at Fukushima demonstrate that reliable hardened vents at BWR facilities with Mark I and Mark II containment designs are important to maintain core and containment cooling.

The Commission has determined that ensuring adequate protection of public health and safety requires that all operating BWR facilities with Mark I and Mark II containments have a reliable hardened venting capability for events that can lead to core damage. These new requirements provide greater mitigation capability consistent with the overall defense-in-depth philosophy, and therefore greater assurance that the challenges posed by severe external events to power reactors do not pose an undue risk to public health and safety. To provide reasonable assurance of adequate protection of public health and safety, all licenses identified in Attachment 1 to this Order shall be modified to include the requirements identified in Attachment 2 to this Order.

Accordingly, the NRC has concluded that these measures are necessary to ensure adequate protection of public health and safety under the provisions of the backfit rule, 10 CFR 50.109(a)(4)(ii), and is requiring Licensee actions. In addition, pursuant to 10 CFR 2.202, the NRC finds that the public health, safety and interest require that this Order be made immediately effective.

In developing the requirements included in Order EA-12-050, the NRC acknowledged that questions remained about possible ways to limit the release of radioactive materials if the venting systems were used after significant core damage had occurred. The NRC staff described in SECY-12-XXXX, "Consideration of Additional Requirements for Containment Venting Systems for Boiling Water Reactors with Mark I and Mark II Containments," various options for Commission consideration. One of the options in SECY-12-XXXX (Option 3) was to revise the requirements in Order EA-12-050 to ensure that the venting function is maintained during severe accident conditions and incorporates a filter technology to limit the release of radioactive materials. In its Staff Requirements Memorandum (SRM) for SECY-12-XXXX, the Commission documented its decision to require the affected licensees to provide a containment venting systems capable of operation under severe accident conditions with filters in the discharge paths and directed the NRC staff to implement that requirement through the issuance of this Order.

The desire to ensure that the venting function is maintained during severe accident conditions is to provide protection from events that might otherwise cause containment failure due to high pressures. The addition of filters to the discharge paths from the wetwell and drywell is intended to limit the release of radioactive materials that would occur during a containment venting operation during severe accident conditions. It is equally important to prevent core debris that has melted through the reactor vessel from breaching the containment structures. New regulatory requirements were imposed as item B.5.b in Order 02-026 and later incorporated into 10 CFR 50.54(hh) that require licensees to have the capability to direct water into the drywells to reduce the chances of containment failures from a molten core.

III.

The NRC may impose safety measures on licensees or applicants over and above those required by the adequate-protection standard cited in Order EA-12-050. Such requirements may be pursued to protect health or to minimize danger to life or property. As described in various NRC regulations and guidance documents, the requirements established to reduce risk (beyond measures needed for adequate protection) will not attempt to eliminate all risk but will instead pursue reasonable reductions. An evaluation of the costs and benefits of proposals within this category has been used as part of the determination of what is a reasonable requirement to reduce risks to public health and safety and the common defense and security. The NRC process for evaluating costs and benefits to help determine if additional requirements should be imposed are defined in Section 50.109, "Backfitting," of Title 10 of the *Code of Federal Regulations*. Additional information and guidance related to these assessments are provided in NUREG/BR-0058, "Regulatory Analysis Guidelines of the U.S. Nuclear Regulatory Commission," and NUREG/BR-0184, "Regulatory Analysis Technical Evaluation Handbook."

An evaluation of the costs and benefits associated with providing a venting function for BWRs with Mark I and Mark II containments that include filtering the releases from the wetwell and drywell during severe accident conditions was summarized in SECY-12-XXXX. As discussed in SECY-12-XXXX, the NRC's determination that a filtered venting system should be available during severe accident conditions considered both quantitative assessments of costs and benefits as well as various qualitative factors. Among the qualitative factors, one of the more important is the desire to improve the defense-in-depth characteristics of Mark I and Mark II containments by addressing the high conditional failure probabilities that those containments have should an event lead to a core melt. As discussed in SECY-12-XXXX, other qualitative factors supporting installation of a filtered venting system include addressing significant uncertainties in the understanding of severe accident events, supporting severe accident management and response, improving the control of hydrogen generated during severe accidents, improving readiness for external and multi-unit events, reducing uncertainties about radiological releases and thereby improving emergency planning and response, and maintaining consistency with interactional practices.

As previously discussed, the NRC's defense-in-depth strategy includes multiple layers of protection: (1) prevention of accidents by virtue of the design, construction and operation of the plant, (2) mitigation features to prevent radioactive releases should an accident occur, and (3) emergency preparedness programs that include measures such as sheltering and evacuation. The defense-in-depth strategy also provides for multiple physical barriers to contain the radioactive materials in the event of an accident. The barriers are the fuel cladding, the reactor coolant pressure boundary, and the containment. These defense-in-depth features are embodied in the existing regulatory requirements and thereby provide adequate protection of public health and safety.

The events at Fukushima Dai-ichi highlight the possibility that events such as extreme natural phenomena could challenge the prevention, mitigation and emergency preparedness defense-in-depth layers. At Fukushima, limitations in time and unpredictable conditions associated with the accident significantly challenged attempts by the responders to prevent core damage and containment failure. In particular, the operators were unable to successfully operate the containment venting system. These problems with venting the containments under the challenging conditions following the tsunami contributed to the progression of the accident from inadequate cooling of the core leading to core damage, to compromising containment functions from overpressure conditions, and to the hydrogen explosions that destroyed the reactor buildings (secondary containments). The loss of the various barriers led to the release of radioactive materials and further hampered operator efforts to arrest the accidents that ultimately led to the contamination of large areas surrounding the plant. The evacuation of local populations minimized the immediate danger to public health and safety from the loss of control of the large amount of radioactive materials within the reactor cores.

The actions imposed by Order are intended to increase confidence in maintaining the containment function following core damage events and filtering releases associated with the venting operations.

The NRC is empowered to require plant improvements beyond those needed to provide reasonable assurance of adequate protection of public health and safety when engineering approaches are available to provide a cost-justified substantial safety improvement. An evaluation of possible improvements for Mark I and Mark II containment vents was provided in SECY-12-XXXX and a more detailed regulatory analysis that is available in the NRC's agencywide documents access and management system (ADAMS). These evaluations included both quantitative and qualitative factors and led the Commission to determine that the

safety improvements required by this Order are justified. In such situations, the Commission may act in accordance with its statutory authority under Section 161 of the Atomic Energy Act of 1954, as amended, to require Licensees to take appropriate action to reduce the risks posed to the public from the operation of nuclear power plants.

The Commission has determined that it is a cost-justified substantial safety improvement to require BWR facilities with Mark I and Mark II containments to make the necessary plant modifications and procedure changes to provide a reliable hardened venting capability that is capable of performing under severe accident conditions and incorporates filtering technologies to limit the release of radioactive materials from venting from either the suppression pool or drywell. These new requirements protect health and minimize danger to life or property by having licensees provide greater capabilities to respond to severe accidents and contain radioactive materials, which is consistent with the NRC's overall defense-in-depth philosophy. To provide an enhanced level of safety, all licenses identified in Attachment 1 to this Order shall be modified to include the requirements identified in Attachment 2 to this Order.

Accordingly, the NRC has concluded that these measures are an appropriate cost-justified safety improvement under the provisions of the backfit rule, 10 CFR 50.109(a)(3), and is requiring Licensee actions. In addition, pursuant to 10 CFR 2.202, the NRC finds that the public health, safety and interest require that this Order be made immediately effective.

IV.

Accordingly, pursuant to Sections 161b, 161i, 161o, and 182 of the Atomic Energy Act of 1954, as amended, and the Commission's regulations in 10 CFR 2.202, "Orders," and 10 CFR Part 50, IT IS HEREBY ORDERED, EFFECTIVE IMMEDIATELY, THAT ALL LICENSES IDENTIFIED IN ATTACHMENT 1 TO THIS ORDER ARE MODIFIED AS FOLLOWS:

- A. All Licensees shall, notwithstanding the provisions of any Commission regulation or license to the contrary, comply with the requirements described in Attachment 2 to this Order except to the extent that a more stringent requirement is set forth in the license. The requirements of Attachment 2 to this Order supersede those set forth in Attachment 2 to Order EA-12-050 dated March 12, 2012. These Licensees shall promptly start implementation of the requirements in Attachment 2 to the Order and shall complete full implementation **no later than December 31, 2017**.
- B. 1. All Licensees shall, within **twenty (20) days** of the date of this Order, notify the Commission (1) if they are unable to comply with any of the requirements described in Attachment 2, (2) if compliance with any of the requirements is unnecessary in their specific circumstances, or (3) if implementation of any of the requirements would cause the Licensee to be in violation of the provisions of any Commission regulation or the facility license. The notification shall provide the Licensee's justification for seeking relief from or variation of any specific requirement.
2. Any Licensee that considers that implementation of any of the requirements described in Attachment 2 to this Order would adversely affect the safe and secure operation of the facility must notify the Commission, within **twenty (20) days** of this Order, of the adverse safety impact, the basis for its determination that the

requirement has an adverse safety impact, and either a proposal for achieving the same objectives specified in the Attachment 2 requirement in question, or a schedule for modifying the facility to address the adverse safety condition. If neither approach is appropriate, the Licensee must supplement its response to Condition B.1 of this Order to identify the condition as a requirement with which it cannot comply, with attendant justifications as required in Condition B.1.

- C. 1. All Licensees shall, **within 6 months following the issuance of interim staff guidance (ISG) for this order**, submit to the Commission for review an overall integrated plan including a description of how compliance with the requirements described in Attachment 2 will be achieved. The NRC staff plans to issue the ISG no later than **[insert date 120 days from date of this order]**.
2. All Licensees shall provide status reports at **six (6)-month intervals** following submittal of the overall integrated plan, as required in Condition C.1, which delineates progress made in implementing the requirements of this Order.
3. All Licensees shall report to the Commission when full compliance with the requirements described in Attachment 2 is achieved.

Licensee responses to Conditions B.1, B.2, C.1, C.2, and C.3 above shall be submitted in accordance with 10 CFR 50.4, "Written Communications."

The Director, Office of Nuclear Reactor Regulation may, in writing, relax or rescind any of the above conditions upon demonstration by the Licensee of good cause.

V.

In accordance with 10 CFR 2.202, the Licensee must, and any other person adversely affected by this Order may, submit an answer to this Order, and may request a hearing on this

Order, within twenty (20) days of the date of this Order. Where good cause is shown, consideration will be given to extending the time to answer or to request a hearing. A request for extension of time in which to submit an answer or request a hearing must be made in writing to the Director, Office of Nuclear Reactor Regulation, U.S. Nuclear Regulatory Commission, Washington, DC 20555, and include a statement of good cause for the extension. The answer may consent to this Order.

If a hearing is requested by a Licensee or a person whose interest is adversely affected, the Commission will issue an Order designating the time and place of any hearings. If a hearing is held, the issue to be considered at such hearing shall be whether this Order should be sustained. Pursuant to 10 CFR 2.202(c)(2)(i), the licensee or any other person adversely affected by this Order, may, in addition to demanding a hearing, at the time the answer is filed or sooner, move the presiding officer to set aside the immediate effectiveness of the Order on the ground that the Order, including the need for immediate effectiveness, is not based on adequate evidence but on mere suspicion, unfounded allegations, or error.

All documents filed in NRC adjudicatory proceedings, including a request for hearing, a petition for leave to intervene, any motion or other document filed in the proceeding prior to the submission of a request for hearing or petition to intervene, and documents filed by interested governmental entities participating under 10 CFR 2.315(c), must be filed in accordance with the NRC E-Filing rule (72 FR 49139, August 28, 2007). The E-Filing process requires participants to submit and serve all adjudicatory documents over the internet, or in some cases to mail copies on electronic storage media. Participants may not submit paper copies of their filings unless they seek an exemption in accordance with the procedures described below.

To comply with the procedural requirements of E-Filing, at least 10 days prior to the filing deadline, the participant should contact the Office of the Secretary by e-mail at

hearing.docket@nrc.gov, or by telephone at (301) 415-1677, to request (1) a digital ID certificate, which allows the participant (or its counsel or representative) to digitally sign documents and access the E-Submittal server for any proceeding in which it is participating; and (2) advise the Secretary that the participant will be submitting a request or petition for hearing (even in instances in which the participant, or its counsel or representative, already holds an NRC-issued digital ID certificate). Based upon this information, the Secretary will establish an electronic docket for the hearing in this proceeding if the Secretary has not already established an electronic docket.

Information about applying for a digital ID certificate is available on NRC's public Web site at <http://www.nrc.gov/site-help/e-submittals/apply-certificates.html>. System requirements for accessing the E-Submittal server are detailed in NRC's "Guidance for Electronic Submission," which is available on the agency's public Web site at <http://www.nrc.gov/site-help/e-submittals.html>. Participants may attempt to use other software not listed on the web site, but should note that the NRC's E-Filing system does not support unlisted software, and the NRC Meta System Help Desk will not be able to offer assistance in using unlisted software.

If a participant is electronically submitting a document to the NRC in accordance with the E-Filing rule, the participant must file the document using the NRC's online, web-based submission form. In order to serve documents through the Electronic Information Exchange, users will be required to install a web browser plug-in from the NRC web site. Further information on the web-based submission form, including the installation of the Web browser plug-in, is available on the NRC's public Web site at <http://www.nrc.gov/site-help/e-submittals.html>.

Once a participant has obtained a digital ID certificate and a docket has been created, the participant can then submit a request for hearing or petition for leave to intervene. Submissions should be in Portable Document Format (PDF) in accordance with NRC guidance available on the

NRC public Web site at <http://www.nrc.gov/site-help/e-submittals.html>. A filing is considered complete at the time the documents are submitted through the NRC's E-Filing system. To be timely, an electronic filing must be submitted to the E-Filing system no later than 11:59 p.m. Eastern Time on the due date. Upon receipt of a transmission, the E-Filing system time-stamps the document and sends the submitter an e-mail notice confirming receipt of the document. The E-Filing system also distributes an e-mail notice that provides access to the document to the NRC Office of the General Counsel and any others who have advised the Office of the Secretary that they wish to participate in the proceeding, so that the filer need not serve the documents on those participants separately. Therefore, applicants and other participants (or their counsel or representative) must apply for and receive a digital ID certificate before a hearing request/petition to intervene is filed so that they can obtain access to the document via the E-Filing system.

A person filing electronically using the agency's adjudicatory E-Filing system may seek assistance by contacting the NRC Meta System Help Desk through the "Contact Us" link located on the NRC Web site at <http://www.nrc.gov/site-help/e-submittals.html>, by e-mail at MSHD.Resource@nrc.gov, or by a toll-free call at (866) 672-7640. The NRC Meta System Help Desk is available between 8 a.m. and 8 p.m., Eastern Time, Monday through Friday, excluding government holidays.

Participants who believe that they have a good cause for not submitting documents electronically must file an exemption request, in accordance with 10 CFR 2.302(g), with their initial paper filing requesting authorization to continue to submit documents in paper format. Such filings must be submitted by: (1) first class mail addressed to the Office of the Secretary of the Commission, U.S. Nuclear Regulatory Commission, Washington, DC 20555-0001, Attention: Rulemaking and Adjudications Staff; or (2) courier, express mail, or expedited delivery service to the Office of the Secretary, Sixteenth Floor, One White Flint North, 11555 Rockville Pike,

Rockville, Maryland, 20852, Attention: Rulemaking and Adjudications Staff. Participants filing a document in this manner are responsible for serving the document on all other participants.

Filing is considered complete by first-class mail as of the time of deposit in the mail, or by courier, express mail, or expedited delivery service upon depositing the document with the provider of the service. A presiding officer, having granted an exemption request from using E-Filing, may require a participant or party to use E-Filing if the presiding officer subsequently determines that the reason for granting the exemption from use of E-Filing no longer exists.

Documents submitted in adjudicatory proceedings will appear in NRC's electronic hearing docket, which is available to the public at <http://ehd1.nrc.gov/ehd/>, unless excluded pursuant to an order of the Commission, or the presiding officer. Participants are requested not to include personal privacy information, such as social security numbers, home addresses, or home phone numbers in their filings, unless an NRC regulation or other law requires submission of such information. With respect to copyrighted works, except for limited excerpts that serve the purpose of the adjudicatory filings and would constitute a Fair Use application, participants are requested not to include copyrighted materials in their submission.

If a person other than the Licensee requests a hearing, that person shall set forth with particularity the manner in which his interest is adversely affected by this Order and shall address the criteria set forth in 10 CFR 2.309(d).

In the absence of any request for hearing, or written approval of an extension of time in which to request a hearing, the provisions specified in Section IV above shall be final twenty (20) days from the date of this Order without further order or proceedings. If an extension of time for requesting a hearing has been approved, the provisions specified in Section IV shall be final when the extension expires if a hearing request has not been received. AN ANSWER OR A

REQUEST FOR HEARING SHALL NOT STAY THE IMMEDIATE EFFECTIVENESS OF THIS ORDER.

FOR THE NUCLEAR REGULATORY COMMISSION

Eric J. Leeds, Director
Office of Nuclear Reactor Regulation

Dated this th day of

OPERATING BOILING WATER REACTOR LICENSES
WITH MARK I AND MARK II CONTAINMENTS

| | |
|---|-----------------|
| Browns Ferry Nuclear Plant, Units 1, 2, and 3 | BWR-Mark I |
| Brunswick Steam Electric Plant, Units 1 and 2 | BWR-Mark I |
| Columbia Generating Station | BWR-Mark II |
| Cooper Nuclear Station | BWR-Mark I |
| Dresden Nuclear Power Station, Units 2 and 3 | BWR-Mark I |
| Duane Arnold Energy Center | BWR-Mark I |
| Edwin I. Hatch Nuclear Plant, Units 1 and 2 | BWR-Mark I |
| Fermi | BWR-Mark I |
| Hope Creek Generating Station | BWR-Mark I |
| James A. FitzPatrick Nuclear Power Plant | BWR-Mark I |
| LaSalle County Station, Units 1 and 2 | BWR-Mark II |
| Limerick Generating Station, Units 1 and 2 | BWR-Mark II |
| Monticello Nuclear Generating Plant | BWR-Mark I |
| Nine Mile Point Nuclear Station, Units 1 and 2 | BWR-Mark I & II |
| Oyster Creek Nuclear Generating Station | BWR-Mark I |
| Peach Bottom Atomic Power Station, Units 2 and 3 | BWR-Mark I |
| Pilgrim Nuclear Power Station | BWR-Mark I |
| Quad Cities Nuclear Power Station, Units 1 and 2 | BWR-Mark I |
| Susquehanna Steam Electric Station, Units 1 and 2 | BWR-Mark II |
| Vermont Yankee Nuclear Power Station | BWR-Mark I |

REQUIREMENTS FOR FILTERED CONTAINMENT VENT SYSTEMS
CAPABLE OF OPERATION UNDER SEVERE ACCIDENT CONDITIONS
AT BOILING-WATER REACTOR FACILITIES WITH
MARK I AND MARK II CONTAINMENTS

In accordance with Order EA-12-050 dated March 12, 2012, Boiling-Water Reactors (BWRs) with Mark I and Mark II containments were required to have reliable hardened containment venting system (HCVS). This Order requires that these facilities ensure that the HCVS originally required by Order EA-12-050 also provide a reliable hardened venting capability from the wetwell and drywell under severe accident conditions that include an engineered filtering system. The HCVS with an engineered filtration venting capability is designated as the filtered containment venting system (FCVS). The FCVS is intended to prevent severe accidents from occurring, and to mitigate the consequences of a severe accident should one occur. The FCVS shall meet the requirements in Sections 1, 2, and 3 below.

1. FCVS Functional Requirements

BWR with Mark I and Mark II containments shall have a reliable FCVS to remove decay heat; vent the containment atmosphere including steam, hydrogen, non-condensable gases, aerosols, and fission products; capture fission products released during a severe accident; and control containment pressure within acceptable limits. The FCVS shall be designed for those accident sequences wherein containment venting is expected or relied upon to prevent containment failure; including accident sequences that result in the loss of active containment heat removal capability or prolonged Station Blackout (SBO).

1.1 The design of the FCVS shall consider the following performance objectives:

- 1.1.1 The FCVS shall be designed to minimize the reliance on operator actions through the incorporation of passive features to the extent practical.
- 1.1.2 The FCVS shall be designed to minimize plant operators' exposure to occupational hazards, such as extreme heat stress, while operating the FCVS system.
- 1.1.3 The FCVS shall also be designed to minimize radiological consequences that would impede personnel actions needed for event response.
- 1.1.4 The FCVS shall be accessible and operable under a range of plant conditions, including a severe accident environment, prolonged SBO, and inadequate containment cooling.

1.2 The FCVS shall include the following reliable hardened venting design features:

- 1.2.1 The FCVS, including filter, shall have the capacity to vent the steam/energy equivalent of 1 percent of licensed/rated thermal power (unless a lower value is justified by analyses), and be able to maintain containment pressure below the primary containment design pressure and the primary containment pressure limit (PCPL).
- 1.2.2 The FCVS shall be capable of venting from the suppression chamber (wetwell) and the drywell. The drywell vent path shall include means for passive (i.e. rupture disk) and active operation, and include means to isolate the passive vent pathway.
- 1.2.3 The FCVS shall discharge the effluent to a release point above main plant structures.
- 1.2.4 The FCVS shall include design features to preclude cross flow of vented fluids within a unit and between units on the site.
- 1.2.5 The FCVS shall be designed to be manually operated during sustained operations from a control panel located in the main control room or a remote but readily accessible location. "Sustained operations" means until such time that reliable containment heat removal and pressure control is reestablished independent of the FCVS.
- 1.2.6 The FCVS shall also be capable of local manual operation (e.g., reach-rod with hand wheel or manual operation of pneumatic supply valves from a shielded location). All local manual FCVS controls shall be accessible to plant operators during sustained operations.
- 1.2.7 The FCVS shall be capable of operating with dedicated and permanently installed equipment for at least 24 hours following the loss of normal power or loss of normal pneumatic supplies to air operated components during the prolonged SBO.
- 1.2.8 The FCVS shall include means to prevent inadvertent actuation.
- 1.2.9 The FCVS shall include means to monitor the status of the vent system (e.g., valve position indication, important filter parameters, such as water level) from the control panel installed in accordance with requirement 1.2.5, and shall be designed for sustained operation during a prolonged SBO.
- 1.2.10 The FCVS shall include a means to monitor the effluent discharge for radioactivity that may be released from operation of the FCVS. The monitoring system shall provide indication from the control panel installed in accordance with requirement 1.2.5, and shall be designed for sustained operation during a prolonged SBO.
- 1.2.11 The FCVS (excluding the rupture disk) shall be designed for pressures that are consistent with containment design pressures and expected temperatures during a severe accident as well as dynamic loading resulting from system actuation.

- 1.2.12 The FCVS shall be designed and operated to ensure the flammability limits of gases passing through the system are not reached or the system shall be designed to withstand dynamic loading resulting from hydrogen deflagration and detonation.
- 1.2.13 The FCVS shall incorporate strategies for hydrogen control that minimizes the potential for hydrogen gas migration and ingress into the reactor building or other buildings.
- 1.2.14 The FCVS shall include features and provision for the operation, testing, inspection and maintenance adequate to ensure that reliable function and capability are maintained.
- 1.3 The FCVS shall include a filter that is capable of reducing the release of radioactive materials passing through the venting system by an amount that is reasonably achievable (e.g., decontamination factors on the order of 1000 for aerosols and 100 for iodine) using filtering technologies available as of the date of this Order.
 - 1.3.1 The FCVS filter shall be sized based on the results of severe accident analyses, including consideration of both in-vessel and ex-vessel severe accident phenomena. The analyses shall include consideration of those accident sequences wherein containment venting is expected or relied upon to prevent containment failure. The analyses shall form the basis for FCVS sizing parameters such as the quantity, type, size, and form of radioactive and non-radioactive aerosols; containment atmosphere pressure and temperature; vent flow rates and gas composition including steam, aerosols, and non-condensable gases; and decay heat to be removed.
 - 1.3.2 The FCVS filter shall be capable of passive operation with no operator actions required for 24 hours following the initiation of containment venting.

2. FCVS Quality Standards

The following quality standards are necessary to fulfill the requirements for a reliable FCVS:

- 2.1 The FCVS vent path up to and including the second containment isolation barrier shall be designed consistent with the design basis of the plant. These items include piping, piping supports, containment isolation valves, containment isolation valve actuators and containment isolation valve position indication components.
- 2.2 All other FCVS components shall be designed for reliable and rugged performance that is capable of ensuring FCVS functionality following a seismic event. These items include electrical power supply, valve actuator pneumatic supply and instrumentation (local and remote) components.
- 2.3 All FCVS instrumentation shall be designed and constructed to withstand seismic loadings consistent with the design basis of the plant.

3. FCVS Programmatic Requirements

- 3.1 The Licensee shall develop, implement, and maintain procedures necessary for the safe operation of the FCVS. Procedures shall be established for system operations when normal and backup power is available, and during SBO conditions.
- 3.2 The Licensee shall train appropriate personnel in the use of the FCVS. The training curricula shall include system operations when normal and backup power is available, and during SBO conditions.