

**BEFORE THE  
UNITED STATES NUCLEAR REGULATORY COMMISSION**

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In the Matter of \_\_\_\_\_ :  
PENNSYLVANIA POWER & LIGHT COMPANY : Docket No. 50-387

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**LICENSE CONDITION FOR EXEMPTION FROM 10CFR73.57  
FACILITY OPERATING LICENSE NO. NPF-14  
SUSQUEHANNA STEAM ELECTRIC STATION  
UNIT NO. 1**

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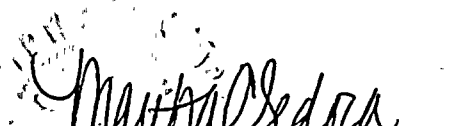
Licensee, Pennsylvania Power & Light Company, hereby files Amendment No. 191 to its Facility Operating License No. NPF-14 dated July 17, 1982.

This amendment contains a license condition to the Facility Operating License.

PENNSYLVANIA POWER & LIGHT COMPANY  
BY:

  
\_\_\_\_\_  
R. C. Byram  
Sf. Vice President - Nuclear

Sworn to and subscribed before me  
this 4<sup>th</sup> of November 1995.

  
\_\_\_\_\_  
Notary Public

Notarial Seal  
Martha C. Sedora, Notary Public  
Allentown, Lehigh County  
My Commission Expires Jan. 15, 1998

Member, Pennsylvania Association of Notaries

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BEFORE THE  
UNITED STATES NUCLEAR REGULATORY COMMISSION

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In the Matter of :  
PENNSYLVANIA POWER & LIGHT COMPANY : Docket No. 50-388

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LICENSE CONDITION FOR EXEMPTION FROM 10CFR73.57  
FACILITY OPERATING LICENSE NO. NPF-22  
SUSQUEHANNA STEAM ELECTRIC STATION  
UNIT NO. 2

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Licensee, Pennsylvania Power & Light Company, hereby files Amendment No. 147 to its Facility Operating License No. NPF-22 dated March 23, 1984.

This amendment contains a license condition to the Facility Operating License.

PENNSYLVANIA POWER & LIGHT COMPANY  
BY:



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R. G. Byram  
Sr. Vice President - Nuclear

Sworn to and subscribed before me  
this 14<sup>th</sup> of November 1995.

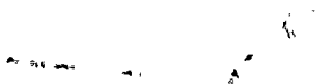


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Notary Public

Notarial Seal  
Martha C. Sedora, Notary Public  
Allentown, Lehigh County  
My Commission Expires Jan. 15, 1998

Member, Pennsylvania Association of Notaries



## REQUEST FOR DEVIATION FROM 10 CFR 73.56 REQUEST FOR EXEMPTION FROM 10 CFR 73.57

### REINSTATEMENT OF ACCESS AUTHORIZATION

#### BACKGROUND

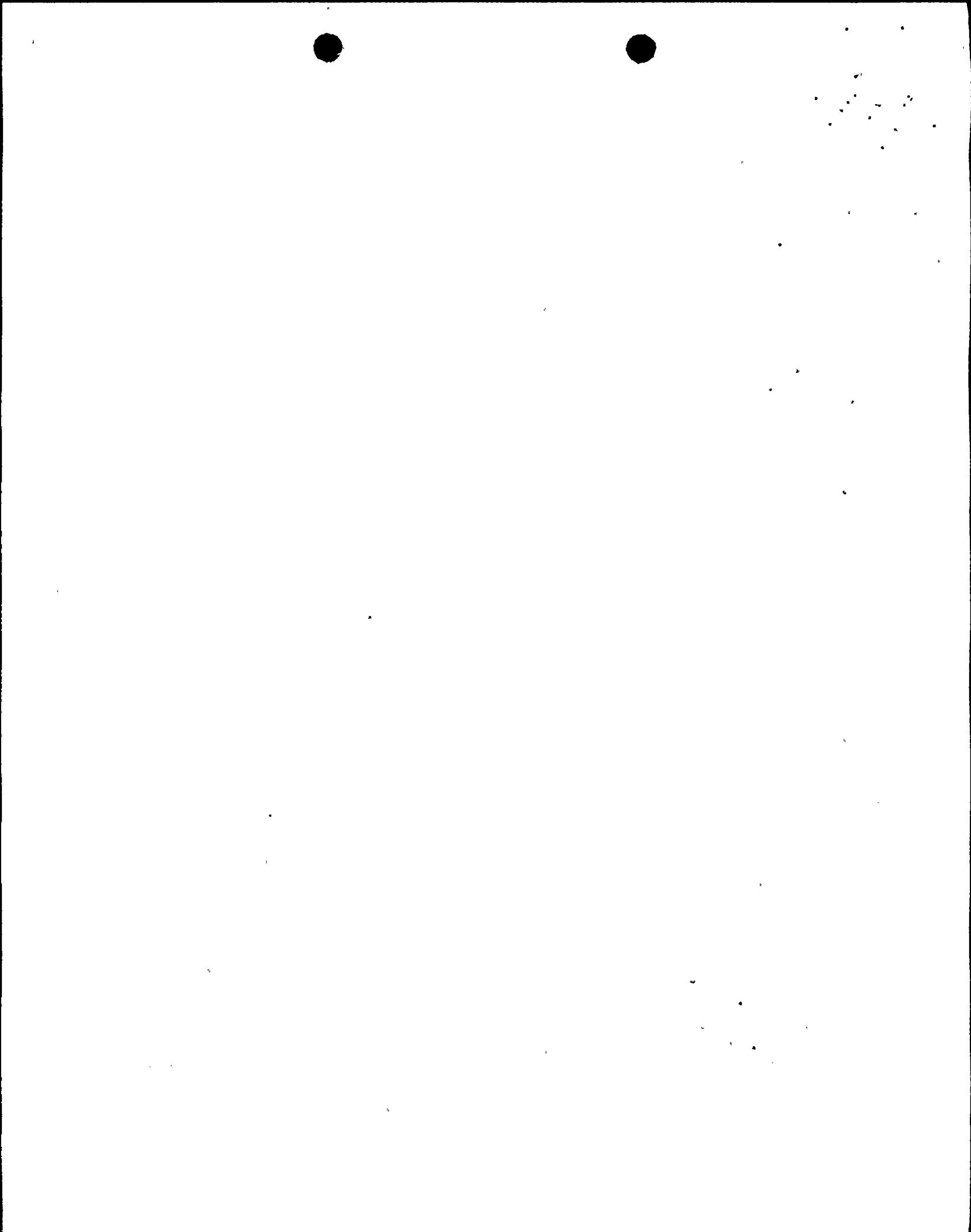
Pennsylvania Power & Light (PP&L) Company, the licensee for the Susquehanna Steam Electric Station, requests a deviation from the guidance associated with 10 CFR 73.56 concerning personnel access authorization requirements, and an exemption to 10 CFR 73.57 concerning requirements for criminal history checks of individuals granted unescorted access. Specifically, PP&L requests an extension of the reinstatement period for access authorization from 365 days to 2 years for PP&L employees who have periodic duties at Susquehanna SES.

PP&L maintains a Mobile Work Force organization which is used to augment staffing at PP&L's fossil plants and the Susquehanna SES during refueling and inspection outages and other periods of increased physical work activities. The pool of Mobile Work Force employees that may access Susquehanna includes several hundred people; however, only about 220 people augment Susquehanna's full time staff during any given refueling outage. As a result, some Mobile Work Force individuals access Susquehanna each year to support outages associated with one or the other of the two nuclear units, while other Mobile Work Force individuals may exceed one year between accessing Susquehanna. PP&L has incurred significant expense and administrative burden in having to maintain active access authorization and training for Mobile Work Force individuals, or having to update access information associated with individuals whose access has been interrupted for more than one year.

PP&L has taken some actions to reduce access authorization costs and burdens within the confines of the applicable regulations. A review of Mobile Work Force individuals with active access to Susquehanna was conducted to identify individuals who no longer needed access - access for these individuals has been terminated. In addition, PP&L has adopted a policy whereby access authorizations are terminated when Mobile Work Force individuals leave Susquehanna at the end of their work rotation; access authorization is reinstated at each subsequent work rotation. While these actions have helped to reduce the burden of maintaining access authorization, reinstatement procedures for individuals with interrupted access of more than 365 days remain costly and unduly burdensome.

#### REQUESTED CHANGES

The Code of Federal Regulations, 10 CFR 73.56(c)(2) includes a provision which allows the licensee to establish conditions for reinstating an interrupted access authorization as part of the Access Authorization Program being implemented by the licensee. The requirements of 10 CFR 73.56 are amplified in Regulatory Guide 5.66 and NUMARC 89-01; "Industry Guidelines for Nuclear Power Plant Access Authorization Programs". Section 8.3 of the NUMARC document discusses "Update Requirements" for unescorted access. The guidance document establishes 365 days as the cutoff point after which an individual with interrupted access must undergo updating to his/her psychological evaluation and background investigation. PP&L would like to modify its



Access Authorization Program under 10 CFR 73.56(c)(2), to establish two years as the cutoff point for reinstatement without psychological and background updating. PP&L proposes to apply this deviation to PP&L employees only, and only after checking to ensure that their employment history has not been interrupted during the period while access was interrupted, and that there has been acceptable conformance to PP&L's documented policies designed to ensure employee trustworthiness and reliability.

In addition, PP&L seeks an exemption to the requirements of 10 CFR 73.57(b)(4)(i), regarding the length of time access can be interrupted without having to refingerprint individuals for the purpose of criminal history updating. Under the current requirements, individuals with access interrupted for greater than 365 days have to be refingerprinted as part of their reinstatement. PP&L would like to modify its compliance to 10 CFR 73.57(b)(4)(i), to establish two years as the cutoff point for reinstatement without refingerprinting. PP&L proposes to apply this exemption to PP&L employees only, and only after checking to ensure that their employment history has not been interrupted during the period while access was interrupted, and that there has been acceptable conformance to PP&L's documented policies designed to ensure employee trustworthiness and reliability.

PP&L proposes documenting the requested exemption as a license condition for Susquehanna SES Units 1 and 2. In support of the license amendments, a no significant hazards considerations analysis and environmental assessment have been performed. These analyses are presented later in this document. Attachment 2 contains markups of the applicable sections of the licenses.

#### **BASIS FOR REQUESTED CHANGES**

The requested changes would only be applied to individuals who have maintained continuous employment with PP&L during the period when access was interrupted, and who are found to be suitable for reinstatement based on a review of the findings from intra-company policy records.

PP&L has established several policies, outside its nuclear program, to ensure worker quality, reliability, and trustworthiness. The following documented policies are in place:

- o Responsible Behavior Program
- o Alcohol policy
- o Drug policy
- o Arrested Employee policy
- o Employee Consultation Services policy

These policies help to maintain a high quality, reliable, and trustworthy work force. Inherent in these policies is the role of the supervisor as an overseer of changes in employee behavior. The Responsible Behavior Program provides guidance on taking actions to correct and respond to employee actions which are not in compliance with company rules, policies, and procedures. Aberrant or unreliable behavior is addressed under this policy. The policy provides for documentation of the unacceptable behaviors to the individual's personnel file. The Alcohol and Drug policies clearly state PP&L's position that employees cannot be under the influence while working, and that off-duty use may also result in disciplinary action. The policies provide for for-cause testing of individuals, and suspension or termination if an employee fails to cooperate with the medical evaluation. The policies also provide for notification to PP&L's corporate Human





Resources & Development (HR&D) organization if drug or alcohol use is suspected. HR&D is responsible for coordinating information on employees, and is the organization that the Access Authorization Program will direct to be queried in reviewing an employee's record prior to reinstatement. The Arrested Employee policy establishes the actions to be taken in the event an employee is imprisoned. The policy includes notification to the HR&D organization. Finally, PP&L maintains a counseling service which is available to employees at no cost. This service can be used confidentially at the discretion of the employee, or through company referral, to help in the resolution of personal or performance problems. The counseling service is another way to help maintain employee quality, reliability, and trustworthiness. A discussion of each of these programs can be found in Attachment 1.

Nuclear Security, the organization charged with administering the Access Authorization Program, will consult with the corporate Human Resources & Development organization to determine any findings from the above mentioned policies prior to reinstating access authorization. In addition, Nuclear Security will verify that the individual has maintained uninterrupted employment with PP&L during the period while access was interrupted. Information gained during this review will be used to determine if reinstatement should be granted, or if further actions are required to process the reinstatement. Nuclear Security will require an updated background investigation, psychological evaluation, and fingerprinting for individuals with interrupted access greater than 365 days, but less than two years, if the review of intra-company records indicates potential unreliability.

PP&L believes that limiting the requested changes to permanent PP&L employees, whose conduct is governed by the above mentioned policies, provides reasonable assurance of reliability and trustworthiness to support reinstatement of access authorization in the period greater than 365 days but less than two years. Nuclear Security will review any findings from the policies designed to monitor employee reliability prior to reinstating access authorization. Finally, Nuclear Security maintains the option to update the background investigation, psychological evaluation, and criminal history.

#### **BENEFIT OF REQUESTED CHANGES**

PP&L has been reducing the number of individuals that maintain access authorization to Susquehanna SES, both to reduce program administrative costs and eliminate access authorization for individuals who no longer need to access Susquehanna SES. The requested changes support the reduction in the number of individuals who maintain ongoing access authorization to Susquehanna SES, but at the same time will allow for timely, cost efficient reinstatement to support plant work.

Several benefits can be realized through the approval of the requested changes. PP&L has been retraining supervisors in Continual Behavior Observation (CBO) in support of maintaining access authorization for Mobile Work Force personnel. Approval of the requested changes will allow for more efficient reinstatement, thus eliminating the need for ongoing access authorization and associated CBO retraining. However, terminating access authorization for Mobile Work Force individuals will result in a substantial number of individuals having interrupted access for greater than 365 days. Mobile Work Force individuals are cycled to Susquehanna based on refueling outage needs, worker availability, and work rules. As a result, of the 220 Mobile Work Force individuals needed for any given refueling outage, only a portion will have participated in the



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previous refueling outage. This means that there will continue to be a number of workers that will not have accessed Susquehanna within 365 days of their last access. The requested changes will reduce processing fees for the reinstatement of access authorization for these individuals, and eliminate the lost production associated with having Mobile Work Force individuals comply with current reinstatement procedures.

The requested changes meet the Cost Beneficial Licensing Action criteria established in NRC Administrative Letter 95-02. PP&L estimates the benefit of the changes at approximately \$107,000 per year.

## NO SIGNIFICANT HAZARDS CONSIDERATIONS

As directed by 10 CFR 50.91(a)(1), a no significant hazards consideration analysis is provided for the license amendments associated with the exemption to 10 CFR 73.57(b)(4)(i). This analysis addresses the proposed exemption regarding the length of time access can be interrupted without having to refinger individuals. Under the current requirements, individuals with access interrupted for greater than 365 days have to be refingered as part of their reinstatement. Pennsylvania Power & Light (PP&L) proposes to modify its compliance to 10 CFR 73.57(b)(4)(i), to establish two years as the cutoff point for reinstatement without refingerprinting for the purpose of criminal history updating. The proposed exemption will apply to PP&L employees only, and only after checking to ensure that their employment history has not been interrupted during the period while access was interrupted, and that there has been acceptable conformance to PP&L's documented policies designed to ensure employee trustworthiness and reliability.

- I. *This proposal does not involve a significant increase in the probability or consequences of an accident previously evaluated.*

The requirements defined in 10 CFR 73.57 are intended to allow licensees to obtain criminal history information on individuals seeking unescorted access to a nuclear power facility. The information is used to determine the suitability of the individuals for unescorted access. The underlying concern prompting the check for suitability is the potential for radiological sabotage of a nuclear power facility.

The proposed exemption to 10 CFR 73.57(b)(4)(i), which would extend the period for reinstatement without refingerprinting from 365 days to two years, would not impact the consequences of an accident previously evaluated. Susquehanna is designed, operated, and protected in ways which minimize the consequences of radiological sabotage. The proposed exemption does not impact these existing features.

More applicable to the proposed exemption, is whether the change significantly increases the probability of an accident previously evaluated. Specifically, if the probability of radiological sabotage is significantly increased as a result of lengthening the period during which reinstatement can be processed without updating criminal history information. For this to occur, the proposed exemption would have to increase the probability of unsuitable individuals gaining access to Susquehanna.

The proposed exemption has been evaluated for its potential to impact the effectiveness of the suitability review process. The proposed exemption was found to have no significant impact on Susquehanna's ability to ensure the suitability of individuals seeking unescorted access. This conclusion is based on the limitations which are being placed on the scope of the exemption, and the presence of documented policies which are implemented at Pennsylvania Power & Light (PP&L) Co. to ensure the reliability and trustworthiness of its employees.

PP&L will only apply the requested exemption to PP&L employees, and only after checking to ensure that their employment history has not been interrupted during the period while access was interrupted, and that there has been acceptable conformance to PP&L's documented employee policies. PP&L has established several policies, outside its nuclear program, to ensure worker quality, reliability, and trustworthiness. The following documented policies are in place:

- o Responsible Behavior Program
- o Alcohol policy
- o Drug policy
- o Arrested Employee policy
- o Employee Consultation Services policy

These policies help to maintain a high quality, reliable, and trustworthy work force. Inherent in these policies is the role of the supervisor as an overseer of changes in employee behavior. The Responsible Behavior Program provides guidance on taking actions to correct and respond to employee actions which are not in compliance with company rules, policies, and procedures. Aberrant or unreliable behavior is addressed under this policy. The Alcohol and Drug policies clearly state PP&L's position that employees cannot be under the influence while working, and that off-duty use may also result in disciplinary action. The policies provide for for-cause testing of individuals, and suspension or termination if an employee fails to cooperate with the medical evaluation. The Arrested Employee policy establishes the actions to be taken in the event an employee is imprisoned. Each of the above mentioned policies provide for documentation of findings. These findings will be reviewed prior to reinstating access for employees whose access is interrupted for more than 365 days but less than two years. Finally, PP&L maintains a counseling service which is available to employees at no cost. This service can be used at the discretion of the employee, or through company referral, to help in the resolution of personal or performance problems. The counseling service is another way to help maintain employee quality, reliability, and trustworthiness.

In addition, because the proposed exemption deals with reinstatement of unescorted access, all of the affected employees will have already been reviewed under the provisions of 10 CFR 73.57, and other applicable regulations, as part of their initial access authorization.

Based on the above evaluation, the proposed exemption to 10 CFR 73.57(b)(4)(i) does not involve a significant increase in the probability or consequences of an accident previously evaluated.

- II. *This proposal does not create the possibility of a new or different kind of accident from any accident previously evaluated.*

The proposed exemption does not alter the design, operation, or protection of Susquehanna SES. Increasing the allowable time to reinstate access without re-fingerprinting will not introduce new or different accident scenarios. Therefore the proposed exemption to 10 CFR 73.57(b)(4)(i) does not create the possibility of a new or different kind of accident from any accident previously evaluated.

III. *This change does not involve a significant reduction in a margin of safety.*

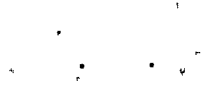
As discussed in the response to item (I), the proposed exemption will not significantly impact PP&L's ability to ensure that employees reinstated for unescorted access are trustworthy and reliable. As a result, no increase in the potential for radiological sabotage is expected from the proposed change. Therefore the proposed exemption to 10 CFR 73.57(b)(4)(i) does not involve a significant reduction in a margin of safety.

#### ENVIRONMENTAL CONSEQUENCES

An environmental assessment is not required for the proposed change because the requested change conforms to the criteria for actions eligible for categorical exclusion as specified in 10 CFR 51.22(c)(3). The requested change involves reporting requirements under 10 CFR 73.57, and will have no impact on the environment. The proposed change does not involve a significant hazards consideration as discussed in the preceding section.

#### IMPLEMENTATION

It is requested that the proposed changes be approved as soon as possible but no later than March 31, 1996.



## ATTACHMENT 1

### EMPLOYEE PROGRAM SUMMARIES

PP&L has established several policies, outside its nuclear program, to ensure worker quality, reliability, and trustworthiness. The policies, when taken as a whole, ensure ongoing observation of employee behavior as well as the implementation of actions designed to resolve behavioral problems. These policies provide reasonable assurance that PP&L employees will continue to exhibit reliable behavior, or that unreliable behavior will be identified, documented and resolved.

#### 1. RESPONSIBLE BEHAVIOR PROGRAM

##### PROGRAM SUMMARY

The Responsible Behavior Program is designed to reinforce acceptable behavior when unacceptable behavior is observed; to coach and counsel employees about conforming to rules, policies, and practices; to emphasize the employee's individual responsibility for his or her actions; to require commitment to courses of actions that will correct unacceptable behavior; and to support employee efforts to practice acceptable behavior. The program is applied when employees do not abide by company rules, policies, practices, and procedures. In the process, supervisors encourage employee commitment to actions resulting in desired behavior and then support and reinforce it. The policy provides for documentation of employee actions which are determined to be not in keeping with company policies. The policy can result in employment termination if the employee fails to correct the undesirable behavior.

##### APPLICABILITY TO ACCESS AUTHORIZATION CHANGES

The Responsible Behavior Program establishes a mechanism for supervisors to correct and respond to undesirable employee actions. Aberrant or unreliable behavior is identified and addressed under this policy. Supervisor findings are documented under the policy and included in the employee's personnel file. Findings from this policy will be reviewed as part of the review for access authorization reinstatement. The policy allows for termination of employment if undesirable employee actions are not resolved.

The Responsible Behavior Program provides for ongoing observation of employees, with provisions to document and address undesirable actions. This policy supports ongoing employee quality, reliability, and trustworthiness.



## 2. ALCOHOL POLICY

### PROGRAM SUMMARY

The Alcohol Policy assures that the work environment at PP&L is free from the hazards and inefficiencies that can be generated by alcohol abuse. The policy addresses reporting to work under the influence of alcohol, consuming alcoholic beverages on company property, and excessive use of alcohol during off-duty hours. Under the policy, supervisors who suspect that alcohol use may be contributing to performance or work quality problems, are required to address the performance problems with the employee. If alcohol is confirmed as the cause of the performance problem, actions taken by the employee must include the discontinuation of the abuse. In cases where an employee reports to work under the apparent influence of alcohol, or is observed to be under the influence during the course of the work day, the policy allows for medical evaluation of the employee, including blood and urine testing. Failure to cooperate with the medical evaluation will normally result in employment termination. Findings under the policy are required to be reported to the Human Resources & Development organization.

### APPLICABILITY TO ACCESS AUTHORIZATION CHANGES

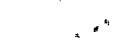
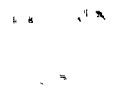
The Alcohol Policy establishes PP&L's commitment to an alcohol free workplace and employees who are unencumbered by alcohol abuse. For-cause testing is provided for under the policy. Supervisor findings are documented under the policy and reported to PP&L's corporate Human Resources & Development organization. Findings from this policy will be reviewed as part of the review for access authorization reinstatement. The policy allows for termination of employment if alcohol related performance issues are not resolved, or if employees fail to cooperate with for-cause testing.

The Alcohol Policy provides for ongoing observation of employees, with provisions to document and address alcohol related issues. This policy supports ongoing employee quality, reliability, and trustworthiness.

## 3. DRUG POLICY

### PROGRAM SUMMARY

The Drug Policy assures that the work environment at PP&L is free from the hazards and inefficiencies that can be generated by drug use. The policy addresses reporting to work under the influence of drugs; as well as the possession, use, sale or purchase of illegal narcotics, drugs, drug paraphernalia, or controlled substances while on company property or company business. The policy also addresses the use, purchase, sale, or possession of illegal drugs during off-duty hours. Under the policy, supervisors who suspect that drug use may be contributing to performance or work quality problems, are required to address the performance problems with the employee. If drug use is believed to be the cause of the performance problem, or if drug use is observed, for-cause testing can be arranged. Failure to cooperate with the medical evaluation will normally result in employment termination. In cases where drug possession is observed, the policy establishes actions to isolate the



substance. Findings under the policy are required to be reported to the Human Resources & Development organization.

#### APPLICABILITY TO ACCESS AUTHORIZATION CHANGES

The Drug Policy establishes PP&L's commitment to a workplace and employees unencumbered by drug abuse. For-cause testing is provided for under the policy. Supervisor findings are documented under the policy and reported to PP&L's corporate Human Resources & Development organization. Findings from this policy will be reviewed as part of the review for access authorization reinstatement. The policy allows for termination of employment if drug related performance issues are not resolved, or if employees fail to cooperate with for-cause testing.

The Drug Policy provides for ongoing observation of employees, with provisions to document and address drug related issues. This policy supports ongoing employee quality, reliability, and trustworthiness.

#### 4. ARRESTED EMPLOYEE POLICY

##### PROGRAM SUMMARY

The Arrested Employee Policy is designed to address the actions which must be taken when an employee has been arrested on criminal charges and, pending trial, is unable to report to work. In the process, the Human Resources & Development organization is notified when an employee has been arrested.

#### APPLICABILITY TO ACCESS AUTHORIZATION CHANGES

The Arrested Employee Policy establishes a mechanism for PP&L's corporate Human Resources & Development organization to remain cognizant of employees that have been arrested on criminal charges. Findings from this policy will be reviewed as part of the review for access authorization reinstatement. This policy supports the determination of ongoing employee reliability, and trustworthiness.

#### 5. EMPLOYEE CONSULTATION SERVICES POLICY

##### PROGRAM SUMMARY

The Employee Consultation Services Policy is designed to provide counseling services to employees and their immediate families at no cost. Employees can be referred to the program if efforts to have the employee voluntarily seek help fail. The policy is designed to help resolve the underlying causes of performance problems which may have been identified through implementation the aforementioned policies. Voluntary use of the policy is confidential.

#### APPLICABILITY TO ACCESS AUTHORIZATION CHANGES

The Employee Consultation Services Policy establishes a mechanism for the resolution of underlying issues which may contribute to employee performance problems or unreliability. This policy supports ongoing employee reliability, and trustworthiness.

**ATTACHMENT 2**

**REQUEST FOR EXEMPTION FROM 10CFR73.57  
MARK-UP TO LICENSE NPF-14 & NPF-22**