ORIGINAL ACRST-1995

OFFICIAL TRANSCRIPT OF PROCEEDINGS

Agency:

Nuclear Regulatory Commission

Advisory Committee on Reactor Safeguards

Title:

405th General Meeting

Docket No.

LOCATION:

Bethesda, Maryland

DATE

Friday, January 7, 1994

PAGES: 238 - 281

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PUBLIC NOTICE BY THE UNITED STATES NUCLEAR REGULATORY COMMISSION ADVISORY COMMITTEE ON REACTOR SAFEGUARDS

	Terrore	-77	1004		
DATE:	January	19	1334		

The contents of this transcript of the proceedings of the United States Nuclear Regulatory Commission's Advisory Committee on Reactor Safeguards, (date)

January 7, 1994, as Reported herein, are a record of the discussions recorded at the meeting held on the above date.

This transcript has not been reviewed, corrected or edited, and it may contain inaccuracies.

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1	UNITED STATES OF AMERICA
2	NUCLEAR REGULATORY COMMISSION
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4	ADVISORY COMMITTEE ON REACTOR SAFEGUARDS
5	
6	405th GENERAL MEETING
7	
8	Nuclear Regulatory Commission
9	Conference Room P-110
10	7920 Norfolk Avenue
11	Bethesda, Waryland
12	Friday, January 7, 1994
13	
14	The meeting convened, pursuant to notice, at 8:30
	The meeting convened, pursuant to notice, at 8:30 a.m., J. Ernest Wilkins, Chairman of the Committee,
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14 15	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17 18	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17 18 19	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17 18 19 20 21	a.m., J. Ernest Wilkins, Chairman of the Committee,
14 15 16 17 18 19 20 21 22	a.m., J. Ernest Wilkins, Chairman of the Committee,

1	PARTICIPANTS:
2	E. WILKINS, Chairman of the ACRS
3	J. CARROLL, Vice-Chairman of the ACRS
4	C. WYLIE, Member of the ACRS
5	H. LEWIS, Member of the ACRS
6	I. CATTON, Member of the ACRS
7	T. KRESS, Member of the ACRS
8	W. LINDBLAD, Member of the ACRS
9	P. DAVIS, Member of the ACRS
10	R. SEALE, Member of the ACRS
11	W. SHACK, Member of the ACRS
12	J. LARKINS, Executive Director of the ACRS
13	S. DURAISWAMY, Designated Federal Official
14	J. SNIEZEK, NRC/EDO
15	J. MILHOAN, NRC/EDO
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PROCEEDINGS 1 2 [8:30 a.m.] MR. WILKINS: The meeting will now come to order. This is the second day of the 405th meeting of the Advisory 4 Committee on Reactor Safeguards. During today's meeting, the committee will discuss and/or hear reports on the 6 following: one, preparation of ACRS reports; two, future 8 activities; three, report of the planning and procedures subcommittee and four, reconciliation of ACRS comments and recommendations. In addition, the Committee will meet with Mr. Sniezek, Deputy Executive Director for Nuclear Reactor Regulation and Regional Operations and Research and Mr. Milhoan, who will succeed Mr. Sniezek in February, to 14 discuss items of mutual interest. 16 A portion of today's meeting will be closed to discuss organizational and personnel matters that relate 18 solely to the internal personnel rules and practices of this advisory committee and matters the release of which would 20 represent a "learly unwarranted invasion of personal privacy. 22 This meeting is being conducted in accordance with

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the provisions of the Pederal Advisory Committee Act.

official for the initial portion of the meeting.

Mr. Sam Duraiswamy is the designated federal

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1	We have received no written statements or request
2	for time to make oral statements from members of the public
3	regarding today's sessions. A transcript of portions of th
4	meeting is being kept and it is requested that each speaker
5	use one of the microphones, identify himself or herself and
-6	speak with sufficient clarity and volume so that he or she
7	can be readily heard.
8	We will now go off the record and take up item
9	one, the preparation of ACRS reports.
10	[The following committee discussion proceeded off
11	the record.]
12	[Brief recess.]
13	[10:20 a.m.]
14	MR. WILKINS: Let's reconvene the meeting. Do we
15	have all the members? I guess Charlie will be downstairs
16	shortly. The agenda item we have at this time is an
17	opportunity to meet with the Deputy Executive Director, Mr.
18	Sniezek, who as you know will be retiring from a very
19	distinguished career early next month and we have an
20	opportunity to meet his successor, Mr. Milhoan who has been
21	designated as his successor and I presume will succeed him
22	in February.
23	I visualize this as a fairly free-wheeling
24	discussion, Jim. You talk about whatever you want to talk
25	about and maybe some of the members of the committee will

- 1 have some things they would like to talk about that are not
- on your agenda but that is okay, too.
- 3 MR. SNIEZEK: Great. I appreciate the opportunity
- 4 to come down here as a farewell meeting with the Committee.
- 5 In the future you may see me sitting back there someplace
- 6 occasionally. Who can tell? But I am very satisfied to be
- 7 leaving the Commission at this time after I have been here
- 8 about 25 years with the Commission.
- 9 There are two topics I really want to chat with
- 10 you about that were on my mind. One of them is the
- 11 direction the staff is heading and some of my personal views
- 12 on it and the second one is the ACRS interaction with the
- 13 staff.
- I am going to be ver candid in everything I say.
- 15 I usually am and I will just get started. I was reflecting
- on my career with the agency and I started in 1969 in the
- 17 Atomic Energy Commission as an inspector in our Region III
- 18 office so I have come through all the different layers and
- 19 the different offices in my career and I have seen may
- 20 changes in the way we do things during that time frame, some
- 21 of the good things we do and some of the stuff that we do
- 22 that isn't too good during that time frame.
- I was reflecting on my first inspection where I
- 24 was going out with a seasoned inspector when I was in
- 25 training and we went out to Big Rock Point in 1969, October,

- and it was the first time I had been in a commercial nuclear power plant control room.
- I walked in there and the operators were sitting
 there, feet up on the desk, reading the newspaper and taking
 life fairly easily and I said to myself, "That is not the
 way we operated in the Navy or at least that wasn't the way
 we were supposed to operate in the Navy" and I asked the
 inspector I was with, "Is this acceptable?" He said, "Yes."

I went back and asked my boss, I said, "Is that acceptable?" He said, "Well, yes, if anything goes wrong the annunciators will go off and then they can go and respond to them." That is was in 1969.

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In the 1971 time frame, I met and had interfaces with Glen Reed who you all know quite well, a man I have a lot of respect for as a plant manager and the good work he did up there, and at that time we were starting to push more in the line of procedures.

I remember hammer clawing with Glen, "You have to get procedures, Glen," and he said,, "Our people are trained, I have a stable staff, they know what they are doing, et cetera." Well, after a lot of haggling over a year or year and a half we got to the annunciator response procedures and Glen said, "Well, you will be happy to know I have annunciator response procedures." I said, "Great, I am

1 going to go take a look at them."

He did have annunciator response procedures for each annunciator. It said, "acknowledge the alarm and

[Laughter.]

inform your supervisor."

MR. SNIEZEK: That was it. Then we got into more debate after that. Just to show you where we have come, I don't think what was in existence then was good enough but I look at where we are now and in the late 1980's and early 1990's, I saw plant procedures and I started to hear a term creep into our vocabulary called "verbatim compliance."

I started getting concerned with that term because if you look the words up in the dictionary it says, "word-by-word, you do exactly what it says." Well, I think you can get into a lot of situations in a nuclear power plant where you can't do things exactly the way it says and if the operators and the people who run the plant think that if they just have verbatim compliance they are home free and they are not going to be challenged, I think that could be a safety problem.

So it made me think, have we gone too far and in the NRC management we started saying, "should we start striking that word from our vocabulary, the 'verbatim compliance.'" Sometimes a senior nuclear executive in a utility would come to us and say, "We insist on verbatim

- 1 compliance" and I would challenge him on it. What does it
- 2 mean and then we would have a discussion on it because I
- 3 think you can push too far with the literal meaning of the
- 4 word.
- I think we in the agency ought to sit back and
- 6 take a look at everything we are doing and say where is the
- 7 right balance? Where should we really be? Have we gone too
- 8 far in some areas?
- 9 MR. WILKINS: Jim, do you ever worry about whether
- 10 verbatim compliance slides into malicious compliance?
- 11 MR. SNIEZEK: That could happen, yes.
- MR. CATTON: I had a guy working for me like that.
- 13 MR. WILKINS: Yes.
- MR. SNIEZEK: I have just caused a big problem
- 15 because I followed your procedures that you want me to do.
- MR. WILKINS: It is your procedure.
- 17 MR. SNIEZEK: And you can't criticize me now,
- 18 right.
- 19 MR. CARROLL: In fact, exactly that happened at
- 20 Palo Verde recently with a steam generator problem. As we
- 21 understand it, the operators all knew they had a steam
- 22 generator tube leak but followed the procedures. It didn't
- 23 get them into any particular trouble.
- MR. SNIEZEK: The one that we get into with a lot
- of discussion among NRC staff is the one, you know, we worry

- about making sure we get enough water in that core and when you turn off your high-head safety injection pumps, do you wait until after you lift your PORVs and when do you turn them off. That is the thing, I think, that we in the NRC 4 have to wrestle with and the utilities really have to wrestle with to make sure we are really doing the right 6 thing and we are setting the line at the right level. It is a very tough issue in my mind. 8 MR. LEWIS: It was an issue at Three Mile Island, 9 a major issue there. 10 11 MR. SNIEZEK: Yes. I see some other serious management challenges ahead of us. Two of them that I see, 12 we have them today, they are not just ahead of us. One of them is maintaining the technical competency of the staff. 14 It is a serious issue. We are concerned about it and the Commission is concerned about it. I know the ACRS has 16 raised that as an issue. 17 18 I believe that today our staff is better as far as 19 understanding operations of the facility, integrated operations, and their system knowledge than they have ever been. Part of the reason is we have gotten a lot of 22 resident inspectors into more senior positions, people who
 - Around the TMI time frame we couldn't find duty

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have lived in the plants more that really understand what is

happening plus our training program down in Chattanooga.

- 1 officers to man the phones that understood what the
- 2 operators were telling them on the phones as far as what was
- 3 happening. That is not the situation today. We have
- 4 improved a lot in that area. So I think from that
- 5 standpoint we are in pretty good shape.
- There are other specialist areas where we have to
- 7 keep working and getting more talent, the I&C area, the
- 8 Thermal Hydraulics area, things that we haven't paid as much
- 9 attention to in the last seven or eight years. There are
- 10 probably some other specialist areas where we have to really
- 11 get on top of it and that is something that the management
- 12 is committed to do.
- 13 It used to be the way to get ahead in this agency
- 14 was through the management ranks. I believe you know that
- 15 we have established a new career path for the technical
- 16 people, people who aren't interested in being managers, the
- 17 Senior Level Service, where the pay level is comparable to
- 18 the SES pay level. It goes above the standard GS pay scale.
- 19 We have now have the Senior Fellowship Program and
- 20 the Fellowship Program which we have underway and we haven't
- 21 gotten a lot of takers yet on that but there are other areas
- 22 that we have to explore to get top talent into this agency.
- 23 The other challenge is making sure that our
- 24 regulatory programs are implemented in the manner that the
- 25 senior management of the agency wishes them to be

- implemented or at least believes they are being implemented.
- 2 Our wishes are not always coming true. We find that many
- 3 times when we have senior NRC management interfaces with
- 4 senior utility executives we are talking on the same plane.
- 5 We reach agreement on things that make sense.
- But somehow on the translation on the utility side
- 7 down into the staff and the NRC side down into the staff it
- 8 is a different playing field that is worked out and
- 9 different things are being done. They are not being done
- 10 the way we think they were being done. So it is an area
- 11 that we really have to be on top of.
- 12 One of the things we are undertaking right now is
- 13 trying to flatten the supervisory chain within the NRC. We
- 14 are looking to change our supervisory to staff ratio
- 15 considerably. It is about a one to 4.5 right now. Over the
- 16 next three years, we hope to get it to a one to eight ratio.
- 17 That will be tough to do. Right now the regions
- 18 are looking at a reorganization of the regions trying to cut
- 19 out a whole layer of management or supervision in the
- 20 regions. NRR and Research are looking to do the same thing,
- 21 You will probably see fewer section chiefs and fewer branch
- 22 chiefs and fewer divisions, a better integration of our
- 23 functions.
- 24 That is just in the starting points right now but
- 25 that is one of the things we are going to try to get a

closer communication chain within the agency itself.

As you recall back in the early eighties we did a regulatory impact survey led by Jim O'Reilly who was a regional administrator at the time and then in the late eighties we did another one led by Bert Davis who was our Region III administrator at the time.

We got a lot of good feedback during those reg impact surveys. It resulted in some relatively significant changes to the way we did business but most of it was in the field area, the area of our field operations and we really didn't go far enough in what we were doing.

It addressed primarily the way we did inspections, the training of our inspectors, a marked decrease in the number of bulletins and generic letters that were going out. It brought about the backfit rule and we started giving more credit for licensee self-assessment. That was a good starting point but it really didn't go far enough.

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I believe what we have just done recently and the Committee has been briefed by Frank Gillespie on the regulatory review group efforts is a much broader step that we did back in those days and it is the starting point. It is the jumping off point for more look-see on how we really do our business in this agency.

The reg review group came out with very good recommendations as far as it went as far as how we can

better balance our programs, give more latitude to utilities

make decisions without our upfront overview, give them

3 the flexibility to do things.

We can always look at things to make sure they are okay from a safety standpoint and a regulatory standpoint but we have to recognize and give more leadership to the industry, let them take charge.

I have had a lot of discussions with NUMARC on that issue and I think it is a role that they relish from the utilities standpoint that they get more flexibility. I think the agency has to sit back. We were very doubtful whether some programs would work years ago like the training and accreditation program that INPO kicked off many years ago.

I think that is a success story. I think it was through their efforts that the industry really improved its training and its qualifications of its people, much better than we could ever have done by rulemaking in that area. They took the leadership role. It was their program and they did it.

Our staff has sat back now over the years and said, "Yes, that is right. They are the ones that got it done." The same way with the ALARA program, it was the industry efforts that really set the stage for that with dose reduction and cleaning up contamination and really

- 1 reducing that problem out in industry.
- I think the working together efforts on the
- 3 maintenance regulatory guide is also very important.
- 4 Industry didn't want a rule. We didn't want a rule. The
- 5 staff didn't. We got a rule.
- 6 MR. CARROLL: ACRS didn't want one.
- 7 MR. SNIEZEK: We are going to develop a reg guide.
- 8 We have a draft reg guide and the industry said, "Let us
- 9 take a shot." We worked with them. It worked. We endorsed
- 10 their document as far as doing maintenance. They did a V
- 11 and V program out there. The feedback I get at least
- 12 through NUMARC is that the utilities are pretty satisfied
- 13 with it. They think it will work and it won't cost them a
- 14 lot of money. In fact some of said that it has improved our
- 15 programs, just those that went through the V and V program.
- I think those are examples of where we can work
- 17 with the industry, let them take the leadership role, judge
- 18 what they do and then step back and watch them do the job.
- A big area that we want to build off of what we
- 20 did with the maintenance reg guide area is the QA program,
- 21 the graded QA. We have all heard the stories, the \$300.00
- 22 set screw and the \$500.00 lock washer, and they are true,
- 23 but how did we get there?
- 24 Appendix B doesn't require that. Appendix B talks
- 25 a graded approach. What happened in the 15 years of

1	implementation	that got	us to where	we have	these \$300.00
2	set screws and	the lock	washers, et	cetera?	Something is
3	wrong.				

I sent a letter to Joe Colvin yesterday saying
that we set up a senior NRC steering group on this issue
similar to what we did in the maintenance arena and asked
Joe, I said, "Let's work together and have industry take the
lead. How should we address this issue? How should we get
back to where the industry is really implementing a graded
QA program, not a full-on or full-off type program which is
very expensive in driving up a lot of the O&M costs." So
that is underway and the staff is very receptive to that.

I think in the area of rulemaking we can streamline the rulemaking process. It is ridiculous that it takes as long as it takes to get rules out where we really believe and justify the need for a rule.

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One of the things that we are going to be doing is before a rulemaking is initiated in any shape or form, it would be the senior management of this agency that says, "Yes, we need a rule. We want to look at the initial structure, the principles that should be in the rule, whether it is a performance based rule or a prescriptive rule or something in between and will pass the backfit rule test when it is done."

Let's not wait until we are done and work for two

1	years and then look at backfit. Let's look at the front
2	side to see if it is going to pass it or not and make our
3	best judgment and then if it is not going to pass it, let's
4	drop the effort, that it isn't worthwhile. But if it is
5	going to pass it, then let's go forward.
6	One of the things Research is supposed to be
7	working on right now, the Office of Research, is to get a
8	rulemaking and I am going to use an in-vogue term, "re-
9	engineer the rulemaking process," but get it down to 12 to
10	18 months instead of two years or two and a half years or
11	even three years. If it is worthwhile doing, let's get on
12	with it and do it and not drag it out.
13	Now in doing that I think they may come forward to
14	ACRS and meet with the Committee and say, "What is a better
15	way to interact with ACRS?" Normally we interact with ACRS
16	after the staff's ideas all gel, our feet are set in cement,
17	it is probably not completely hard yet, but then we come
18	down.
19	MR. CATTON: But damn close.
20	MR. SNIEZEK: Damn close.
21	[Laughter.]
22	MR. SNIEZEK: You give us suggestions and we
23	react, "Oh, no." Is there a better way of doing business?
24	I would hope that John and his staff and Mat and the offices

can start working out processes by is there a better way of

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1	doing in our interaction on some of these very important
2	issues on the front side so we get your views on the front
3	side.

I don't know if that compromises your role of independence or not. It is something that you are going to have to wrestle with and look at but we have to look at a better, more efficient and effective ways of doing our business, I think, from the staff's side. So that is something that we may be interfacing with you on, is there a better way that we can interface with you.

Cost beneficial licensing actions. That was one of the big things that came out of the reg review group's study. They picked four licenses. They looked at them and they said, "Hey, there are reporting requirements in here. There is stuff in here that shouldn't be in these licenses. They shouldn't be in the tech specs."

All the utilities, they should be looking at their tech specs and licenses for those issues. Tom Murley has committed to devote resources for cost beneficial licensing actions. It used to be if it wasn't improving safety or affecting safety it was at the bottom of the heap as far as staff priorities and resources. Not the case.

There are going to be people devoting time to that and it is a very important issue and it is something that the senior management of the staff has to keep an eye on to

make sure that it keeps getting done and it is something
that the utilities, the ball is in the utilities' court to
come out and identify them, bring their cases forward and
let's get on with it and get rid of some of the stuff that
doesn't have to be in there.

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- I think we look in our rule area and in our plan area and you take a look at QA plans, security plans, emergency plans, fire protection plans, we have rules on all of those areas.
- Meanwhile, the way we are implementing the utility
 developed a plan and came in. Then our rules said that you
 can make changes as long as it doesn't reduce the
 effectiveness but we never defined what effectiveness was in
 those areas. We have to define that.
 - What I envision is something similar to the 50.59 process which has to be out there where the utility makes a judgment and if it is within those criteria, they go make the changes and they tell us as part of their periodic report or whatever.
 - We have inspectors. We can always look at it if we want to see if we are concerned about what they did but we have to give them more flexibility to run their own operation because there is a hesitancy for the utility to come in here with an amendment because they don't know when it is going to get acted on and we just have to change the

way we do business in that area. So that is one of the big things in my mind that has come out of the reg review group report.

Also, I think we have to look at doing things differently in our inspection program. I know NRR is looking at that right now. Through the assessment that Tom Murley's people did of the implementation of the inspection program in the regions, we found that a lot of what we classify as good performers by whatever measures we use which I know is in debate in some corridors, whether they are the right measures or not, but they are getting too much inspection effort.

The reason why they are is because we expect to get a certain percentage of on-site inspection time from all our inspectors. Well, the industry is getting better and we are insisting on a certain amount of inspection time from our inspectors and the poor performers are getting enough inspection effort. In order for the inspectors to get their on-site time, guess where they go? The good performers.

So it is being looked at and maybe we should be reducing our inspection forces and applying those resources someplace else. A very careful look is being taken at that. I think we have to give and we are giving more leeway to licensees who have good self-assessment programs. I think that is a very important concept and we should give them

1 credit for it.

In how we do our team inspections, we are using
that today and we have to look at even our broader
application. Something as radical as we have no individual
inspectors that go out and maybe that is a concept.

You have the resident inspectors and maybe once a year or twice a year you do an integrated team inspection where you take an integrated look at a station instead of a piecemeal look where you have a good qualified team leader out there that can integrate and decide what is important and what isn't important and not have a lot of individuals go out.

We might have a bigger safety pay-off and would probably be less burdensome on the industry. We have to examine those different ways of doing business.

As far as the implementation of the reg review group report, the implementation plan is on the EDO's desk right now for signature. I would hope that it would go to the Commission today. We met with the office directors and regional administrators. We have very good senior management support for the recommendations.

The recommendations in the reg review group report, I would say about 95 percent are going to be implemented virtually the way they were in there. There are some minor changes and on a pretty tight schedule. I fought

- 1 for and won on putting very tight schedules in there on a
- 2 lot of things.
- A lot of things you can just go out and do. You
- 4 don't have to study it any further, just go out and do it.
- 5 MR. WILKINS: And you don't have to modify any
- 6 regulations.
- 7 MR. SNIEZEK: You don't have to modify
- 8 regulations. Do it. You can do it by a letter telling the
- 9 utility saying, "You don't have to do this any more" or "Our
- 10 policy has changed." Other things, it might take a little
- 11 more work to get the right twist on things.
- MR. CARROLL: I am a little surprised, Jim, that
- 13 the 95 percent are going to be implemented as recommended.
- 14 I guess I got the impression from some correspondence from
- 15 some of the offices that I saw several months ago that there
- 16 was a lot of opposition to many of the recommendations.
- 17 MR. SNIEZEK: There was at one time.
- 18 MR. CARROLL: That has all been worked out?
- MR. SNIEZEK: We had a senior management meeting
- 20 and the final plan was worked out. There were some very
- 21 minor tweaks that I had to make to it and the regional
- 22 administrators to a person said, "Agree, support." But now,
- 23 it is like utilities give us plans to do something. Now it
- 24 is implementation time. Let's get on with it and that is
- 25 his job.

-	[Daughter.]
2	MR. CARROLL: Lucky you!
3	MR. SNIEZEK: But make sure they get on with it.
4	I am getting out just in time.
5	MR. LEWIS: We will have to see how they do the
6	counting. This could be 95 rabbits and five elephants.
7	[Laughter.]
8	MR. SNIEZEK: No. What we did in this plan, each
9	item is referenced back to the reg review group
10	recommendation and there is a schedule. There is a
11	priority. There is an office assignment and it is his job
12	to hold their feet to the fire so when he comes down to tall
13	to you next time if it is slipping, you will know who to
14	lean on.
15	That is an area where the ACRS and I don't recall
16	the details but as I remember in reading your letter of
17	about three months ago it said that it is okay as far as it
18	goes but you thought we should probably be going further as
19	I recall the letter. I think that is an area, if you as a
20	Committee think there are some areas where we need to put
21	more attention on what we are doing, it would be very
22	helpful.
23	MR. WILKINS: Hal, you ought to check my memory
24	but I think we said something like the devil is in the
25	details.

- 1 MR. SNIEZEK: That was in there, too, and I agree with that. MR. LEWIS: We wrote a very favorable letter 3 probably to everyone's surprise but we pointed out that you 4 5 have to implement it and we will see if you really do. MR. SNIEZEK: I agree with you and like I said, it 6 is a start. It is a good start. I think it is much better 8 than the reg impact surveys in that it has senior management support. Half-way through the study Dr. Murley started the 10 cost beneficial licensing actions stuff. We started the 11 ball moving in that area. Roy Zimmerman who was a division director out in Region V is now back in headquarters and he is leading that 13 14 effort for Murley and he is a good man. MR. CARROLL: Yes. 15 MR. SNIEZEK: He is dedicated to it. He has some
 - MR. SNIEZEK: He is dedicated to it. He has some very top-notch staff working for him, some of our better people working for him. But it has to be kept up there on the forefront.
- 20 MR. LEWIS: This is the wrong place to get hung up
 21 on this particular thing because we obviously will be
 22 talking about it but the central recommendation in our
 23 letter as I recall was that the regulatory review group
 24 recommendation that the entire philosophy of what the
 25 Commission expects from the licensees ought to change from

19

- 1 if you like, perfect compliance to compliance with spirit.
- 2 It was something like that and that can't be done by edict.
- MR. SNIEZEK: No. I agree with that. It can't be
- 4 done, there is nothing that can be done by edict.
- 5 MR. WILKINS: On the other hand, it is certainly
- 6 true that the philosophy that Jim has been talking about
- 7 today is along those lines.
- MR. LEWIS: No. I am listening to his philosophy
- 9 with great interest. I will match it against reality.
- MR. SNIEZEK: Exactly.
- MR. LEWIS: John Ahearne who was once Chairman of
- 12 this Commission likes to tell the Charlie Brown story in
- 13 which something bad happens to Charlie Brown and I have
- 14 forgotten what it was and Lucy says to him, "Well, Charlie
- 15 Brown, that is life. You win some. You lose some." and he
- 16 says, "Yeah, wouldn't that be nice."
- [Laughter.]
- 18 MR. SNIEZEK: There is one other area that I want
- 19 to touch on in the regulatory review group and I know it is
- 20 an area that is near to your hearts and it is the use of
- 21 risk assessment in the process. That is an area we have
- 22 been talking about for ten years at least and we have done
- 23 some things but we really haven't grabbed a hold of that
- 24 area.
- 25 Back about four or five months ago Tom Murley,

- 1 Eric Beckjord, Bob Bernero and Ed Jordan wrote a memo to the
- 2 EDO that says, "We are going to do it. We are going to get
- 3 on top of it. We are developing the plan" Well, the plan
- 4 is here, not down here but the time is now. The plan is
- 5 here.
- It is going to be briefed at our senior management
- 7 meeting in Dallas next week and I understand that the staff
- 8 is going to be down to brief the ACRS at your next meeting
- 9 if that ends up on the agenda. I know we proposed a
- 10 briefing in February for ACRS on that.
- I think it is an area where you can look with a
- 12 jaundiced eye on does it go far enough, does it really cover
- 13 issues that you may have in our regulatory process that
- 14 aren't addressed by it.
- I know I am going to be looking at the plan. It
- 16 is not finalized yet but I have a draft to make sure that we
- 17 cover all the areas that should be covered where risk
- 18 assessment could really be used and that should be a very
- 19 interesting discussion for the ACRS when that comes down
- 20 here and I think you can give some very valuable feedback to
- 21 the staff on that and I know you will.
- The second area I wanted to just touch on just a
- 23 little bit is the interaction with the ACRS. If I go back
- 24 to the 1990-1991 time frame I think we had a very strange
- 25 relationship between the staff and the ACRS, around that

1 time frame.

2 As a result in about a year and half or so ago or

3 a little bit more in the spring of 1992, Tom Murley, Ed

4 Jorgan, Eric Beckjord and myself came down here and we

5 chatted about a lot of technical issues, where we are going

6 and why we are going. I think there were a lot of

7 misunderstandings that existed and I thought that was a good

8 meeting and went a long way to correct some of the

9 misunderstandings.

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I met with Chairman Warl and Chairman Shewmon and Dr. Wilkins informally to hopefully improve our behind-the-scenes processes on schedules and agendas and getting materials down here and things of that nature. I thought they were very beneficial and the feedback I have gotten rightly or wrongly and if it wrong I am going to lean on Mat

16 is that things have improved and are going fairly good.

I think it is beneficial when the individual office directors come down here and share their views with you on where the staff is going and their program areas. I think that is very helpful.

I expect and I know that Jim will expect that Mat and John Larkins and the staff keep that good working relationship to get things done, to know where the hard points are and to work them out, to sand off the edges and keep things working smoothly.

	그래요 하는 사람들은 사람들이 되었다. 그는 사람들은 사람들이 가장 하는 사람들이 되었다. 그는 사람들은 사람들이 바다 그래요?
1	MR. WILKINS: Let me interpret you and say that
2	from our perspective we find those meetings with the office
3	directors very helpful and our policy or our plan at least
4	is to do it on a relatively frequent basis so that during a
5	given year, we will meet probably with Murley two or three
6	times because he is NRR and we meet with Beckjord almost as
7	often; with Jordan, somewhat less frequently and with
8	Bernero, occasionally. That is because of the way our
9	responsibilities are. Bernero probably meets with the ACNW
1.0	more frequently than he does with the ACRS.
11	MR. SNIEZEK: Right.
12	MR. WILKINS: But in general those are very
13	helpful from our point of view and I am glad to hear you say
14	that you think they are useful also from the staff's point
15	of view.
1,6	MR. SNIEZEK: I thought it was very useful sitting
17	down with the ACRS chairman and talk about improving the
1.8	informal process as well. It is very beneficial.
19	Sometimes the staff thinks we are doing things
20	that are supportive of ACRS when actually they are not and
21	we have to get that "ee" .ck and work it out. I think that
22	is where John and h aff and Mat play a very, very
23	valuable role in our interfaces.
24	MR. WILKINS: Let me just say this also for the

25 record that we are delighted to have Mat Taylor attend these

meetings. He has been just of superb assistance to us and I 1 don't know how often something like this will happen, "I wonder what is going on? Let's ask Mat." And Mat will know. He will know the answer to the question almost 4 immediately most of the time and within a half hour or an 6 hour all the rest of the time. It is very helpful to us to 7 have him here and I want to say that to you in his presence. 8 MR. SNIEZEK: I can mention here, too. Sometimes he comes back and beats up on some of the rest of the staff. 9 MR. WILKINS: That is okay, too. MR. SNIEZEK: When things aren't going right. MR. SEALE: Whatever it takes. 12 ME. WILKINS: Yes. MR. SNIEZEK: Let me mention something. I believe 14 there will always be a natural tension between the ACRS and the staff by its nature. I was reflecting on that a little bit and let me draw an analogy of our relationship. You are to us as we are to the licensees. The licensees are doing their thing and we come in and we say, "I don't like what you are doing" or we criticize them and there is that natural tension there. MR. CARROLL: Maybe that is why I have enjoyed 23 being on the ACRS.

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MR. SNIEZEK: And ACRS is the same way. The staff

[Laughter.]

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1	is doing something that hopefully we think is the right
2	thing to do and you say, "What are you doing?" So naturall
3	we are going to get little tensions flare up once in a whil
4	but I think the important thing is that even though we don'
5	always agree with each other, we deal with each other on a
6	professional basis, we lay it on the table and we hash it
7	out and we may end up disagreeing when we are all done and
8	that is fine. I have no problem with that.
9	You advise the Commission. The staff should
10	listen to you and take it into account and hopefully we do
11	take into account seriously what you tell us. Sometimes yo
12	disagree. Sometimes you don't think we do but we really do
13	MR. LEWIS: Only occasionally do you attack our
14	motivations.
15	MR. SNIEZEK: Right.
16	MR. WILKINS: And the "you" is usually a singular
17	rather than a "you" plural, only occasionally.
18	MR. SNIEZEK: And when we do, it is improper. We
19	should not do that. I want us to work diligently. I know
20	Jim will work diligently and I think we will keep a good,
21	relatively smooth working relationship but I am not too
22	surprised that there are tensions. Those are a couple of
23	things that I just wanted to mention while I was done here.

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MR. MILHOAN: No. I guess the only thing that I

Jim, do you want to mention anything?

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1	wanted to mention is that obviously I am very pleased to
2	succeed Jim Sniezek is his present job. In my earlier days
3	with the NRC on the NRC staff, I met very frequently with
4	the ACRS when I was in the Office of Standards Development.
5	Almost on a monthly basis I was down here as a staff member.
6	So I got to know the ACRS members very well and respected
7-	the members.
8	Mr. Wylie, I can still remember working with him
9	on different regulatory guides and Hal was part of that
10	effort. Since 1987 I have been in the regions in different
11	capacities going out to the regions in 1987 in Region IV as
12	a division director, reactor safety and then reactor
13	projects and moving to Atlanta, being the deputy regional
14	administrator in the Region II office and then having the
15	opportunity to move back to Arlington, Texas and be regional
16	administrator in July of 1992.
17	So I have had both the headquarters experience and
18	the region experience and I certainly am looking forward to
19	working with the ACRS on a variety of issues that will be
20	challenging to all of us in the future.
21	MR. SNIEZEK: Is there anything that the Committee

would like to bring up or discuss while we are down here and I will defer everything to Milhoan to fix if it is broken.

[Laughter.]

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25 MR. WILKINS: Oh, gee.

1	MR. LEWIS: I won't bring up the question of
2	personal motivations right now because we will get back to
3	that but it would be nice to have your advice on the
4	following kind of question in terms of relations between the
5	staff and the ACRS.
6	Admittedly we advise the Commission and that makes
7	us a little bit different from your relation to the
8	licensees because there is an extra level in there but
9	nonetheless we have a lot of interest in the staff
10	competence.
11	I am particularly pleased to hear you acknowledge
12	that there may be a problem maintaining the staff technical
13	competence. I would like to see that translated into
14	recruiting programs in the areas where there are weaknesses.
15	It is better than denying that there are weaknesses.
16	But on some technical things, for example, we will
17	be discussing later today a letter from the EDO to the
18	Commission on a subject and I don't want to go into it in
19	great detail but it is one on which we have been fighting
20	with the staff from time immemorial in which we have written
21	a number of Committee letters that says that the staff is
22	simply technically wrong in what they are doing.
23	I have sat in meetings with the relevant staff
24	members yelling at each other as we dragged them kicking and

25 screaming. Now we have a letter from EDO to the Commission

- 1 saying, "I don't know what the ACRS was worried about. We
- 2 came to this conclusion years ago." It isn't true. It
- 3 simply isn't true.
- 4 How should we deal with that? Forget it? Swallow
- 5 it? Go on fighting? Attack his motivations? How should we
- 6 deal with a thing like that?
- 7 MR. SNIEZEK: I don't think you should ever attack
- 8 the motivations of the EDO because I think they are strictly
- 9 honorable.
- 10 MR. LEWIS: I threw that in as something you could
- 11 reject.
- 12 MR. SNIEZEK: He may be wrong at times but not
- 13 because his motivations are wrong.
- 14 MR. LEWIS: Sure.
- 15 MR. WILKINS: Jim, do you know what letter Hal is
- 16 talking about?
- 17 MR. SNIEZEK: Sure. The trigger values.
- 18 MR. LEWIS: Right.
- 19 [Laughter.]
- 20 MR. LEWIS: Let the record show that I didn't put
- 21 that on the record.
- 22 [Laughter.]
- MR. LEWIS: I knew you knew what I was talking
- 24 about. How the hell can we handle a thing like that? We
- 25 dragged the staff kicking and screaming.

1	MR. SNIEZEK: You see, it depends on how far we go
2	back in history. There was a time and I won't disagree with
. 3	you that a time the staff may have been kicking and
4	screaming. The staff studied very hard how to do it.
5	Now the staff arrived at some time in their work
6	with the conclusion that it won't work. You can't check the
7	reliability on an individual diesel with any level of
8	confidence at all with the number of starts that you get.
9	It is my understanding that an ACRS consultant
10	worked that and arrived at the same conclusion. So at some
11	time I think the staff and the ACRS has agreed but maybe we
12	never said we agreed.
13	MR. LEWIS: In fact, you said quite the opposite
14	and actually what you heard about the ACRS consultant isn't
15	exactly accurate. I don't know where you got it from but it
16	doesn't even matter.
17	MR. SNIEZEK: But I think we are in agreement and
18	I think that is the intent of the EDO to say, "We agree and
19	we are going to strike it."
20	MR. LEWIS: He doesn't say we are going to strike
21	it because we agree. He says that we are going to strike it
22	to forestall further combat.
23	MR. SNIEZEK: Because we agree and there are words
24	in there that we don't need and we will take them out We

will take them out. We will get rid of them. It is not

important to safety. Those words aren't important to 1 safety. Let me go back and maybe not everybody knows this. 2 Individual commissioners like to see certain things done. MR. LEWIS: No! 4 [Laughter.] 6 MR. SNIEZEK: There was an individual Commission 7 that said, "We want a rule on diesel generator reliability, statistical." The staff said, "We don't want to do that." 8 Now how in we get around it? So the staff said to the Commission, "Let's in the maintenance reg guide" and diesels are covered by the maintenance reg quide, we didn't have to 12 single them out, but we didn't see the need for a separate rule. I am paraphrasing. It may not be exactly right but I 14 am telling you a very general understanding of the issue. 1.5 So we said, "Let's put language in the reg guide 16 that shows diesel generators are adequately covered under 17 maintenance but since we don't believe anymore even though 18 we may have at one time believed you could do it with any statistical rigor, let's put a footnote in there that says. 'No, it is not used as a measure of reliability of the 21 diesels'" and that is what we tried to do. 22 It is as simple as that, no more. There are no 23 other motives and nothing else but we don't believe that we need to say anything separate about the diesels because they 24

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are already covered by the maintenance req quide and the

1 maintenance rule.

2 They are getting more attention by the industry

3 than any other component out there. There isn't a lot more

4 that we have to do from a regulatory standpoint. So instead

5 of us keep saying that we are right and everybody

6 understands what it is and exchange of correspondence, we

7 are just saying, "Let's get rid of it. We don't need it.

8 We are creating an argument, the staff is creating an

9 argument that 'e don't have to be in so let's walk away from

10 it." It is as simple as that and as honest as that. I

11 can't say it any differently.

12 MR. LEWIS: We have a different reading of the

13 history but we will go through that in some detail at some

14 other time.

MR. WILKINS: I have that particular letter in my

16 hand right now and I don't know how much of Dr. Lewis'

17 concerns are influenced by the exact language of the letter

18 and how much by the substance of the letter. There is a

19 problem with language. There is also an additional problem

which is that this letter went from the EDO to the

21 Commission. Normally when we write a letter to the EDO or

2 to the Commission itself or the Chairman, I should say, the

23 Chairman directs the EDO to respond to the ACRS.

Now we have not received as a Committee, we have

25 not received the EDO's response to our letter and I don't

- 1 know whether he is planning to write one to us, whether he
- 2 considers that this is sufficient.
- MR. SNIEZEK: Let me tell you why it was done that
- 4 way. That is an aberration. The reason why it was done
- 5 that way is because at least one member of the Commission
- 6 that got the ACRS letter wrote a memo to the Commission with
- 7 a copy to EDO that said, "Let us direct the staff to remove
- 8 this from the reg guide." So the EDO went to the Commission
- 9 and said, "I am removing it from the reg guide." That is
- 10 what happened.
- 11 MR. LEWIS: Isn't this misleading because this
- 12 says that he is doing it out of the goodness of his heart.
- 13 He is doing it under direction from the Commission?
- MR. SNIEZEK: No. He hasn't gotten Commission
- 15 direction. He doesn't need the Commission direction. He
- 16 can do without it.
- MR. WILKINS: He just had a comment, an off-hand
- 18 comment. But the memorandum starts out by saying that this
- 19 memorandum responds to the letter dated December 14th from
- 20 Wilkins to Selin concerning these things and I don't believe
- 21 that it is a response to that letter. It may cover the same
- 22 topic. It may be that all he has to do to make a response
- 23 is to put my name up there instead of the Commissioner's
- 24 name.
- MR. SNIEZEK: I understand what you are saying.

1	MR. WILKINS: Perhaps we will get in due course
2	because it is fairly early, we don't frequently get
3	responses on this rapid a turnaround time and that is not a
4	compliant. That is simply an observation.
5	MR. SNIEZEK: The Commission was dealing with it
6	so the EDO gave the Commission information that he was going
7	to take it out.
8	MR. WILKINS: We don't need to get into a debate
9	about the mathematics here.
10	MR. LEWIS: No. I think we will have an
11	opportunity to do that.
12	MR. LINDBLAD: But let me make an observation that
13	everyone is attracted by the concept of performance based
14	regulation and it sounds so good and yet we say when a good
15	performer comes along we will know it.
16	In the past Commissioners have looked for
17	performance indicators and there have been proposed some and
18	they will end up being very subjective and it is awfully
19	tough for quantitative people like those of us in this room
20	to be satisfied forever with subjective measures but I think
21	we are going to have to be.
22	I like performance based regulation but I doubt
23	that we are going to be able to have mathematically correct
24	measures of them and that is going to pursue us beyond just
25	diesel generators but in many other areas as we talk about

- 1 risk-based regulation and performance based regulation and
- 2 the like.
- 3 MR. LEWIS: I have to disagree with you, Bill. I
- 4 think that one doesn't have to throw the baby out with the
- 5 bath water. People sometimes use the word "mathematical" as
- 6 if it were a dirty word by saying that you can't reduce
- 7 everything to the seventh decimal place and, of course, that
- 8 is true.
- 9 On the other hand, I have spent most of my life
- 10 being a professor and I give students grades. I give them
- "A," "B," "C" or "D." I know perfectly well that a high "B"
- 12 student is just as good as a low "A" student more or less
- 13 but you can still draw categories. You can draw lines. You
- 14 can measure things if you are serious about measuring them.
- Of course, in the last analysis for some things
- 16 like beauty, you really do judge it subjectively. It is a
- 17 mixture of things. But one should never abandon the intent
- 18 of performance based regulation which is to measure as best
- 19 you can and use the numbers as best you can just because you
- 20 can't do it perfectly.
- 21 The fight to the extent that it is a fight with
- 22 the NRC staff is one of doing it in a reasonable way instead
- 23 of throwing it out because it isn't perfect. We have the
- 24 same problem in a number of ther areas.
- But on this particular issue, the ACRS letter on

- 1 it as I recall made the point that the real problem is in
- 2 the blackout rule where these numbers, the implementation of
- 3 the blackout rule, where these 0.95 and 0.975 first appear.
- 4 It is that that needs to be fixed and we said that in our
- 5 letter. That has gotten no attention whatsoever from the
- 6 staff or the Commission as I recall.
- 7 MR. SNIEZEK: You may be right.
- MR. LEWIS: That is the crux of the problem.
- 9 MR. LINDBLAD: I agree with you, Hal, and that is
- 10 trying to quantify performance based and yes, that is where
- 11 the problem is.
- MR. LEWIS: Right, and we said that but it has
- 13 gotten no attention.
- 14 MR. LINDBLAD: Yes.
- MR. WILKINS: What has gotten attention is a
- 16 symptom.
- MR. LEWIS: Yes, that is exactly right, because
- 18 there aren't any trained statisticians among the staff.
- 19 MR. WILKINS: I didn't propose that we sit here
- 20 and beat up on Jim as he goes out the door.
- 21 MR. LEWIS: But it is fun.
- MR. WILKINS: Admittedly, it is fun.
- 23 MR. CATTON: It is going to make him appreciate
- 24 more retirement.
- 25 [Laughter.]

1	MR. SNIEZEK: No. You are re-calibrating him is
2	what you are doing.
3	[Laughter.]
4	MR. WILKINS: I would share Jim's comments about
5	tension. There is an inevitable tension. I would like to
6	think of it as a constructive tension. It should not be
7	destructive. To the staff, it should not be destructive, to
8	us or to the Commission or for that matter to the country as
9	a whole.
10	All of us are part-time as you know and we could
11	do lots of other things with our time. Why do we spend it
12	here? Because we feel somehow and this is not measurable
13	quantitatively, I think, that we are doing something that is
14	useful to the agency and to the country.
15	So occasionally when we feel very strongly about
16	something, we get frustrated because there is a lot of
17	inertia in any system and I would say that government
18	systems are perhaps more subject to inertia than perhaps
19	corporate management is accustomed to.
20	So we occasionally get frustrated and maybe even
21	irritated. I have urged and I think my colleagues agree
22	with me that that frustration and irritation should not get
23	in the way of professional discussions, courteous and above-
24	board discussions, of the issues and should not get into
25	discussions about motives or hidden agendas and that sort of

1 thing.

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2 My colleagues agree with me on these points so this is not an issue really for us to discuss. But there 3 will be times when we will say to the staff, "we think you 4 5 are mistaken for these reasons" and there will be some of those times the staff will agree with us, upon reflection 6 they will agree with us or upon reflection, they may come 8 back and say, "Yes, you are right but we are not going to do it anyway for some other reasons" which perhaps may, in fact, take precedence or they may come back and say, "We 11 don't agree with you" and that is the end of it.

I don't know how we resolve the third class and perhaps we as a Committee will have to decide which of those battles we choose to fight further, whether if we perceive we are tilting at windmills, then perhaps we ought to back off and forget it. On the other hand, there have been certain situations in which we have made recommendations to the Commission and the Commission has chosen to adopt the staff position and we have continued to press the issue and ultimately the Commission has come around to our way of thinking.

I am real pleased when we are successful in doing that. A very recent example of that is the Computer Workshop which the Commission has now authorized Research to go ahead and set up with the National Academies, a

- recommendation that we had made a year or so ago or certainly many months ago.
- 3 So we will push particularly in those areas which
- 4 we feel very strongly about. I think that Murley and
- 5 Beckjord and Jordan understand that and I would like Mr.
- 6 Milhoan to understand it as well.
- We are not being unnecessarily irritable or
- 8 annoyed or acerbic or whatever word, pejorative words, you
- 9 want to apply to this but it is an area where we as a
- 10 Committee feel very strongly that the Agency position needs
- 11 to change and we will do what we can to get it to change
- 12 recognizing as all of us do that the Agency is run by the
- 13 Commission and the country holds the Commission responsible,
- 14 or the President holds the Commission responsible and the
- 15 country holds the President responsible for the successful
- 16 performance of the mission of the agency.
- 17 That is enough philosophizing from me. Do any of
- 18 my colleagues have anything further they would care to
- 19 address to Mr. Milhoan or Mr. Sniezek?
- 20 MR. KRESS: Yes. I have only been on the
- 21 Committee for three years but during that time I would like
- 22 to say to Mr. Sniezek that I think our interactions with him
- 23 have always been on a high plane, straightforward and very
- 24 useful and I would like to express my appreciation.
- MR. SNIEZEK: I appreciate that. Thank you very

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- MR. WILKINS: I certainly second that.
- 3 MR. CARROLL: Indeed.
- 4 MR. SNIEZEK: I know Jim Milhoan's interactions
- 5 with you will speak very plainly, tell it the best he
- 6 understands it, may not understand it, like me, sometimes, I
- 7 don't always understand the whole issue, but I will try to
- 8 explain it the way I understand it and sometimes I don't
- 9 have all the facts. It is hard sometimes to ferret out
- 10 truth.
- 11 MR. WILKINS: Oh yes.
- 12 MR. SNIEZEK: And get the whole story and that is
- 13 what we all have to work for, I think.
- MR. WILKINS: Well, Mr. Milhoan, we welcome you.
- 15 MR. MILHOAN: Thank you very much.
- MR. WILKINS: We look forward to working with you
- 17 and Jim, we wish you the best for your future. We hope you
- 18 enjoy yourself.
- 19 MR. SNIEZEK: I appreciate it. Thank you.
- MR. WILKINS: We know you will. Thank you very
- 21 much. We have a few minutes before we need to adjourn for
- 22 lunch and I would propose that we start reviewing the future
- 23 activities agenda item which is number twelve. I think we
- 24 are finished with the record and we can now conclude the
- 25 reported portion of today's meeting.

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[Whereupon, the reported portion of the meeting was concluded at 11:15 a.m.]

REPORTER'S CERTIFICATE

This is to certify that the attached proceedings before the United States Nuclear Regulatory Commission in the matter of:

NAME OF PROCEEDING: 405th ACRS Meeting

DOCKET NUMBER:

PLACE OF PROCEEDING: Bethesda, MD

were held as herein appears, and that this is the original transcript thereof for the file of the United States Nuclear Regulatory Commission taken by me and thereafter reduced to typewriting by me or under the direction of the court reporting company, and that the transcript is a true and accurate record of the foregoing proceedings.

Official Reporter Ann Riley & Associates, Ltd.