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 50-296 Browns Ferry Nuclear Power Station, Unit 3, Tennessee 05000296
 AUTH. NAME AUTHOR AFFILIATION
 ZERINGUE, O.J. Tennessee Valley Authority
 RECIP. NAME RECIPIENT AFFILIATION
 Document Control Branch (Document Control Desk)

SUBJECT: Provides response to violations noted in Insp Repts
 50-259/92-22, 50-260/92-22 & 50-296/92-22. Corrective actions:
 retraining for document control personnel re self-checking
 provided & general const specs assessed.

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 TITLE: General (50 Dkt)-Insp Rept/Notice of Violation Response

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Tennessee Valley Authority, Post Office Box 2000, Decatur, Alabama 35609

O. J. "Ike" Zeringue
Vice President, Browns Ferry Operations

AUG 05 1992

U.S. Nuclear Regulatory Commission
ATTN: Document Control Desk
Washington, D.C. 20555

Gentlemen:

In the Matter of)
Tennessee Valley Authority)

Docket Nos. 50-259
50-260
50-296

BROWNS FERRY NUCLEAR PLANT (BFN) - NRC INSPECTION REPORT 50-259, 50-260,
296/92-22 - REPLY TO NOTICE OF VIOLATION (NOV)

This letter provides TVA's reply to the NOV transmitted by letter from C. A. Julian to M. O. Medford dated July 6, 1992. NRC cited TVA with a violation for failure to control a General Construction Specification (G-29) revision.

TVA shares the staff's concern on ensuring that controlled documents are correct and up-to-date, and has taken corrective steps as described in Enclosure 1. These corrective steps provide the additional controls and training needed to improve the process used to revise and maintain the General Construction Specifications.

However, TVA believes that this violation was an isolated event in BFN's overall management of controlled documents and is of minor safety significance. Accordingly, TVA believes that the classification of the violation is more appropriate at Severity Level V. In addition, the NRC Enforcement Policy permits the NRC staff to refrain from issuing a NOV, under certain circumstances, for a violation that would otherwise be issued at Severity Level IV or V. TVA considers that its review of this event shows that this violation meets the conditions described in the Enforcement Policy for Enforcement Discretion. Therefore, whether classified as Severity Level IV or V, TVA respectfully requests NRC give consideration to the withdrawal of the violation. A detailed discussion supporting each of these cases is provided in Enclosure 1 "Reply to the Notice of Violation" (10 CFR 2.201). Also, Enclosure 2 provides a specific list of commitments.

JE01

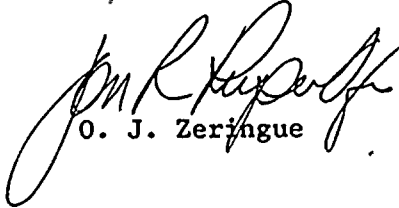


U.S. Nuclear Regulatory Commission

AUG 05 1992

If you have any questions regarding this reply, please telephone Raul R. Baron at (205) 729-7566.

Sincerely,



O. J. Zeringue

Enclosures

cc (Enclosures):

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ENCLOSURE 1

Tennessee Valley Authority

Browns Ferry Nuclear Plant (BFN)

Reply to Notice of Violation (NOV)

Inspection Report Number

50-259, 260, 296/92-22

VIOLATION

"During an NRC inspection conducted on June 1-5 and 15-19, 1992, a violation of NRC requirements was identified. In accordance with the "General Statement of Policy and Procedure for NRC Enforcement Actions," 10 CFR Part 2, Appendix C, the violation is listed below:

Title Ten Code of Federal Regulations, Part 50 (10 CFR 50), Appendix B, Criterion V requires activities affecting quality be accomplished in accordance with procedures. TVA Memorandum B45 90 0913 257, dated September 13, 1990, required that changes to controlled copies of the General Construction Specification G-29, "Process Specification for Welding, Heat Treatment, Nondestructive Examination, and Allied Field Fabrication Operations" be implemented within 60 days of the approval date (September 13, 1990).

On June 1, 1992, activities affecting quality had not been accomplished in accordance with procedures in that: of the fourteen controlled copies of the TVA General Construction Specification G-29 at the Browns Ferry Plant, changes promulgated by TVA Memorandum B45 90 0913 257, had not been implemented in ten copies. As a result those changes were not available at the location where the specification was to be used.

This is a Severity Level IV (Supplement I)."

TVA REQUEST FOR RECLASSIFICATION OF THE VIOLATION

TVA admits the violation, but believes that the classification of the violation is more appropriate at Severity Level V (Supplement I). In addition, whether classified at Severity Level IV or V, TVA believes that enforcement discretion is warranted and should be exercised.



A. NRC Should Reclassify The Violation At Severity Level V Because The Violation Is Of Minor Safety Significance

Section D of Supplement I to the Enforcement Policy (1992) provides four examples of violations that may be classified at Severity Level IV. Of these, only Example D.3 stated as "[a] failure to meet regulatory requirements that have more than minor safety or environmental significance" reasonably could have been used by the NRC to classify this violation as Severity Level IV. The corresponding, and only example of a Severity Level V classification in Supplement I is reserved for "[v]iolations that have minor safety or environmental significance." The key difference between these two classifications hinges on what constitutes "minor" safety significance. Unfortunately, the Enforcement Policy does not define the term "minor."

However, the NRC Enforcement Manual provides clarification. Specifically, Section 6.1.1 of the Manual instructs the NRC Staff to classify a violation at Severity Level V if that violation either "involves the performance of work by a craftsman resulting in a clearly minor, isolated concern" or "[a]n isolated quality assurance (QA) violation involving documentation for a QA audit" (emphasis in original). The second example, which focuses on "isolated" violations involving "documentation," appears most applicable here.

Applying this guidance TVA concludes that the cited violation, in essence an administrative failure to properly file revisions to a controlled document (i.e., failure to remove superseded documents) is of minor safety significance for three reasons. First, the violation is an isolated concern since it involves only ten controlled copy documents. BFN has over 140,000 controlled copy documents, 1500 vendor manuals, and 350,000 controlled drawings. Furthermore, TVA Memorandum B45 90 0913 257 was issued in accordance with Section 5.8 of TVA Procedure NEP-5.1, "Design Output," a procedure that requires updates to controlled copy documents at Browns Ferry. TVA notes that the memorandum did not conform with the format normally used at BFN for other document revisions. Specifically, BFN procedure revisions contain filing instructions which direct document control personnel to replace an old procedure by inserting the revised procedure. However, the memorandum cited in the NOV did not contain clear filing instructions and directed document control personnel to refer to a deleted table of contents to ensure that unwanted drawings and detail weld procedures were removed.

Second, the violation only involved documentation deficiencies and did not affect the technical adequacy of welds performed in the field. Specifically, the instructions provided to plant personnel required the removal of welding procedures in Volume 1 of G-29. These procedures were being removed since they were rarely used at BFN. However, the procedures were still technically adequate to perform the welds for which they were intended. Additionally, to provide assurance that field activities were not affected, TVA reviewed a sampling of 106 work plans/work orders performed from 1990-1992. The 106 work plans/work orders contained approximately 570 welds, none of which were related to the section of G-29 addressed by the NOV.

Moreover, the copy of the G-29 specification, discovered by the NRC inspector, that had not been updated, was provided to Design Engineering and is not used to assign or obtain field copies of weld procedures. Thus, the documentation deficiencies identified in the violation were not safety significant in that no actual deficiencies were discovered with regard to welding activities performed in the field due to actual use of a superseded weld procedure.

Third, TVA has performed an assessment of the remaining General Construction Specifications in two separate locations to ensure a similar condition did not exist in these locations. Based on the results of this assessment, TVA concluded that the NOV event is an isolated event.

TVA further believes that its recent good record in the area of documentation control illustrates management's continuing commitment to maintaining up-to-date procedures. In fact, TVA has not received an enforcement action in this area in several years, nor was it identified as an area of weakness in the recent SALP report.

In summary, TVA concludes that the cited violation has only minor safety significance, and at most should be classified at Severity Level V. Accordingly, TVA respectfully requests that the NRC Staff re-classify the violation at Severity Level V.

B. Regardless of Classification At Either Severity Level IV or V, NRC Should Withdraw The Violation Because The Criteria For Enforcement Discretion Are Satisfied

The NRC Enforcement Policy, Section VII.B.2 permits the NRC Staff to refrain from issuing a Notice of Violation for a violation that would otherwise be classified at Severity Level IV or V under certain specific circumstances. In order for the NRC Staff to exercise such enforcement discretion, the following criteria must be satisfied:



- (a) The violation was identified by the licensee,
- (b) The violation could not reasonably be expected to have been prevented by corrective actions for a previous violation or a previous licensee finding that occurred within the past two years or two inspections, whichever is longer,
- (c) The violation was or will be corrected within a reasonable time, by specific corrective action committed to by the end of the inspection, including immediate corrective action and comprehensive corrective action to prevent recurrence, and
- (d) The violation was not willful.

See 57 Fed. Reg. 5791, 5805 (February 18, 1992). The additional criteria are not relevant since the event which lead to the violation was not willful.

As discussed below, this violation satisfies these four criteria, and therefore the NRC should exercise enforcement discretion and withdraw the violation.

First, as noted in the Inspection Report 50-259, 260, 296/92-22, TVA personnel first identified (in December 1991) that changes to General Construction Specification G-29 had not been properly filed. Four controlled copies of General Construction Specification G-29 had been updated since that time to reflect the changes set forth in TVA Memorandum B45 90 0913 257, dated September 13, 1990. TVA personnel verified the copies that required updating by performing an assessment of all controlled copies of the specification and were aware of the document identified by NRC during the inspection. As noted above, TVA believes that the copies of G-29 which were not updated at the time of the inspection would have been corrected as future G-29 updates were assessed and discrepancies resolved.

Second, the inspection report notes that this violation was discovered as part of an NRC followup inspection that closed Unresolved Item 50-259, 260, 296/90-26-02 regarding the control of welding processes. However, the subject of this violation, an administrative failure to incorporate updates in controlled copy documents, is unrelated to Unresolved Item 90-26-02 (other than they both involved activities related to welding). Under these circumstances, it was not reasonable for TVA to expect that the updates to General Construction Specification G-29 would not be implemented.



Third, after TVA identified that controlled copies of General Construction Specification G-29 required updating, the necessary changes were scheduled to be updated upon the assessment of the controlled copies of G-29 by Document Control personnel. These assessments ensured that each controlled copy of G-29 accurately incorporated the latest required revisions and the assessments were completed prior to the end of the inspection. During these assessments, TVA identified additional concerns with Volume VII of G-29. However, these concerns involved items such as loose pages, extra copies, and nontechnical enhancements to the weld details and did not result in the identification of any issues related to the technical adequacy of welds performed in the field.

Notwithstanding, the assessment process described above, TVA has performed a thorough review of the table of contents for the seven volumes of G-29 to ensure the accuracy of the table of contents. The result of this review is being used to prepare a revision to the table of contents that enhances its usability for audit purposes.

In order to prevent the recurrence of an administrative failure to remove superseded material in General Construction Specifications, TVA is revising the method by which General Construction Specifications are updated and designating an individual for future G-29 updates. These actions are described in Sections 2 and 3 below.

Fourth, TVA investigated the reasons why the updates were not incorporated in the controlled copies of General Construction Specification G-29. The results of those investigations revealed, as noted above, that a deleted table of contents was referenced and this reference confused the Document Control personnel and the manual holders.

Accordingly, TVA concludes that these individuals did not willfully fail to update the controlled copies of General Construction Specification G-29.

Based on this information, TVA concludes that the cited violation satisfies the criteria for enforcement discretion contained in Section VII.B.2 of the Enforcement Policy (1992). Therefore, whether classified at Severity Level IV or V, TVA respectfully requests the NRC to withdraw the violation.

TVA RESPONSE TO THE VIOLATION

A. Reason for the Violation

The reason for the violation was an inadequate filing instruction. Even though it was approved, the corporate procedure, which provided the engineer with directions for filling out the noted memorandum, allowed too much flexibility. As a result, the memorandum was ambiguous and confusing. This ambiguity resulted in the table of contents pages being revised. However, the appropriate procedures were not removed from Volume I of the specification as intended.



TVA first identified this event in December 1991, when a document control individual realized that the latest revision was not properly updated. This individual subsequently updated four G-29's in areas maintained by Document Control. The individual also notified a supervisor who determined that the remaining manuals could be assessed as time permitted. An assessment operation was in progress at the time of the inspection. Although the time frame appeared untimely, the Inspector was made aware that correspondence was ongoing between document control personnel and the individual whose manual was initially noted to be deficient by the Inspector.

B. Corrective Steps Taken and Results Achieved

During the inspection, TVA audited the G-29 controlled copies that were required to be updated by the September 13, 1990 memorandum and the controlled copies were properly updated before the end of the inspection.

TVA provided retraining for document control personnel on seven basic steps for self-checking, specifically, for potential problems identified during an individual's daily activity that could affect other work activities.

A designated individual has been assigned to perform a receipt verification of corporate instructions for future G-29 updates. This individual's responsibilities include ensuring that the filing instructions are clear and are understood before these specifications are updated.

As previously discussed, TVA reviewed a sampling of 106 work plans/work orders. This review showed that the G-29 deficiencies did not affect field welding activities.

TVA has performed an assessment of the remaining General Construction Specifications in two separate locations to ensure a similar condition did not exist in these locations. Based on the results of this assessment, TVA concluded that the NOV event is an isolated event.

C. Corrective Steps That [have been or] Will be Taken to Avoid Further Violations

The corporate procedure Nuclear Engineering Procedure (NEP)-5.1 "Design Output" will be revised to reference Nuclear Power Standard 2.7, "Document Control" for preparation of filing instructions. This revision is expected to be completed by September 30, 1992.

This revision is being handled programmatically by the corporate engineering procedure update program. The current schedule for the revision of NEP-5.1 is September 30, 1992.

TVA has performed a thorough review of the table of contents for the seven volumes of G-29 to ensure the accuracy of the table of contents. The result of this review is being used to prepare a revision to the table of contents that enhances its usability for audit purposes. The revision to the table of contents is expected to be completed by September 30, 1992.

D. Date When Full Compliance Will Be Achieved

TVA will be in full compliance by September 30, 1992.

ENCLOSURE 2

Tennessee Valley Authority

Browns Ferry Nuclear Plant (BFN)

Reply to Notice of Violation (NOV)

**Inspection Report Number
50-259, 260, 296/92-22**

LIST OF COMMITMENTS

The corporate procedure Nuclear Engineering Procedure (NEP)-5.1 "Design Output" will be revised to reference Nuclear Power Standard 2.7, "Document Control" for preparation of filing instructions. This revision is expected to be completed by September 30, 1992.

TVA has performed a thorough review of the table of contents for the seven volumes of G-29 to ensure the accuracy of the table of contents. The result of this review is being used to prepare a revision to the table of contents that enhances its usability for audit purposes. The revision to the table of contents is expected to be completed by September 30, 1992.

