## ORIGINAL

## UNITED STATES OF AMERICA

NUCLEAR REGULATORY COMMISSION

DISCUSSION OF ACTION PLAN (POLICY STATEMENT)

PUBLIC MEETING

Nuclear Regulatory Commission Room 1130 1717 H Street, N.W. Washington, D.C.

June 6, 1980

That above-entitled matter came on for meeting, pursuant to notice, at 2:28 p.m.

BEFORE:

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JOHN AHEARNE, Chairman of the Commission

RICHARD KENNEDY, Commissioner

JOSEPH HENDRIS, Commissioner

VICTOR GILINSKY, Commissioner

PETER BRADFORD, Commissioner

STAFF PRESENT:

LEONARD BICKWIT, General Counsel

SAMUAL J. CHILK, Secretary

E. CHRISTENBURY

A. ROSENTHAL

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## PROCEEDINGS

CHAIRMAN AHEARNE: The Commission continues this afternoon, a meeting -- I guess it was Wedneaday -- in which we were
discussing a possible statement of policy for further Commission
guidance for operating licenses.

As a result of the meeting on Wednesday following that meeting, as I understand it, some of the assistants met and worked out a revised version. Following the suggestion of Commissioner Bradford, we did send that to the boards for comments.

I had circulated, this morning, a version taking into account some of their further comments, not yet of the board's. What I would like to do this afternoon is to see if I could not get agreement on policy statements.

I think we have all had the policy statement. That is really what I would like to do. Victor?

COMMISSIONER HENDRIE: Let me just make sure I have the right version.

CHAIRMAN AHEARNE: It is a June 6th --

COMMISSIONER HENDRIE: Is that this?

CHAIRMAN AHEARNE: That looks like it.

COMMISSIONER KENNEDY: This is your memorandum of June

6th?

CHAIRMAN AHEARNE: Right. My only question is that there was a -- did you have the additional sentence put in?

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COMMISSIONER HENDRIE: No.

CHAIRMAN AHEARNE: The typist missed a sentence. So, she had to redistribute a revised page 7, which the secretaries, I believe, have.

COMMISSIONER HENDIRE: No.

COMMISSIONER GILINSKY: Is this it?

CHAIRMAN AHEARNE: Yes. I think it was the one -- the sentence that was left out was the one that star 3: "Litigation," the second paragraph, page 7.

MR. BICKWIT: "Litigation as to the need for employment"?
CHAIRMAN AHEARNE: Right. Got it?

COMMISSIONER HENDRIE: Yes. Here are a batch of pages of which I will keep one.

COMMISSIONER GILINSKY: This is what I have already.

CHAIRMAN AHEARNE: Yes, yes. It was not clear whether anybody else did.

COMMISSIONER GILINSKY: Is it abostutely clear what that sentence intends? I wonder if it does not need another sentence that litigation beyond the new requirements will not be permitted, which, I take it, is what you mean.

MR. BICKWIT: The following sentence, in effect, says that, but it could say it more clearly.

The following sentence deals with necessity for and compliance with the new requirements. It leaves out sufficiency of the new requirements.

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CHAIRMAN AHEARNE: I gather from the memo I just received, you do not agree with the policy?

COMMISSIONER GILINSKY: What we are talking about here, from what I understand, is a small subset of the total requirements in the Action Plan, most of which, as I understand it, fall within the existing range contemplated by existing regulations.

So, in those cases you would allow litigation of the need for additional requirements, but not whether -- whether it is sufficient. Perhaps additional requirements ought to be needed. Given the fact that these are not rules we are promulgating, and all the problems Peter laid out at the earlier meeting, in effect, that the only groups that have had a chance to participate in the formulation of these new requirements, outside groups, were in fact industry groups who had an opportunity to affect the results and would now be given further opportunity to affect it, because it would be they, presumably, who would be arguing that some of these requirements are excessive.

Others who did not have an opportunity to participate in the formulation of the requirements in the first place who might have argued that they were not sufficient will now not get such an opportunity either.

I find that odd.

CHAIRMAN AHEARNE: I think we would, at the same time, be asking for comments on the Action Plan and those associated requirements in general in a separate process to see whether

those requirements are adequate or not.

COMMISSIONER GILINSKY: Well, nevertheless, in the actual cases --

COMMISSIONER BRADFORD: What process is that?

CHAIRMAN AHEARNE: We would, at least -- somewhere,

there was a paper being generated to do that, which I think fell

through a crack, which was to ask for comments on the Action

Plan and the associated list of requirements as to whether those

are adequate, or others be established.

As I recall, that was discussed at the previous meeting.

MR. BICKWIT: That is correct.

COMMISSIONER GILINSKY: In any case, I think I know what concerns you here. You do not want the whole thing -- the whole plan now to become a subject of litigations and everything.

CHAIRMAN AHEARNE: No. I think the Commission has devoted a very substantial amount of time to reaching a separate conclusion. I think that, therefore, that should stand.

COMMISSIONER GILINSKY: I think it does. As I said in my note, I regard us a having acted in our supervisory capacity and in interaction with the staff who came up with these requirements. I think these requirements will receive -- let me think what the right word is here.

CHAIRMAN AHEARNE: Substantial weight.

COMMISSIONER GILINSKY: Substantial weight from the boards, but they are not inviolate. I think they should receive

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substantial weight. Everyone understands these are requirements that the Commissioners have reviewed, looked at, and approved. They are not rules.

I also wonder whether the practical effect -- what you will achieve by this will be all that great, given -- assuming what we have been told is correct.

What we are really talking about is, in fact, a small subset of the totality of requirements. I am reluctant to introduce new principles into the way we run these proceedings, at least as I understand them.

COMMISSIONER KENNEDY: In principles subject to, perhaps consideration further of some suggestions that have been made by the boards and panels, also to necessity for some editorial work, I am prepared to agree to this proposal.

## CHAIRMAN AHEARNE: Joe?

COMMISSIONER HENDIRE: I have the same view. I would reiterate once more my view that the events of the past 14 or 15 months have been extraordinary ones. The accident and its immediate aftermath, the extensive and wide-sweeping inquiries and studies that have been made, the very extensive recommendation and requirements that have been a result of those studies; it seems to me that measures beyond simply ordinary business-as-usual treatment of these things is necessary unless the whole regulatory structure, for which we are responsible, is to bog down in a hopeless morass of varying directions of litigation

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and cases all over the place.

I think we need this policy statement. I think that it contains the essential elements that we need to provide as guidance to the boards, the staff, and everybody in general. I think we ought to get on with it as soon as possible.

CHAIRMAN AHEARNE: Is that a way of saying that subject

COMMISSIONER HENDRIE: I am prepared with the sort of discussion and modifications that Commissioner Kennedy indicated to move on this.

CHAIRMAN AHEARNE: Well, to move on it meaning you would vote for it subject to those modifications?

COMMISSIONER HENDRIE: Yes, absolutely.

CHAIRMAN AHEARNE: I see. Mr. Chilk has pointed out
I ought to be very clear in what the transcript shows. Peter,
I know you strongly dissent.

COMMISIONER BRADFORD: I will try to be clear.

(Laughter.)

CHAIRMAN AHEARNE: You always are.

COMMISSIONER BRADFORD: It seems to me to be the wrong action for a host of reasons. Perhaps foremost, I think it is a complacent act. What it essentially does it say that the NRC has deliberated and spent time on the matter; that therefore the NRC knows best.

others who might have something to tell us who have
no chance to comment on it up to now will not be permitted to
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a result of Three Mile Island for complacency and in the context of the Three Mile Island related actions. It seems to me to be a mistake to return to that.

Second, I think it is unfair. I think it is unfair because groups that have not been involved in the comment process now will not be able to litigate. Also, because the industry which has been involved ostenstibly in the comment process is still permitted to litigate, whether or not the requirements are unnecessary, at least for this limited subset.

I think for reasons Commissioner Gilinsky, it is, in large part, unnecessary. That is, the subset is either small enough that it does not matter all that much and therefore we should not be doing it, or it is large enough that it does matter and therefore we should not be doing it.

I think, as I understand this business of putting the Action Plan out to comment, it is also unstable. That is, if the commert process is to mean anything, if we really are open to the proposition that the Action Plan does not go far enough, then in some number of months when those comments come in and we adjust the requirments again, we will be going back to the boards and saying: "Wait a minute, the direction of last June is up for grabs."

So, for all of those reasons, I would not do it.

CHAIRMAN AHEARNE: If I could just say, it would be no

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different, I think, than our process in which we put out any proposal for comment during the time that we have some existing set of policy procedures on the books.

COMMISSIONER BRADFORD: The difference is leaving it litigable until we have a firm proposition.

CHAIRMAN AHEARNE: I was just speaking to your last point. Well, I think the positions are pretty clear. I think it is 3 to 2 on the basic policy.

I would like to then turn to one of the issues, a set of questions from the board. Mr. Bickwit, do you have some advice?

MR. BICKWIT: On the evidentiary matters raised by the appeal board, my preference would be to have a discussion of those in a closed session; with respect to everything else raised by the appeal board of the licensing board, I see no problem with continuing in open session.

CHAIRMAN AHEARNE: Well then, let us take the licensing board comments first. The other on the appeal board and work through that.

I think we all have the comments by the licensing board.

Does anyone have any comments on those?

COMMISSIONER KENNEDY: I find them sensible and appropriate, clarifying amendments, and would urge their adoption.

CHAIRMAN AHEARNE: This, I think, we will be getting

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COMMISSIONER KENNEDY: Yes.

CHAIRMAN AHEARNE: With the exception of that?

COMMISSIONER KENNEDY: Yes.

CHAIRMAN AHEARNE: Vic, are you staying away from the --

COMMISSIONER GILINSKY: I don't know the details of

it. As I said, I suggest you make that --

CHAIRMAN AHEARNE: This is specifically the licensing It came in with several sets of -board.

COMMISSIONER GILINSKY: I understood they were all --

CHAIRMAN AHEARNE: Joe?

COMMISSIONER HENDRIE: You are trying to go ahead and deal with the other matters, the licensing board comments, so we advance, presumably, to the bottom paragraph.

CHAIRMAN AHEARNE: Right.

COMMISSIONER HENDRIE: Which now refers to a paragraph at the top of page 8 in the policy statement.

CHAIRMAN AHEARNE: Right.

COMMISSIONER HENDRIE: I would suggest the Commission decide whether in saying no new TMI-related contentions, perhaps in showing a good cause, et cetera, et cetera, declare whether or not the arrival on the scene of the requiements list itself is good cause.

I guess it seems to me that the whole thrust of the policy statement and of this paragraph that it is not to be included among the good cause po-sibilities. How do you read it?

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REPORTERS BUILDING, 300 7TH STREET, S.W., CHAIRMAN AHEARNE: Let me ask general counsel.

MR. BICKWIT: I did not read it that way. I read it that you would stick with the application of current rules and that boards would be left to their discretion to determine what was good cause and what was not.

You make a point in the statement that you want a strict adherence to the regulations, but I did not read the Commission as expressing a view that the arrival of new OL requirements under this list would be -- would not be good cause.

COMMISSIONER KENNEDY: I must say, that is the way I saw it.

CHAIRMAN AHEARNE: I would go that way.

COMMISSIONER HENDRIE: I withdraw. Let me say that then in order to avoid whatever ambiguity may exist, that there must be some because the licensing board comments that: "Please make it clear."

What sort of language -- we need some language to make it clear.

CHAIRMAN AHEARNE: Cerainly.

MR. FRYE: Mr. Chairman, I am John Frye from the licensing board panel. We did not think this language you included in the draft was likely to result in an interpretation that the new requirements would not constitute good cause. We do have a guestion raised in our mind --

CHAIRMAN AHEARNE: I see. I see. In other words, given

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the way we had just come out that you would not need revised language. Is that correct?

MR. FRYE: The way we understood it was that the new requirements would consitute good cause.

CHAIRMAN AHEARNE: Fine.

COMMISSIONER HENDRIE: I think this discussion clarifies the matter. The legislative history says that it is good cause.

COMMISSIONER GILINSKY: Why would you not, on the basis of your concerns about ligitating all these issues and so on, also exlude litigation of whether they are excessive to be consistent?

Why not simply restrict the possibilities to whether the requirements are met?

CHAIRMAN AHEARNE: I think that will move into the closed session discussion, I suspect.

MR. BICKWIT: There are legal questions about such a policy.

CHAIRMAN AHEARNE: So, I think we have to hold that to a debate that will end up on a litigation issue.

COMMISSIONER GILINGKY: The point being that you owe someone a right to a hearing.

MR. BICKWIT: The licensee expected that certain requirements would be all that was required of him. To now say that something else is to be required of him without promulgating a rule to that effect and denying him the opportunity to litigate

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notion that --

the new requirement raises a legal question, to say the least.

COMMISSIONER GILINSKY: So?

CHAIRMAN AHEARNE: Myself, I would have no problem.

COMMISSIONER GILINSKY: I see. You regard that as a matter of fairness to the licensee, in effect.

CHAIRMAN AHEARNE: I don't think he said "fairness."

COMMISSIONER GILINSKY: The law is a reflection of the

MR. BICKWIT: I see where you are going, Commissioner. (Laughter.)

CHAIRMAN AHEARNE: With my two years experience here, I would certainly not say the law reflects the question of fairness.

The law reflects the law.

COMMISSIONER GILINSKY: I never got past the LSAT.

CHAIRMAN AHEARNE: Pardon me?

(Laughter.)

On the other issues raised by the licensing board, do you have any other?

COMMISSIONER HENDRIE: I owuld think the suggested sentence with regard to summary disposition procedures sounded reasonable to me. It seemed consistent with where I wanted to go. Unless someone sees some other reason, I propose to adopt it.

CHAIRMAN AHEARNE: Fine. The last --

COMMISSIONER HENDRIE: They want to put in the Action

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Plan -- it seems to me a elpful clarification.

CHAIRMAN AHEARNE: Peter, I gather you really -COMMISSIONER BRADFORD: Yes. I have no further
objections to those actions beyond the ones already stated.

CHAIRMAN AHEARNE: All right. If we move then to -COMMISSIONER HENDRIE: You are willing to help us
perfect the position which you would then object to?

COMMISSIONER BRADFORD: In all seriousness, it is important to have it as clear as possible, regardless of what I may think of it.

COMMISSIONER GILINSKY: In that vein, I suggest you clarify the paragraph on --

CHAIRMAN AHEARNE: We are going to get to that paragraph.

Now, Len, you had felt in the issued raised by the comment by the appeal panel, which was the part you felt we could discuss openly?

MR. BICKWIT: I think what when we are talking about evidentiary burden, I would be more comfortable if we did that in closed session. There is a good bit in this that does not talk about evidentiary burdens. There, I would not advise closing.

CHAIRMAN AHEARNE: Then, I think you will have to lead us through that because I found it a magnificent paragraph.

MR. BICKWIT: The other objective -- the objective does not relate to evidentiary burdens in the first two -- the first paragrap' is basically editorial.

I, for one, found it very helpful. They are very diffi-

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cult legal concepts. I thought they spelled things out more intelligently than we have been able to do here.

CHAIRMAN AHEARNE: That is --

COMMISSIONER KENNEDY: The paragraph in its entirety, starting at the bottom of page 1 and running over through the top third of page 2?

MR. BICKWIT: Yes.

CHAIRMAN AHEARNE: SO, you would find that paragraph both acceptable and an improvement?

MR. BICKWIT: Yes.

COMMISSIONER KENNEDY: So would I.

MR. BICKWIT: Although I have one additional comment. Where the reference is in the sentence in the second to the last sentence. It reads: "Specifically, the boards may entertain contentions asserting that the supplementation is unnecessary, in full or in part."

I think the words "or that the new requirements are not complied with" ought to be added if we are to stick with the Commission's intent here.

CHAIRMAN AHEARNE: Now, Vic, would that paragraph clarify the point that you were raising?

MR.BICKWIT: I think that is responsive to your concern. It spells it out much more clearly.

COMMISSIONER KENNEDY: Fine.

CHAIRMAN AHEARNE: Joe?

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COMMISSIONER HENDRIE: Fine with me. I think it is a good paragraph.

CHAIRMAN AHEARNE: All right.

COMMISSIONER HENDRIE: Why is the author frowning?

MR. ROSENTHAL: I thought this was -- the paragraph was dealing with the question or the extent to which the requirements were subject to challenge specific requirements, not with the matter of whether the requirements, assuming they have been accepted, are being complied with.

I did not think that there was any room for question, that the issue of compliance with the requirement was an entirely appropriate one.

Again, in so far as we were concerned, what your paragraph was dealing with and what we tried to put in what we thought was a little more precise language was the question of the extent to which, if any, the requirement itself was subject to challenge.

of compliance with a requirement is always up for grabs, I would do that outside of this paragraph. I would let this paragraph stand as simply guidance on the question to which the requirement itself is subject to challenge.

COMMISSIONER KENNEDY: You are not questioning, Allen, the wisdom of simply reasserting the fact that compliance is --

MR. ROSENTHAL: I would prefer to see it in a separate paragraph.

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COMMISSIONER HENDRIE: A separate sentence?

MR. ROSENTHAL: Rather than freight that concept under this parapgraph, which is really dealing with an entirely different question.

CHAIRMAN AHEARNE: Fine.

MR. BICKWIT: That is fine.

COMMISSIONER HENDRIE: Now, let me ask, Len, where would the substitute paragraph with its -- with the further clarifying sentence about compliance with the requirments go in and what would it replace?

MR. BICKWIT: I think on page 7, the first full paragraph.

COMMISSIONER KENNEDY: "Parties may litigate"?

MR. BICKWIT: Yes.

COMMISSIONER KENNEDY: Excpet for the last sentence, which is the one we just addressed.

MR. BICKWIT: That is right. Well, the last sentence would have to be revised so that necessity came out and compliance stayed in.

COMMISSIONER KENNEDY: Right.

CHAIRMAN AHEARNE: You could say issues were -- the issue of compliance with these requirements will be properly before the boards.

COMMISSIONER KENNEDY: Yes.

MR. BICKWIT: In addition to what you have here?

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CHAIRMAN AHEARNE: Yes.

MR. BICKWIT: Then the other point made in this memorandum, I also agreed with, which was that the Commission should be explicit about whether it wanted boards, on their own initiatives, licensing boards and the appeal board, to pick up issues on their own that were different from the resolution of the TMI issues that you arrive at in the OL list.

That is a policy question before the Commission.

MR. ROSENTHAL I might say in that connection, we were not thinking in terms of the question of compliance with the requirements. I would assume that the Commission would want the board to exercise its 2.760(a) authority in connection with compliance.

The question we were raising was with respect to the matter of the sufficiency of the requirement. That was all in terms of category one, where it is a classification interpretation or refinement.

We were hypothesizing the situation where none of the parties to the proceeding raises the question as to whether this particular requirement is sufficient to represent compliance with the broad regulation standard.

A board member has that question. A board member believes that there is cause to consider whether the quantification of a particular adequacy standard is sufficient or not; whether -- just using a hypothetical -- whether five fire-fighters

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would be enough to provide adequate protection, if you had one of these requirements that said five fire-fighters.

As we indicated in this paper, we think that the Commission could go either way on this. It is a policy judgment for the Commission to make. Our concern simply was that if we made explicit, one way or the other, that the board's understand whether they do, or on the other hand do not have the authority to raise the questions with respect to category one, in the event that no party raised it.

commissioner Hendrie: It seems to me since we have struggled at this table for many months over precisely these questions, and having adopted a set of requirements and approved the Action Plan, it seems to me that the senior adjudicatory board at the Agency has settled that.

I propose to say that the boards themselves will refrain from that initiative.

COMMISSIONER KENNEDY: I understand Commissioner
Hendrie's point. On the other hand, it has been my intention
throughout to adhere as closely as possible to all of the
procedural rules, all the procedural steps which normally are
followed by the boards.

It seems to me that no important effect is had upon the Commission's intention by retaining that sua sponte authority in this particular instance on the part of the boards.

Thus, I would guess, I would not change it.

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COMMISSIONER GILINSKY: Are we in on this, too?

COMMISSIONER HENDRIE: Of course.

(Laughter.)

I would not hesitate to help you perfect your position.

I hope you will not refuse to help me perfect mine.

COMMISSIONER GILINSKY: Let me address it.

(Laughter.)

COMMISSIONER BRADFORD: I will speak just for myself, but in the hope of convincing as many people as possible.

(Laughter.)

It seems to me this is basically a part two. It is somewhat distinct from what has gone before. I certainly would not restrict the board's authority in this area. In fact, if anything, having restricted everyone else's authority, I would feel more strongly than usual to feel it was important to leave that portion of the rules as they are.

If the board saw a need to exercise their own authority that they should feel free to do so.

COMMISSIONER GILINSKY: I take that to be support for Dick's position. I think I stand with Dick, too.

CHAIRMAN AHEARNE: I guess I would stand with Joe. I guess we put it in a sentence to explicitly follow Commissioner Kennedy's view. All right.

MR. ROSENTHAL: For the purpose of clarification, is that just with respect to the first category?

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COMMISSIONER KENTEDY: That is what I thought we were discussing.

MR. ROSENTHAL: Okay, because --

COMMISSIONER KENNEDY: The second category needs to be discussed in a broader context, it seems to me, doesn't it?

COMMISSIONER BRADFORD: I would have applied it to both categories, but of course, again --

CHAIRMAN AHEARNE: I have to defer to the majority.

COMMISSIONER HENDRIE: We might get a new majority on the second.

CHAIRMAN AHEARNE: I see.

COMMISSIONER HENDRIE: Sometimes it is that way.

(Laughter.)

I will take the same position on category items.

CHAIRMAN AHEARNE: As will I.

COMMISSIONER HENDRIE: As will you.

COMMISSIONER KENNEDY: I must say that I think there is a difference. I think that Allen has rather well pointed it out. I do think it is different. Thus, I agree -- I guess I agree with Joe in this one, which does not, in my view, invalidate my reasoning on the first one.

COMMISSIONER BRADFORD: I agree, there is a difference.

I just agree with myself all the way through.

(Laughter.)

CHAIRMAN AHEARNE: You?

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COMMISSIONER KENNEDY: So do I. I guess that's the difference.

CHAIRMAN AHEARNE: All right. Now, your remaining point.

MR. BICKWIT: That is right. I would advise the Commission on the remaining point issuing this paper to vote to close the meeting.

COMMISSIONER HENDRIE: This is on the basis of?

MR. BICKWIT: On the basis of exemption ten of the Sunshine Act, relating to potential litigation.

CHAIRMAN AHEARNE: I'm willing.

(A chorus of ayes.)

COMMISSIONER BRADFORD: I suppose that while I have no wish to see this policy prevail, it would be unfair to try to undo it to have you discuss your litigation topin in public?

(Laughter.)

I will defend my own views on this. I hope in the long run they will prevail, but not to the process --

CHAIRMAN AHEARNE: Just so that the people who have to leave understand where the process is, what I would propose to do is after we discuss that piece -- however we come out, or however the closed session piece goes, is to ask the general counsel to draft a final version which would pick up the editorial comments and hope to have that for either affirmation or affirmation discussion early next week. All right?

So, I guess then we have to close the meeting.

(Thereupon, at 3:08 p.m., the meeting in the aboveentitled matter was closed and went into Executive session.)