NUCLEAR REGULATORY COMMISSION



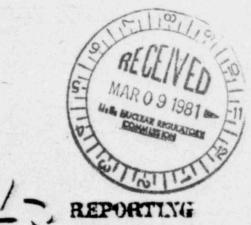
In the Matter of:

DISCUSSION OF SECY-81-20/20A
POLICY ON PROCEEDING WITH PENDING CONSTRUCTION
PERMIT AND MANUFACTURING APPLICATIONS

DATE: March 5, 1981

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UNITED STATES OF AMERICA

NUCLEAR REGULATORY COMMISSION

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DISCUSSION OF SECY-81-20/20A

POLICY ON PROCEEDING WITH PENDING CONSTRUCTION

PERMIT AND MANUFACTURING APPLICATIONS

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

Thursday, March 5, 1981

The Commission met, pursuant to notice, at 10:05 a.m., Joseph M. Hendrie, Chairman of the Commission, presiding.

BEFORE:

JOSEPH M. HENDRIE, Chairman of the Commission

VICTOR GILINSKY, Commissioner

PETER A. BRADFORD, Commissioner

JOHN F. AHEARNE, Commissioner

ALSO PRESENT:

LEONARD BICKWIT, General Counsel

SAMUEL J. CHILK, Secretary

WILLIAM J. DIRCKS, Executive Director for Operations

ROBERT A PURPLE

AL KENNEKE

HAROLD DENTON

GUY CUNNINGHAM

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PROCEEDINGS

CHAIRMAN HENDRIE: Come to order, please.

The meeting this morning is a continuation of a series of meetings we have had on Commission policy on the pending construction permit and manufacturing license applications, as well as a continuation of the discussions of the last several days on ways to deal with our licensing problems in general.

Why don't we start out by some discussion on the paper which is nominally the subject of the meeting, namely SECY-81-20, the construction permit and manufacturing license proposals.

Bill, do you want to start off?

MR. DIRCKS: Just to say that we have done what we were told to do as a result of the last meeting. We have gone back and taken 0718 and taken the critical requirements out of it and incorporated it into a proposed — into a rule. We have done away with the incorporating 0718 by reference.

I don't know how much more we can add to that. Bob, do you want to say something?

MR. PURPLE: Just a few remarks. I did pass out, just before the meeting, a single sheet of paper that says "Addenda" with three items on it.

I might also make reference to the March 4th

memorandum from the General Counsel on this subject. And the

last paragraph of the General Counsel's memorandum speaks to a

reference to language about burden of proof on page 12. The first

item in this addenda is intended to remove that language and replace it with language more accurately portraying what we meant to say there, and I believe that that removes the confusion that OGC had on that point.

MR. BICKWIT: It does ..

MR. DIRCKS: Secondly, in discussion with Len Bickwit, there is a suggestion in this last paragraph of the March 4th memo that language from the revised statement of policy be used along with a brief explanation that the rule itself does not contain all of the NUREGRO71818 We certainly have no problem with that.

What we would intend to do, based on this comment, is, in the preamble language of the rule use some of the language that is in the revised policy statement that would provide a more sound justification for why it is all right that these set of requirements are the ones that are necessary for these CP's.

It is the kind of language, I believe, that is in the policy statement that talks about the many months of study and the many months of attention by the Commission to derive a set of necessary things.

So, in response to that comment, although it is not yet revised in the paper in front of you, we would propose to, if you agree, modify the preamble language to include the kind of language that is in the revised policy statement.

CHAIRMAN HENDRIE: John?

COMMISSIONER AHEARNE: I would like to see that before signing off on it. The revised policy statement had some language inditathat I wouldn't want to agree to, some language.

CHAIRMAN HENDRIE: All right. I assume the rest of us don't care what kind of language goes in.

COMMISSIONER BRADFORD: As long as it is true.

MR. PURPLE: The other two items in the addenda are more ministerial than they are substantive.

The second item picks up two places where, in our revision to the rule from its proposed state, where we had references to staff, we were trying to catch all of those and conform them to a consistent reference to Commission. We missed two of them, and that picks this up.

The third item is, again, administrative. We inserted in the II.B.8 requirements reference, specific reference to the ASME code and paragraphs thereto, and we had overlooked the fact that when you do that you have to have the Federal Register approval. This adds a footnote that is needed in the regulation, and we, of course, will have to go get that Federal Register: approval. But I don't anticipate a problem there, since we have referenced the ASME code in many other places in the regs.

So, that is what the three addenda are. I believe that the response that I have described to the March 4th memo from OGC resolves at least portions, if not all of their concerns that were the underlining of that memo.

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MR. BICKWIT: Yes, I would say it resolves all our concerns.

MR. PURPLE: As Mr. Dircks said, ---

CHAIRMAN HENDRIE: Before you get too far along, what about the question raised about the way in which the draft rule would be interpreted with regard, for instance, to contentions?

MR. BICKWIT: When we read the rule, we were unclear as to how it was to be interpreted. The staff has clarified its intent so as to eliminate concerns that were expressed in this memo.

Its intent, as I understand it, is that this rule is to establish the necessary and sufficient requirements for a license when added to existing regulations.

I think, in view of the fact that the rule as drafted could be read either way, I think that ought to be made absolutely plain. But if it is made plain, then some of the concerns we outlined in this memo are mooted.

CHAIRMAN HENDRIE: Good. Let's exercise this point a little bit, because I am having a certain amount of trouble being clear-minded about it.

It is the staff intent that -- what is this, 50.34(e) -- plus the existing regs equal okay including TMI.

MR. CUNNINGHAM: Right.

CHAIRMAN HENDRIE: Now, the point OGC was making was that it wasn't so clear to you but what the draft rule could be

read to say anything connected with TMI is covered exclusively by this rule.

MR. BICKWIT: That is right.

CHAIRMAN HENDRIE: Which would be a much narrower interpretation than the one the staff proposes?

MR. BICKWIT: That is right.

CHAIRMAN HENDRIE: All right. I guess that improves my understanding to the point where let me turn and ask if others would like to -- yes, John?

sion. I think that that is the description the way I had understood it all along. But I had shought that there was at least one place in here where it mentioned explicitly that these are additional requirements, and I was kind of puzzled by how you could read the conclusion that you reached.

MR. BICKWIT: How we could read the other conclusion?

Well, in the preamble, page 12, it says, "The Commission has concluded that the requirements contained in this rule are necessary and sufficient response to the accident at Three Mile Island with respect to these applications."

COMMISSIONER AHEARNE: Read the next sentence.

MR. BICKWIT: Yes, I know. That sentence, when read in conjunction with the next sentence, I think, creates an ambiguity, "Satisfaction of the requirements of this rule, together with all other applicable regulations, will entitle

applicants to receive a construction permit or manufacturing license."

If you read those two sentences together, one reading —
in fact, the reading that half of our office gave it, was that
the first sentence talks about the Three Mile Island situation,
the second sentence says the other applicable regulations are
designed to deal with aspects not connected with Three Mile
Island. I find that — I find either interpretation as
acceptable as the other, and my understanding was that the
matter was being debated at the staff level as late as yesterday.
And so, apparently there was ——

COMMISSIONER AHEARNE: It wasn't debated in the technical staff.

MR. CUNNINGHAM: I think it was. I think the debate was what the technical staff wanted, not what these words meant. We are now in agreement that the words mean the way you read them, and that is what the staff wants.

MR. BICKWIT: I will stand on the proposition that it is not absolutely clear.

COMMISSIONER AHEARNE: Okay. I didn't want to argue this now.

John understands better. In the process of creating that understanding, we have now upset Vic. Vic, please go ahead and get yourself squared away, trying not to upset John and me. Peter,

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your chance will come thereafter.

commissioner Gillinsky: I have had trouble following this. It seems to me we have a set of requirements, if we approve these, or approve them in some other form. They, together will all the other regulations, become the set of requirements for a construction permit. Now, what needs to be added about TMI, or which regulations apply to TMI, or don't apply to TMI? This simply becomes the body of regulations that the Commission applies at this point.

COMMISSIONER BRADFORD: Let me just ask how the position on which all three of you have now agreed can be squared with the first two full sentences at the top of page 12?

MR. BICKWIT: I think they can be squared.

COMMISSIONER BRADFORD: As necessary and sufficient except for the other requirements?

MR. BICKWIT: As necessary and sufficient at this point, but nothing is ever put to bed in this world, and there will be additional thinking, and one of these days an additional requirement may come to mind.

information that we have not taken into account and you can come up and propose and ask for a new rule be promulgated, and he can draw on TMI experience just like any other experience.

COMMISSIONER BRADFORD: Well, first of all, the sentence says the Commission hasn't completed its review of the

TMI action plan, but it has now decided everything that you need to do in response. I must say I am not sure what that sentence means.

COMMISSIONER AHEARNE: A very good question.

COMMISSIONER BRADFORD: But having said it, I am not sure how one can make a statement about sufficiency.

MR. FURPLE: Well, what it literally meant was the fact that when you approved the action plan there were a subset of items in there that we called decision group C's, for which you did not approve the items. For instance, the nuclear data link is an item that is in the action plan that you approved for further staff development and further consideration on the part of the Commission. And as the months and years go by and the staff brings to you these items that were decision group C's, they either become rejected or they become approved items.

At that point in time decisions could be made about whether or not they apply to CP reviews, depending on when they arrive. By then plants conceivably might have their CP's. But that is what was intended here by saying the review is not complete, because there are items proposed for further consideration that have not yet been brought to you. It didn't mean that there was another subset of things they hadn't even thought of yet.

CHAIRMAN HENDRIE: Okay. It seems to me that the language at the top of page 12 might be usefully amplified a little

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bit to make that a little clearer, because I didn't catch that out of it. I also didn't eatch the point at all. I must have read much too rapidly past this. But if I had stopped to read it, why, I would have acratched my head over what it meant to say that the action plan review was not complete by the Commission.

I think if you just point out that, rather than saying just that, quitting there, that there are some elements in the action plan of a long range nature which the Commission has directed be subject to further study, and then will come back to the Commission for future decision, and it is not inconceivable that some of these might eventually affect the plants that this rule intends to apply to. But I don't think ——

COMMISSIONER GILINSKY: But I thought we decided to drop the necessary and sufficient Language.

CHAIRMAN HENDRIE: I don't know. It sounds great to me, but I would be glad to hear pro and con on it. We don't normally say that in our rules, I guess, is the point. Why is this one —

MR. BICKWIT: I would be inclined to go with that sentiment, because just as it confused our office, I think it could confuse a reader of the rule, and I think it would be best not to contain that.

COMMISSIONER AHEARNE: Well, where we were, as I read the staff requirements memo, was that OGC was to analyze the phrase "necessary and sufficient" and provide the implications and

options.

MR. BICKWIT: That is what our memo intended to do.

COMMISSIONER AHEARNE: But it didn't address the

necessity for the phrase "necessary and sufficient."

MR. BICKWIT: That is right. It does not. And one of the problems was that since it was unclear to us where the staff was going on this, we had some difficulty analyzing the problem against that backdrop.

But I would say, now that I understand exactly what the staff position is, I would be inclined to drop references to "necessary and sufficient."

MR. CASE: Mr. Chairman, could I make sure I understand the position expressed, that with or without that phrase, one cannot argue that there are additional requirements required on these plants because of Three Mile Island?

MR. BICKWIT: That is right.

MR. CASE: Irrespective of whether that phrase is in or not?

MR. BICKWIT: Yes. And it is on that basis that we would recommend dropping it.

CHAIRMAN HENDRIE: Which is another way of saying that it is the intent in drafting this rule that this rule, plus the existing regulations, constitute a body of regulations which, conformed to, would bring a project to the Commission's definition of adequate protection and so on, including TMI related matters.

MR. DENTON: Which seemed to be where we were three or four years ago with regard to the Commission's regulations at that time.

MR. CUNNINGHAM: That has always been the Commission's case law, in Seabrook and Maine Yankee, if you comply with existing regulations at any given time you are entitled to a permit or license.

MR. BICKWIT: The departure from that has come in the action plan policy statement with respect to OL licenses.

the adequacy of a particular piece of equipment at the CP stage, what is the board's normal reponse to that now? In the normal course of events, would they allow a contention about pressurizer design, or would they say that they should be resolved at the OL stage?

MR. DENTON: I guess it depends on whether it goes to the conceptual design or not. I think we would in general argue that the details of it are more appropriately taken up at the OL stage, but we do require at the CP stage sufficient showing of feasibility of a concept.

COMMISSIONER BRADFORD: And if the board agrees with you, what is the specific type of finding that they make? When they say something, a contention is appropriately deferred to the OL stage, what is the basis that they use for that?

MR. CUNNINGHAM: They wouldn't usually defer the

assurance that by the time of the OL you will have resolved the matter. In either case, OL or CP, the contention has to be framed in terms of compliance with existing regulations. But at the CP stage, you only require preliminary design information. the intervenor had a contention at the CP stage that you completely overlooked that and there is no indication you ever are going to look at it, that would be litigatable.

COMMISSIONER BRADFORD: Aren't there situations in which the intervenor is, in effect, attempting to litigate the final design type issues at the CP stage? Has that never arisen?

MR. CUNNINGHAM: Oh, I am sure it has ardsen, but I think the response is, final design is not a CP requirement, that will be litigated at the OL stage.

COMMISSIONER BRADFORD: And that is the basis on which the contention is dismissed.

CHAIRMAN HENDRIE: But I think not infrequently within a contention that, for instance — I don't know — ECCS doesn't meet all of the applicable regulations. It is not infrequently they will get off into an argument on a particular element in which, by the time you finish driving down, why you have darn near set final design parameters, or at least requirements to be met.

So, in some aspect, why, I think you can end up arguing a pretty detailed area, not over the whole design, because

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it isn't practical to present that, but on some element of the thing.

Okay. Other comments? What is the feeling on "necessary and sufficient"?

COMMISSIONER AHEARNE: Len, when you have this statement, how would you -- would you just strike the terms "necessary and sufficient" so it would say, it is concluded the requirements contained in this rule are a response? This is on page 12, the second paragraph from the bottom.

MR_BICKWIT: I have no problem with leaving that in the supplementary information, although I would like to clarify it so as to eliminate our misconception. As far as the rule is concerned, I would not put it in there.

CHAIRMAN HENDRIE: Okay, page 13, (e), additional TMI related requirements. One would modify by simply striking the last sentence?

COMMISSIONER AHEARNE: You wouldn't leave it, it is determined that these are the additional requirements, to account for lessons learned? In other words, you would strike all allusion to Three Mile Island?

CHAIRMAN HENDRIE: Well, that remains in the title.

That is what the title of (e) is, "Additional TMI Related

Requirements."

COMMISSIONER AHEARNE: And you conclude that -- I just want to make sure I understand -- you conclude that striking all

of that still would remove the possibility for argument that there are additional requirements?

MR. BICKWIT: That is right.

COMMISSIONER AHEARNE: Okay, I have no problem striking that.

CHAIRMAN HENDRIE: I don't have any problem with striking it. I guess my reason would be more that — not that I see it particularly obnoxious within the context of 50.34(e), but since it is a notable difference from the way in which the rest of the regulations of the Commission are framed, it always raises the question of why does this one read in this different fashion, what does that mean for this one, and what does it mean for all of the others, does that mean all we have is "aren't necessary and sufficient". We may as well just save all of that discussion.

Vic?

COMMISSIONER GILINSKY: That is fine.

CHAIRMAN HENDRIE: Peter?

COMMISSIONER BRADFORD: Well, I am all for striking it.

MR. BICKWIT: Then I guess I would change page 12 so that it read, "The Commission has concluded" ---

CHAIRMAN HENDRIE: This, plus the others, yes.

MR. BICKWIT: "The Commission has concluded that the requirements contained in this rule, together with all other applicable regulations, are necessary and sufficient response to the accident at Three Mile Island." And then, "Satisfaction of

the requirements of this rule, together with all other such regulations, will entitle applicants to receive a construction permit."

COMMISSIONER GILINSKY: What are you reading from?

CHAIRMAN HENDRIE: Page 12, the second to the last

paragraph. He is trying to make clear this point about --
MR. BICKWIT: The point that was never unclear to you.

COMMISSIONER GILINSKY: Why would we leave it in there?

Why would we leave that "necessary and sufficient" business on

page 12?

MR. BICKWIT: Well, it just seems to me that this is a reasonable characterization of what the Commission is doing. It tells the story of what is happening, as often is the purpose of supplementary information.

COMMISSIONER GILINSKY: I would strike it there, too, for the same reasons that Joe raised. We just have not tended to use this sort of language. These are the requirements which we are imposing.

CHAIRMAN HENDRIE: But in order to carry the thought clearly, you have to say someplace out here in the supplementary information that it is the Commission's view that this new rule, plus the existing regulations, together form a set of regulations, conformance with which meets the requirements of the Commission for permits and so on.

COMMISSIONER AHEARNE: Why don't we just say it that

way and the 'olve all of our problems?

CHAIRMAN HENDRIE: Or edited suitably to get where you want to go, and to make clear, and to avoid any of the kind of ambiguity that you read into the thing before about our contentions, TMI contentions limited just to this rule.

MR. BECKWIT: Although I must say, it may erop up when we are picking up language from the policy statement applicable to the NUREG document as it relates to this subject. You don't want it in there at that point.

COMMISSIONER AHEARNE: I guess you will have to craft around it.

CHAIRMAN HENDRIE: I am not sure that since it is framed in the policy statement, that you have the same problem.

MR. BICKWIT: I think it adds something as it is phrased in the policy statement. It is not implicit.

CHAIRMAN HENDRIE: All right. We will simply have to see the language and see how we digest it.

MR. BICKWIT: In essence, you would be saying that compliance with the NUREG document would be necessary and sufficient to comply with the rules.

CHAIRMAN HENDRIE: Well, never mind. Let me see if I can summarize what needs to be done to get to the next step.

You had a couple of errata, you will fix those. At the top of page 12, the business about the Commission has not completed its review of the TMI action plan, you will amplify to

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make clear what the meaning is there.

The second to last paragraph on page 12 will be adjusted, the legal office, you can collaborate to find some set of language which makes clear the thrust of the discussion here this morning at this point.

You will build in some suitably adopted policy statement language. The aim there was to provide the Commission's blessing on 0737 and now 0718, at least to the same extent that was expressed in the policy statement.

Now, that would get us a not very extensive modification of the 81-20B paper.

MR. PURPLE: Just for completeness, on page 13 we were going to delete that one sentence from the rule itself.

CHAIRMAN HENDRIE: Yes. And on page 13. In fact, so far, except for the errata items, that is the only change we have made in the draft rule, as yet.

Now, can I ask the Commissioners to give me their best guess at what other points of discussion they want to cover on this rule before we finally bring outselves to a vote on it to see whether we have a proposition on which the Commissioners can agree?

Obviously, the manufacturing license in or out question,
I regard that as given in that discussion. But now, what the elements? Peter?

COMMISSIONER BRADFORD: I would like to understand how

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the actions, or mather the studies proposed in here will play themselves out as a practical matter, what the staff plans to do about reviewing those studies, and to the extent necessary, imposing requirements based on the studies on the plants, whether this will be done in the context of the operating license review, or whether it will be done as the work goes along.

CHAIRMAN HENDRIE: Okay. Anything else? I assume you will participate in the manufacturing license discussion. Any other items particularly?

COMMISSIONER BRADFORD: No, none that don't fall under that general topic.

CHAIRMAN HENDRIE: All right. Vic, what strikes you?

COMMISSIONER GILINSKY: Well, I would not like to vote
on this today. I would like to explore some of the —

CHAIRMAN HENDRIE: No, we are not going to vote on it.

You have already sent us a note saying you would prefer not to

come finally to a decision on it, and we have some language

adjustments which we would all like to see how the words come out

and perhaps discuss them and adjust them a little before we come

to final votes. All we are trying to do here is to anticipate

so far as I can the principal items that Commissioners would like

to thrash through before we do come to a vote.

COMMISSIONER GILINSKY: There are a number of items.

One is on purging. I think I will have some more questions about the hydrogen control features of the rule, and also about the

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business of leaving open an option for possibly venting the containment. And I think I also want to be clear on what is going to be done with the various studies, and the point Feter raised.

CHAIRMAN HENDRIE: Did you have some people looking at containment pressure?

COMMISSIONER GILINSKY: Yea.

CHAIRMAN HENDRIE: Are these your high pressure consultants or your low pressure consultants?

COMMISSIONER GILINSKY: High powered consultants.

MR. BRADFORD: They tend to come on when the pressure goes up, so I think they are the high pressure.

CHAIRMAN HENDRIE: John?

COMMISSIONER AHEARNE: Oh, I think those are enough subjects to occupy us. I am prepared to vote now.

COMMISSIONER GILINSKY: I also would like to be a little clearer on precisely what is required of these plants over and above what is required of the plants coming up for operating license.

MR. PURPLE: The current OL's?

COMMISSIONER GILINSKY: Yes.

CHAIRMAN HENDRIE: All right. Could I ask the staff
to please stop by and see you for a quick rundown on these
subjects, just so that they can get perhaps a little better idea
of the sort of things you would like to probe, and we will be
scheduling this paper for further consideration as I can find a

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good time on the agenda. I would like to keep pushing it along, perhaps the latter part of next week. And what I will ask is for the staff to please make the changes we have enumerated in the paper and get us down something with the new language in it.

I think the discussion Commissioner Bradford would like to hear about where the studies go and how they fit in and where it all works out, I think that is clear enough. I think some of Commissioner Gilinsky's points of interest are clear enough, but I think it would be useful for you to stop and talk to him a little bit about some of the others.

If you have any in particular you would like to get on this list, John —

COMMISSIONER AHEARNE: Well, all I was going to ask is, is there a possibility that we could use some of the time this morning, since we are all here and they are all here, to perhaps get some of that answered?

CHAIRMAN HENDRIE: Well, I will tell you what I wanted to do with the time, John, the remaining time this morning. I think we are going to lose tomorrow's meeting, and I would like to shove from this subject over to continue the meetings we have been having on how do we get ourselves out of the licensing pit; in particular, we have to form some answers to some questions for the Congress, which have to go a week from today, and we are going to be hard put, I think, to have adequate Commission time together on some of these. We may have to make individual answers,

otherwise, to that query, and I am against that kind of duplication, if we can avoid it. And since we can't -- I don't think we can ask for a final vote. I am ready to vote -- I would be ready to vote on it, pending a look at the language changes, but that isn't worthwhile. Others may not want to do that.

make, in the interest of continuing to roll the rock up the hill, is to the extent items haven't been raised at this morning's meeting or placed in contraversy, if you will, there is no reason for that part of the staff that is working on CP's not to begin to move forward on whatever work is necessary for the proceedings they are involved in based on what you all are proposing to do.

COMMISSIONER AHEARNE: I think the principal action that is needed at the moment is a Commission final rule, so that the license applicants who are waiting out there to respond ——

CHAIRMAN HENDRIE: The problem is going to be -- well, it is not out of the question for the staff to go out to the CP applicants and say, look, it looks as though the provisions will come down something like this, why don't you answer the questions.

COMMISSIONER BRADFORD: I wouldn't have suggested that the applicants start doing work yet. I think that is a little too uncertain. I thought that to the extent there was staff work that would follow immediately from the adoption of the rule, to the extent that there are areas that don't seem to be in controversy, they might as well start doing them.

CHAIRMAN HENDRIE: I would certainly support that, Harold, if there are things you can do along the lines, because I think we are coming reasonably close here.

Okay, when we meet again we will hope to take up these particular items that Commissioners have suggested, and possibly, hopefully, come to a decision.

I would like to take us without a moment's hesitation back to the discussions of either yesterday or the day before. We were pacing our way and John was taking us down through a March 3rd paper from OPE and OGC.

Okay, a two minute recess to grab necessary papers. (Whereupon, at 10:50 a. m., the meeting was concluded.)

NUCLEAR REGULATORY COMMISSION

This is to certify that the attached proceedings before the

in the matter of: DISCUSSION OF SECY-81-20/20A - POLICY OND PROCEEDIN WITH PENDING CONSTRUCTION PERMIT AND MANUFACTURING APPLICATIONS Date of Proceeding: March 5, 1981	G
Docket Number:	
Place of Proceeding: Washington, D.C.	
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Official Reporter (Typed)

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