

August 1, 2017

MEMORANDUM TO: Jennifer Dixon-Herrity, Chief
Licensing Branch 4
Division of New Reactor Licensing
Office of New Reactors

FROM: Jordan Hoellman, Project Manager */RA/*
Licensing Branch 4
Division of New Reactor Licensing
Office of New Reactors

SUBJECT: SUMMARY OF A PUBLIC MEETING WITH SOUTHERN NUCLEAR
OPERATING COMPANY AND SOUTH CAROLINA ELECTRIC & GAS
ON JULY 6, 2017

The U.S. Nuclear Regulatory Commission (NRC) staff held a Category 2 public meeting with Southern Nuclear Operating Company (SNC) and South Carolina Electric & Gas (SCE&G) on July 6, 2017. The purpose of the meeting was to formally communicate and discuss the staff's proposed recommendations for Part A of the charter established to enhance the operating licensing process for newly licensed plants under construction.

The meeting notice can be found in the Agencywide Documents Access and Management System (ADAMS) under Accession Number ML17173A827. The meeting notice is also posted on the NRC's public website. Enclosures 1 and 2 are the meeting agenda and attendance list for the meeting, respectively. The other documents referenced during the discussion can be found at the ADAMS Accession Numbers given below:

- Charter for Enhancing the NRC Cold Operator
Licensing Process

– ML17010A081

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Summary of Meeting:

On July 6, 2017, staff from the NRC conducted a public meeting with representatives from SNC and SCE&G to discuss the charter established to enhance the operating licensing process for newly licensed plants under construction, i.e., cold plants. The purpose of the meeting was to (1) formally communicate the staff's proposed recommendations for the tasks specified in Part A of the charter, and (2) solicit feedback from the facility licensees on the proposed recommendations in order to inform the staff's efforts and promote alignment with industry. The tasks in Part A of the charter support completion of the operator licensing process at VEGP Units 3 and 4, and VCSNS Units 2 and 3, and incorporate lessons-learned following administration of the first AP1000 Initial License Training (ILT) exams at these sites. Specifically, Part A recommendations address issues pertaining to deferrals of eligibility requirements, applicant notification of exam results, inspections/audits to be conducted prior to the issuance of operator licenses, and license issuance.

The staff presented a total of 18 recommendations for Part A, 17 of which will result in changes to the following Examination Standards (ES) in NUREG-1021, "Operator Licensing Examination Standards," Revision 11, as summarized below:

ES-102, "Regulations and Publications Applicable to Operator Licensing" – (1 recommendation)

Recommendation (Section F, Page 9 of 9):

Addition of Nuclear Energy Institute (NEI) 06-13A, "Template for an Industry Training Program Description," Revision 2, to the current list of Industry Standards.

ES-202, "Preparing and Reviewing Operator Licensing Applications" – (4 recommendations)

Recommendation (Section C.1, Page 6 of 16, Paragraph "f"):

Introduce guidance for facility licensees of plants under construction, to address, at the time of application (i.e., Form 398 submittal), how the applicant will maintain technical proficiency and operational knowledge from the time the applicant passes the NRC exam until the time when the applicant's operator license is issued. For example, facility licensees may include information on Form 398 that indicates within 90 days after the issuance of Notification Letters, the applicant will be enrolled in an [systems approach to training (SAT)]-based continuing training program.

Recommendation (Section D, Page 10 of 16):

Rename the title of Section D, from "NRC License Eligibility Guidelines" to "NRC License Eligibility Guidelines – Hot Plants," to more appropriately address the applicability of eligibility guidelines specified therein.

Recommendation (Section D.4, Page 13 of 16):

Rename the title of Section D.4, from "Cold License Eligibility" to "NRC License Eligibility Guidelines – Cold Plants," and create a new Section E under which to specify this information. Recommended changes promote clarity and place additional emphasis on the fact that eligibility guidelines for Cold Plant applicants are distinct and separate from those specified for Hot Plant applicants.

Recommendation (Attachment Section):

Addition of a new attachment: Attachment 2, "Operator Licensing Milestones for Part 52 Plants Under Construction." The attachment provides a graphical overlay of 3 different timelines (NRC Timeline / Construction Timeline / Licensee Timeline) that together, conceptually model an integrated set of key milestones with bearing on the operator licensing process for plants under construction.

ES-204, "Processing Excusals and Waivers Requested by Reactor Operator and Senior Reactor Operator Applicants" – (4 recommendations)

Recommendation (Pages 1 and 4):

Revise the main title of ES-204, and the titles of ES-204, Sections D and D.1, to include "Deferral(s)" as appropriate, to more accurately reflect the existing guidance specified in ES-204, Section D.1, for this regulatory action.

Recommendation (Section D.1, Page 6 of 9, Paragraph "e"):

Delete existing guidance that states 10 startups on an operating reactor is typically required by NRC-approved cold plant license training programs. NEI 06-13A, which delineates eligibility requirements for the operator licensing process at cold plants, does not include a requirement to complete 10 startups on an operating reactor.

Recommendation (Section D.1, Page 7 of 9, Paragraph "h"):

Introduce guidance for plants under construction, that the five significant control manipulations required by [Title 10 of the *Code of Federal Regulations* (10 CFR)] 55.31(a)(5), "How to apply," should be deferred until a plant-referenced simulator (PRS) is declared. 10 CFR 55.31(a)(5) specifies that applicants successfully manipulate the controls of either the facility for which a license is sought or a PRS that meets the requirements of 10 CFR 55.46(c), "Simulation facilities."

Recommendation (Section D.1, Page 7 of 9, Paragraph "i"):

Introduce guidance for plants under construction, that the region may defer either a portion or all of the 6 months of practical and meaningful work assignments required by NEI 06-13A, until after the licensing examination is administered.

ES-501, "Initial Post-Examination Activities" – (8 recommendations)

Recommendation (Section D.3, Page 7 of 34, Paragraph "d"):

Introduce guidance for the regional office, prior to issuance of licenses, to (1) ensure that applicants at operating plants and plants under construction, have completed all eligibility requirements that were deferred at the time of exam administration, and (2) evaluate whether facility licensees at plants under construction, have provided those applicants who passed the NRC exam, with training to ensure maintenance of applicant technical proficiency and operational knowledge. For example, the facility licensee may, within 90 days after the issuance of Notification Letters, have required the applicants to be enrolled in a SAT-based continuing training program.

Recommendation (Section D.3, Page 7 of 34, Paragraph "d"):

Introduce guidance for the regional office, prior to issuance of licenses at plants under construction, to (1) audit the training provided by facility licensees to applicants who passed the NRC exam, using applicable NRC inspection procedures (IPs) (i.e., IPs

71111.11, 41500, etc.) as guidance, and (2) document results of the audit in an NRC report. The audit will verify that the training provided to the applicants who passed the exam was accomplished in accordance with the licensee's procedures. The recommendation includes a list of training program attributes (i.e., annual operating and biennial written exams, training and evaluation on plant modifications, etc.) that should be considered for the audit. The recommendation also specifies that any discrepancy identified during the audit be sufficiently resolved prior to issuing licenses, such that all requirements are met when evaluating 10 CFR 55.51, "Issuance of licenses."

Recommendation (Section D.3, Page 7 of 34, Paragraph "d"):

Introduce guidance for the regional office, prior to issuance of licenses at plants under construction, where one unit is completed before the second identical unit, to (1) only issue operator licenses for the first unit to be completed, and (2) following completion of the second unit, refer to ES-204, Sections D.2 and D.3 to amend the licenses to add the additional unit if the requirements of 10 CFR 55.47, "Waiver of examination and test requirements," are met.

Recommendation (Section D.3, Page 7 of 34, Paragraph "d"):

Introduce guidance for plants under construction, that operator licenses should be issued after the facility licensee has implemented staffing of the Main Control Room and before the NRC 10 CFR 52.103(g) finding.

Recommendation (Section D.3, Page 8 of 34, 5th Paragraph):

Introduce guidance for plants under construction, that the Notification Letter informs the applicant that their license will be issued after the facility licensee attests, in writing to the NRC, that (1) the applicant has completed the eligibility requirements, and (2) the applicant's license is required for assigned license duties.

Recommendation (Section D.3, Page 8 of 34, 5th Paragraph):

Introduce guidance for plants under construction, that facility licensees should provide training to those applicants who passed the NRC exam as a means to ensure the applicants' technical proficiency and operational knowledge are maintained. For example, the facility licensee should consider the enrollment of applicants in an SAT-based continuing training program within 90 days after the issuance of Notification Letters. Alternatives to this example will be evaluated to ensure that applicants are provided the opportunity to maintain operational knowledge and technical proficiency during the time between completion of the operator licensing examination and the issuance of licenses.

Recommendation (Attachment 5, Page 29 of 34, 2nd Paragraph):

Addition of a bracketed sentence to the second paragraph of the Notification Letter, stating that, for plants under construction, operator licenses will not be issued until after the facility licensee attests, in writing to the NRC, that (1) the applicant has completed the eligibility requirements, and (2) the applicant's license is required for assigned license duties.

Recommendation (Attachment 4, Page 25 of 34, 3rd Paragraph):

Addition of a bracketed sentence to the third paragraph of the Denial Letter for those applicants who failed one portion of the ILT exam and were also granted deferrals, stating that the requirements of 10 CFR 55.51, "Issuance of licenses," were not satisfied.

The following Part A recommendation is a stand-alone item that will not result in specific changes to NUREG-1021:

Prior to issuance of licenses for plants under construction, audit each applicant's Form 398 to verify that applicants who previously passed the NRC's exam (1) will have had a medical examination within 2 years of the anticipated licensing date, (2) have completed deferred items, e.g., preoperational testing experience, and (3) received additional on-going training in order to maintain their technical proficiency and operational knowledge.

Facility licensees provided feedback with respect to the following items:

- SNC questioned whether the recommendation for stating that “the five significant control manipulations should be deferred until a PRS is declared,” would impact those applicants who have already satisfied this requirement by performing these manipulations on a Commission-approved simulation facility. The staff communicated that the referenced applicants would not be affected based on the previously approved site exemptions from the 10 CFR 55.31(a)(5) requirement for control manipulations to be performed on a PRS.
- The staff proposed a timeline of key operator licensing milestones. Both SNC and SCE&G commented that timeline information showing the administration of only three ILT exams prior to the 10 CFR 52.103(g) finding may be insufficient to provide the requisite number of licensed operators necessary to staff the units at fuel load. The staff agreed with the licensees' comments and communicated that it would make the appropriate adjustments to the timeline.
- The staff recommendation for conducting an audit/inspection of the licensee's continuing training program prior to license issuance (i.e., the training to be conducted during the period of time between the issuance of Notification Letters (Pass Letters) and the issuance of licenses), included a list of SAT-based continuing training program attributes, in addition to specifying the use of applicable inspection procedures, upon which to base the audit/inspection. SCE&G questioned why it was necessary to separately define the elements of an SAT-based continuing training program within the recommendation, vice simply stating that audit/inspection activities would be conducted in accordance with approved NRC training inspection procedures (e.g., NUREG-1220, IPs 71111.11, 41500, etc.). The concern was that evaluating the effectiveness of the licensee's training and qualification programs should be performed using established NRC procedures and processes, without the need to additionally specify evaluation criteria in the form of SAT process attributes separately defined and provided in a recommendation. The staff agreed with the licensee's comments and remarked that the list of attributes was intended to identify areas that examiners would be interested in looking at. The staff communicated that it would make the appropriate changes to the wording in the recommendation.
- The SAT-based continuing training program attributes listed in the aforementioned recommendation, include an item for audit/inspection activities to check that adjustments are being made to cold license training methods and settings to optimize student learning using actual in-plant training and experience opportunities as systems, structures and components become available. The recommendation cites the example of locating equipment in the plant for On-the-Job training (OJT)

items that previously used only the discussion method. SCE&G communicated the concern that wording associated with this recommendation, as it applies to adjusted OJT training activities, could imply that license issuance for those applicants who originally passed the ILT exam (where discussion methods were utilized for in-plant exam job performance measures) and are enrolled in a continuing training program, but whose licenses have not yet been issued, may in some way be dependent upon or affected by the results of audit/inspection findings associated with adjustments made to cold license training methods for in-plant OJT items. The staff acknowledged the licensee's concern, communicated that the OJT statement was not intended to impose additional licensing constraints for those applicants issued Pass Letters, and agreed to make any necessary changes to the wording in the recommendation.

Representatives from SNC and SCE&G affirmed that they were supportive of the Part A charter recommendations proposed by the staff. The meeting discussion resulted in good stakeholder alignment.

The staff additionally discussed the expected timeline for completing these tasks, noting that future engagement with the licensees during public meetings would occur as recommendations are developed.

Summary of Actions:

1. NRC staff will make the necessary and appropriate adjustments to the timeline information in the proposed Attachment 2, "Operator Licensing Milestones for Part 52 Plants Under Construction."
2. NRC staff will make the necessary and appropriate changes to wording in the recommendation for conducting an audit/inspection of the licensee's continuing training program; specifically, the wording that pertains to SAT process attributes.
3. NRC staff will make the necessary and appropriate changes to wording in the recommendation for conducting an audit/inspection of the licensee's continuing training program; specifically, the wording that pertains to locating equipment in the plant for OJT items that originally used only the discussion method.

At the end of the meeting, there was an opportunity for the public to provide comments and ask questions. All public comments and questions were addressed before the meeting was concluded.

Docket Nos.: 052-025, 052-026
052-027, 052-028

Enclosure:
As stated

cc w/encls: See next page

SUMMARY OF A PUBLIC MEETING WITH SOUTHERN NUCLEAR OPERATING COMPANY AND SOUTH CAROLINA ELECTRIC & GAS ON JULY 6, 2017 DATED August 1, 2017

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NRC-001

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DATE	7/31/17	7/28/17	8/1/17	7/12/17*	7/12/17*	7/31/17

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**AGENDA FOR PUBLIC MEETING
U.S. NUCLEAR REGULATORY COMMISSION (NRC)
Thursday, July 6, 2017
9:00 a.m. – 9:50 a.m.**

PURPOSE: To discuss issues associated with the safety review of licensing actions for Southern Nuclear Operating Company's (SNC) Vogtle Electric Generating Plant (VEGP) Units 3 and 4, and South Carolina Electric and Gas' (SCE&G) Virgil C. Summer Nuclear Station (VCSNS) Units 2 and 3.

OPEN

<u>Time</u>	<u>Topic</u>	<u>Led By</u>
9:00 a.m.	Opening Remarks	NRC
9:05 a.m.	Discussion of recommendations for the tasking under Section A of the charter for enhancing the NRC cold operator licensing process	NRC/SNC/SCE&G
9:45 a.m.	Opportunity for Public Comment	PUBLIC/NRC
9:50 a.m.	Adjourn	

PUBLIC MEETING
UNITED STATES NUCLEAR REGULATORY COMMISSION
Thursday, July 6, 2017
9:00 a.m. – 9:50 p.m.

List of Attendees

Name	Organization
Representing the Nuclear Regulatory Commission	
Jordan Hoellman	NRO/DNRL/LB4
Chandu Patel	NRO/DNRL/LB4
Paul Krohn	NRO/DCIP
Mark Miller *	RII/DRS
Eugene Guthrie *	RII/DRS/OB2
Bruno Caballero *	RII/DRS/OB2
Mark Bates *	RII/DRS/OB2
Sarah Price *	RII
Joe DeMarshall	NRO/DCIP/HOIB
Aida Rivera-Varona	NRO/DCIP/HOIB
Representing Industry	
Mike Yox *	Southern Nuclear Operating Company (SNC)
Johnathan Hartman *	SNC
Kelli Roberts *	SNC
Paul Mothena *	South Carolina Electric & Gas (SCE&G)
Andy Barbee *	SCE&G
Justin Bouknight *	SCE&G
Nick Kellenberger *	SCE&G
Scott Meier *	SCE&G
Randolph Copeland *	SCE&G
Representing Public	
Doug Bowman *	NuScale Power
Marvin Lewis *	Environmentalists, Inc.

* = participated via teleconference

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(Revised 05/25/2017)

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