

November 5, 1990

MEMORANDUM FOR: James M. Taylor
Executive Director for Operations
FROM: Edward L. Jordan, Chairman
Committee to Review Generic Requirements
SUBJECT: MINUTES OF CRGR MEETING NO. 187

The Committee to Review Generic Requirements (CRGR) met on Wednesday, May 23, 1990 from 1:00-4:30 p.m. A list of attendees is provided in Enclosure 1. The following items were addressed at the meeting:

1. W. Minners, R. Baer and J. Page (RES) presented for CRGR review a proposed generic letter on the resolution of Generic Issue 79, "Natural Convection Cooldown." The Committee supported issuance of the generic letter, subject to a number of revisions to be circulated to CRGR members. This matter is discussed in Enclosure 2.
2. D. Allison and J. Conran of the CRGR staff presented a draft CRGR Charter revision for discussion. The Committee agreed to propose the Charter revision to the EDO, subject to several changes which would be reviewed by the CRGR. This matter is discussed in Enclosure 3.

In accordance with the EDO's July 18, 1983 directive concerning "Feedback and Closure of CRGR Reviews," a written response is required from the cognizant office to report agreement or disagreement with CRGR recommendations in these minutes. The response, which is required within five working days after receipt of these minutes, is to be forwarded to the CRGR Chairman and if there is disagreement with CRGR recommendations, to the EDO for decisionmaking.

Questions concerning these meeting minutes should be referred to Jim Conran (492-9855).

Original Signed by:
Denwood F. Ross

jel
Edward L. Jordan, Chairman
Committee to Review Generic
Requirements

Enclosures:
As stated

cc: See next page

[MIN187.DPA]
*Previously concurred.

CRGR:AEOD* DD:CRGR
JConran:sm DRoss
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Jel
C/CRGR/AEOD
EJordan
/ /90
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5/23/94 → index date

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cc w/enclosures:
Commission (5)
SECY
J. Lieberman
P. Norry
D. Williams
Regional Administrators
CRGR Members

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J. Page
P. Khadambi
J. Conran
D. Allison
D. Ross

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Date

5/14/94

TO: (Name, office symbol, room number, building, Agency/Post)

Initials

Date

BCS P1 37

PDR

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Action	File	Note and Return
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As Requested	For Correction	Prepare Reply
Circulate	For Your Information	See Me
Comment	Investigate	Signature
Coordination	Justify	

REMARKS

This previous Central File material can now be made publicly available.

MATERIAL RELATED TO CA6R
MEETING NO. 187

CC (LIST ONLY) JEAN RATAJE,
PDR L STREET

DO NOT use this form as a RECORD of approvals, concurrences, disposals, clearances, and similar actions

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MATERIAL RELATED TO CRGR MEETING NO. 187
TO BE MADE PUBLICLY AVAILABLE

1. MEMO FOR J. TAYLOR FROM E. JORDAN DATED 4-5-90
SUBJECT: MINUTES OF CRGR MEETING NUMBER 187
INCLUDING THE FOLLOWING ENCLOSURES WHICH WERE NOT
PREVIOUSLY RELEASED:

- a. ENCLOSURE 2
A SUMMARY OF DISCUSSIONS OF A PROPOSED GL on
Resolution of CSI 79 (Natural Convection Cooldown)
- b. ENCLOSURE 3
A SUMMARY OF DISCUSSIONS OF A PROPOSED
CRGR Charter Revision
- c. ENCLOSURE _____
A SUMMARY OF DISCUSSIONS OF A PROPOSED

2. MEMO FOR E. JORDAN FROM E. Dukhad DATED 5-3-90
FORWARDING REVIEW MATERIALS ON A PROPOSED CSI-79,
Unanalyzed Reactor Vessel (PWR) Thermal Stress
During Natural Convection Cooldown
3. MEMO FOR E. JORDAN FROM _____ DATED _____
FORWARDING REVIEW MATERIALS ON A PROPOSED

4. MEMO FOR E. JORDAN FROM _____ DATED _____
FORWARDING REVIEW MATERIALS ON A PROPOSED



Enclosure 1

ATTENDANCE LIST

CRGR Meeting No. 187

May 23, 1990

CRGR Members

E. Jordan
R. Bangert (for G. Arlotto)
J. Moore
F. Miraglia
B. Sheron
L. Reyes

CRGR Staff

J. Conran
D. Allison
D. Ross

NRC Staff

W. Minners
P. Baer
F. Cherney
R. Johnson
J. Page
P. Khadambi

Enclosure 2 to the Minutes of CRGR Meeting No. 187
Proposed Generic Letter on Resolution of GSI 79
(Natural Convection Cooldown)
May 23, 1990

TOPIC

W. Minners, R. Baer and J. Page (RES) presented for CRGR review the proposed generic letter, to be promulgated to licensees for information only (no action or response required). Briefing slides used by the staff to guide their presentation and discussion with the Committee at this meeting are enclosed (see Attachment).

BACKGROUND

The documents submitted to CRGR for review in this matter were transmitted by memorandum dated May 3, 1990, E.S. Beckjord to E.L. Jordan; the review package included the following documents:

1. Draft memorandum (undated), E.S. Beckjord to T.E. Murley documenting the proposed resolution for GSI-79, including attachments as follows:
 - a. Enclosure 1 - "Generic Issue-79, Stress and Fatigue Evaluation of B&W 177 Fuel Assembly Closure Region for NCC Condition,"
 - b. Enclosure 2 - "Generic Issue-79, 10CFR50 Appendix G Fracture Toughness Evaluation of B&W 177 Fuel Assembly Reactor Vessel Closure Region for NCC Condition," including:
 - i. Appendix 1 - "Reactor Vessel Shell Fracture Mechanics Evaluation,"
 - ii. Appendix 2 - "Closure Stud Fracture Mechanics Analysis,"
 - c. Enclosure 3 - Proposed Generic Letter (undated), "Resolution of GI-79 and the Potential Inadequacy of PWR Reactor Vessel Designs Under Natural Convection Cooldown (NCC) Transient Conditions"
2. Draft memorandum (undated), E.S. Beckjord to J.M. Taylor, transmitting 1.a. through 1.c. above.

CONCLUSIONS/RECOMMENDATIONS

As a result of their review of this matter, including the discussions with the staff at this meeting, the Committee recommended in favor of issuance of the proposed generic letter, subject to a number of caveats discussed with the staff at this meeting, as follows:

1. The Committee expressed the concern that the staff's choice of the generic letter (rather than information notice) format, to promulgate the staff's analyses that are the basis for resolution of the NCC issue, might result in licensees or NRC inspectors misunderstanding the staff's intent that no action or response is expected of licensees in this case. The Committee recommended specific changes (see items 4.a-d below) to make clearer in the proposed letter that the staff is not pressing the licensees to do such analyses in their plants at this time, but are only making available guidance on how to perform such analyses, if any licensee wishes to initiate an effort now (to provide a "headstart", if a NCC event involving an unreviewed safety circumstance occurs in the future).
2. The staff should attach to the generic letter finally transmitted to licensees the technical analyses provided to CRGR with this review package.
3. The staff should consider revising the SRP, and/or developing a TI, to incorporate into NRC staff guidance the relevant technical information being provided now to the licensees in this generic letter, to document for staff reviewers in the future the criteria to be applied in deciding whether licensees must submit analyses if NCC events occur at their facilities in the future.
4. The Committee recommended the following specific changes to the proposed generic letter:
 - a. Page 1:

Delete the second sentence in the first paragraph, and move the third sentence to the concluding paragraph of the generic letter. (See item 4.d. below.)
 - b. Page 2:

Delete the last sentence of the first paragraph. Replace with a discussion that notes (i) the (50.73) requirement for submittal of an LER for any event that results in a plant being in a condition outside its documented design basis or in an unanalyzed condition that significantly compromises safety, but (ii) a B&W 177 FA reactor vessel is considered to be within its design basis and in an analyzed condition for NCC events that do not exceed the cooldown parameters covered by the analyses referenced in the proposed generic letter.

c. Page 2:

In subitem (2) of the third paragraph, insert the word "any" in front of the words "reactor vessel".

d. Pages 2&3:

Delete the last paragraph on page 2 and the concluding paragraphs on page 3. Replace with the staff's technical conclusions drawn from the referenced analyses by both B&W and BNL, in a form that makes clear to licensees what the staff's criteria are for requiring licensee analyses in the event of a significant NCC (or, conversely, the bounding NCC parameters for which licensees will not be required to submit analyses in the event of future NCC events). This guidance should be put down for licensees (and the staff) in as simple a summary form as possible, as discussed with the Committee in this meeting (e.g., no need to submit analyses for NCCs of less than "X" degrees F total cooldown, and cooldown rates not exceeding "Y" degrees F/hr).

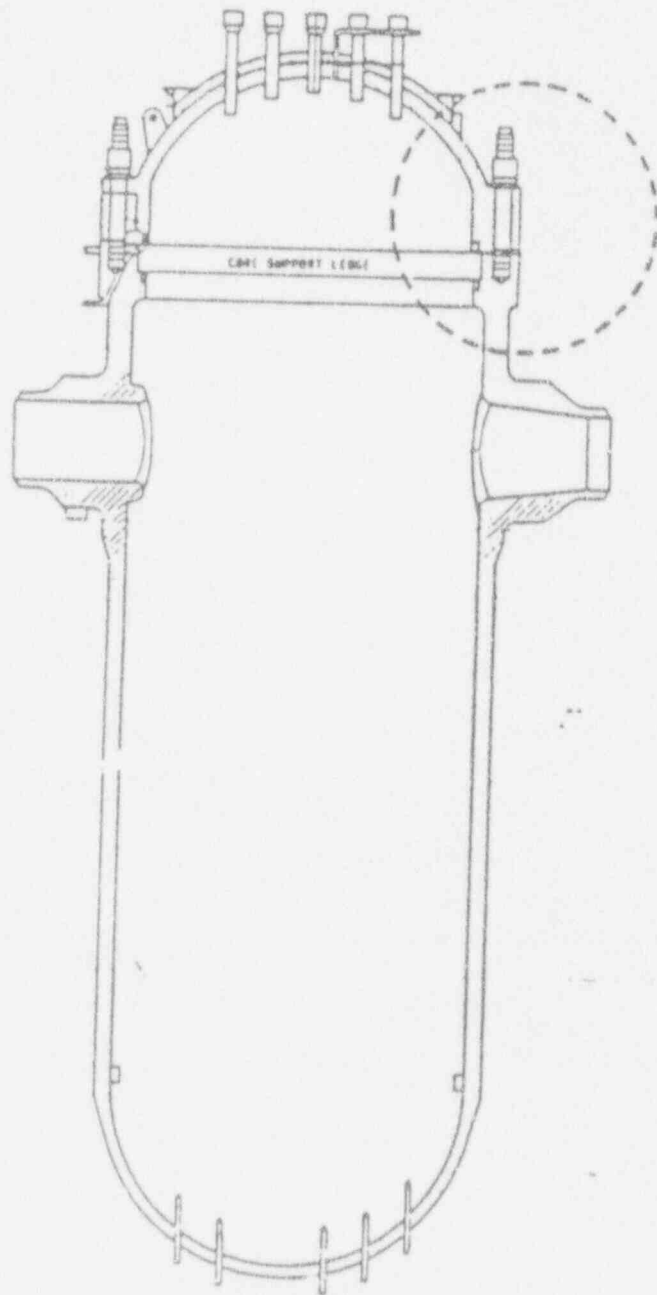
Also, include a statement in the concluding paragraph of the letter that the staff's evaluation of this issue has concluded that no licensee action is needed for safety, but for economic reasons licensees may wish to perform an evaluation in anticipation of a NCC event that exceeds the bounds of the staff's analysis and conclusions set forth described in this generic letter.

All changes made to the proposed generic letter should be coordinated closely with the CRGR staff. If agreement can be reached on the final form of the package to be issued as a result of such coordination, the revised package will be circulated to CRGR members for approval on a negative consent basis, if possible.

GENERIC ISSUE 79
UNANALYZED PWR REACTOR VESSEL
THERMAL STRESS DURING
NATURAL CONVECTION COOLDOWN

- o BACKGROUND
- o ANALYSIS RESULTS
- o RECOMMENDATIONS

*Attachment to
Enclosure 2*



PWR Reactor Vessel

BACKGROUND

- o ST. LUCIE 1 - 6/80
- o GENERIC LETTER 81-21 - 5/81
- o AEOD CASE STUDY AEOD/C101 - 9/82
- o B&W NOTIFICATION - 3/83

BACKGROUND (CONTINUED)

- o IDENTIFIED AS POTENTIAL GI-7/83
- o PRIORITIZED MEDIUM - 7/83
- o ACRS APPROVAL OF PRIORITY - 5/84
- o BWOG REPORT - 10/84
- o BNL CONTRACTED - 6/85
- o MEETING WITH BWOG - 4/88
- o BNL REPORT - 6/89

ANALYSIS RESULTS

MAXIMUM TRIAXIAL STRESS - REACTOR VESSEL SHELL

BWOG	BNL	CODE ALLOWABLE
68,416 psi	80,820 psi	128,200 psi

MAXIMUM AVERAGE MEMBRANE STRESS - REACTOR VESSEL STUDS

BWOG	BNL	CODE ALLOWABLE
38,797 psi	49,013 ^s psi	71,800 psi

MAXIMUM MEMBRANE PLUS BENDING STRESS - REACTOR VESSEL STUDS

BWOG	BNL	CODE ALLOWABLE
69,486 psi	104,027 psi	107,700 psi

ANALYSIS RESULTS (CONTINUED)

FRACTURE TOUGHNESS - RV SHELL

- o CONCERN ONLY BELOW 250°F
- o NOZZLE SHELL COURSE ANALYSIS SELECTED
- o FLAW SELECTED PER ASME SECTION III, APP. G
- o K_{IA} CALCULATED PER ASME SECTION XI, APP. A
- o NORMAL/UPSET CODE CRITERIA SATISFIED

ANALYSIS RESULTS (CONTINUED)

FRACTURE TOUGHNESS - RV STUDS

- o 2 CALCULATIONS FOR K_I
- o COMPARED TO ASME CURVE
- o $K_I < K_{IC}$ AT OR ABOVE 150 F
- o ADEQUATE MARGINS

RECOMMENDATIONS

- o FOR 177 FA B&W > 100°F/HR - REQUIRE LICENSEE TO CONFIRM NO REGULATORY DESIGN STRESS OR FRACTURE TOUGHNESS CRITERIA EXCEEDED

- o FOR W, C-E OR B&W NON-177 - SAME
FA (i.e., BELLAFONTE IS 205) "REPORTABLE" NCC

Enclosure 3 to the Minutes of CRGR Meeting No. 187
Proposed CRGR Charter Revision

May 23, 1990

TOPIC

D. Allison and J. Conran of the CRGR staff presented for CRGR discussion a draft CRGR Charter revision. A copy of the proposal is provided as an attachment to this enclosure.

BACKGROUND

This subject had been briefly discussed at CRGR Meeting No. 180. At that time it was decided that the Charter would not be revised until the results of the regulatory impact survey were known.

CONCLUSIONS/RECOMMENDATIONS

The Committee agreed to propose Charter revisions to the EDO for the purposes of improving clarity, updating to reflect current practices and further recognizing the need to consider cumulative impacts.

The CRGR staff would make a number of changes to the draft revision as discussed at the meeting and provide the resulting document to the CRGR for further review. The following principal points were noted:

- (1) The revision should be in line-in-line-out format rather than creating a new Charter from scratch.
- (2) The revision should emphasize the schedules for implementation of new requirements and cumulative impacts, but should not be highly prescriptive in this regard.
- (3) Meeting minutes should normally be prepared within 10 working days of a meeting.
- (4) Delete the requirement for the CRGR Chairman to compile a list of projected generic requirements. Individual offices are compiling sufficient lists.
- (5) Delete the requirement for a written report, to the Commission, on the EDO's actions in response to CRGR recommendations. This change should be highlighted to the Commission in the final package.
- (6) Determine the status of living schedule policy and revise the figure accordingly.

Revision 4
April 1987

Clear copy

CHARTER
COMMITTEE TO REVIEW GENERIC REQUIREMENTS

Revision 4
April 1987

*Attachment to
Enclosure 3*

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Attachment 1: New Generic Requirement and Staff Position Review Process	
Attachment 2: Procedures to Control Communication of Generic Requirements and Staff Positions to Reactor Licensees	

- APPROVED BY THE COMMISSION JUNE 16, 1982 (SECY-82-39A)
- REVISION 1 APPROVED BY THE COMMISSION (SECY MEMO DTD JANUARY 6, 1984)
- REVISION 2 APPROVED BY THE COMMISSION (COMSECY-86-5, JUNE 20, 1986)
- REVISION 3 APPROVED BY THE COMMISSION (SECY MEMO DTD AUGUST 13, 1986)
- REVISION 4 APPROVED BY THE EDO (MEMO TO COMMISSIONERS, APRIL 6, 1987)

PURPOSE

The Committee to Review Generic Requirements (CRGR) has the responsibility to review and recommend to the Executive Director for Operations (EDO) approval or disapproval of requirements or staff positions to be imposed by the NRC staff on one or more classes of power reactors. This review applies to staff proposals of requirements or positions which reduce existing requirements or positions and proposals which increase or change requirements. The implementation of this responsibility shall be conducted in such a manner so as to assure that the provisions of 10 CFR 2.204, 10 CFR 50.109 and 10 CFR 50.54(f) as pertaining to generic requirements and staff positions are implemented by the staff. The objectives of the CRGR process are to eliminate or remove any unnecessary burdens placed on licensees, reduce the exposure of workers to radiation in implementing some of these requirements, and conserve NRC resources while at the same time assuring the adequate protection of the public health and safety and furthering the review of new, cost-effective requirements and staff positions. The CRGR and the associated staff procedures will assure NRC staff implementation of 10 CFR 50.54(f) and 50.109 for generic backfit matters. The overall process will assure that requirements and staff positions ~~in place~~ to be issued (a) do in fact contribute effectively and significantly to the health and safety of the public, and (b) do lead to utilization of both NRC and licensee resources in as optimal a fashion as possible in the overall achievement of protection of public health and safety. By having the Committee submit recommendations directly to the EDO, a single agencywide point of control will be provided.

may
The CRGR will focus primarily on proposed new requirements and staff positions, but it will also review selected existing requirements and staff positions which may place unnecessary burdens on licensee or agency resources. In reaching its recommendation, the CRGR shall consult with the proposing office to ensure that the reasons for the proposed requirement or staff position are well understood and that the provisions of 10 CFR 50.109, 50.54(f), and 10 CFR 2.204, if applicable, are appropriately addressed by the staff proposal. The CRGR shall submit to the EDO a statement of ~~the reasons for its recommendations~~ *in accordance with IV. D. below.* ~~This statement shall provide a clear indication of the basis for the recommendation and, when appropriate, relate this basis to the provisions of 10 CFR 50.109, 50.54(f), and 10 CFR 2.204.~~

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Tools used by the CRGR for scrutiny are expected to include cost-benefit analysis and probabilistic risk assessment where data for its proper use are adequate. Therefore, to the extent possible, written staff justifications should make use of these evaluation techniques. The use of cost-benefit analyses and other tools should help to make it possible to determine which proposed requirements and staff positions have real safety significance, as distinguished from those proposed requirements and staff positions which should be given a lower priority or those which might be dropped entirely. When such techniques cannot be applied for lack of available, appropriate, or relevant data, other methods will be used.

The EDO may authorize deviations from this Charter when the EDO, after consulting with the Chairman, finds that such action is in the public interest and the deviation otherwise complies with applicable regulations including

9A

CLARITY

10 CFR 2.204, 50.54(f) and 50.109. Such authorization shall be written and shall become a part of the record of CRGR actions. ~~The~~ rulemaking proposal presented to and considered by the CRGR, and ultimately, if presented to the Commission, should include any necessary exemption request with supporting reasons for the proposed exemption.

II. MEMBERSHIP

on a rotational basis

This Committee shall be chaired by the Office Director, AEOD, and it shall consist of, in addition to the CRGR Chairman, one individual each from NRR, NMSS, the Regions, and RES appointed by the Executive Director for Operations and one individual from OGC appointed by the EDO with the concurrence of the General Counsel. The regional individual shall be selected from one of the regional offices, and this assignment shall be ~~considered developmental~~, with a new selection made by the appointing official after that official judges that sufficient experience has been gained by the incumbent regional representative. The CRGR Chairman shall assure that process controls for overall agency management of the generic backfit process are developed and maintained. These process controls shall include specific procedures, training, progress monitoring systems, and provisions for obtaining and evaluating both staff and industry views on the conduct of the backfit process. The CRGR Chairman is also responsible for assuring that each licensee is informed of the existence and structure of the NRC program described in the Charter. The CRGR Chairman shall assure that substantive changes in the Charter are communicated to all licensees.

AEOD will provide staff support. The Committee may use several non-NRC persons as consultants in special technical areas.

New members will be appointed as the need arises. If a member cannot attend a meeting of the CRGR, the applicable Office Director may propose an alternative for the appointing official's approval. It is the responsibility of the alternate member to be fully versed on the agenda items before the Committee.

III. CRGR SCOPE

- A. The CRGR shall consider all proposed new or amended generic requirements and staff positions to be imposed by the NRC staff on one or more classes of power reactors. These include:
- (i) All staff papers which propose the adoption of rules or policy statements affecting power reactors or modifying any other rule so as to affect requirements or staff positions applicable to reactor licensees, including information required of reactor licensees or applicants for reactor licenses or construction permits.
 - (ii) All staff papers proposing new or revised rules of the type described in paragraph (i), including Advanced Notices.

- (ii) All proposed new or revised regulatory guides; all proposed new or revised Standard Review Plan (SRP) sections; all proposed new or revised branch technical positions; all proposed generic letters; all multiplant orders, show cause orders, and 50.54(f) letters; all bulletins and circulars; and USI NUREGs; and all new or revised Standard Technical Specifications.

All staff proposed generic information requests will be examined by the CRGR in accordance with 10 CFR 50.54(f). Except for information sought to verify licensee compliance with the current licensing basis for a facility, the staff must prepare the reason or reasons for each information request prior to issuance to ensure that the burden to be imposed on respondents is justified in view of the potential safety significance of the issue to be addressed in the requested information. CRGR examination of generic letters will include those letters proposed to be sent to construction permit holders. For those plants for which an operating license is not yet issued, an exception to staff analysis may be granted by the Office Director only if the staff seeks information of a type routinely sought as part of the standard procedures applicable to the review of applications. If a request seeks to gather information pursuant to development of a new staff position, then the exception does not apply and the reasons for the request must be prepared and approved prior to issuance of the request. When staff evaluations of the necessity for a request are required, the evaluation shall include at least the following elements *specified in IV B (xi)*.

?

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PACKAGES

- ~~(a) A problem statement that describes the need for the information in terms of potential safety benefit.~~
- ~~(b) The licensee actions required and the cost to develop a response to the information request.~~
- ~~(c) An anticipated schedule for NRC use of the information.~~

B. The CRGR shall consider all licenses, license amendments, approvals of Preliminary Design Approvals (PDAs) and Final Design Approvals (FDAs), minutes of conferences with owners groups, licensees or vendors, staff approvals of topical reports, information notices, and all other documents, letters or communications of a generic nature which are presented

?

- 1. It is expected that the offices will develop internal procedures to ensure that information requests are developed in accordance with 50.54(f)

to reflect or interpret NRC staff positions, unless such documents refer only to requirements or staff positions previously applicable to the affected licensees and approved by the appropriate officials. The following are examples of approved staff positions ~~not requiring CRGR~~ *previously applicable to affected licensees:*

CLARITY

(i) positions or interpretations which are contained in regulations, policy statements, regulatory guides, the Standard Review Plan, branch technical positions, generic letters, orders, topical approvals, PDAs, FDAs, licenses and license amendments which have been promulgated prior to November 12, 1981. Any document or communication of this type shall cite and accurately state the position as reflected in a previously promulgated regulation, order, Regulatory Guide, SRP, etc.

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(ii) positions after November 12, 1981 which have been approved through this established generic review process.

C. For those rare instances where it is judged that an immediately effective action is needed to ensure that facilities pose no undue risk to the health and safety of the public ~~(10 CFR 50.109(a)(1)(ii))~~, no prior review by the CRGR is necessary. However, the staff shall conduct a documented evaluation ~~which includes a statement of the major issues of and reasons for the actions and the basis for invoking the exception.~~ *in accordance with IV B ix below.*

~~The analysis referenced in 50.109(a)(ii) may be conducted either before or after the action is taken and shall be subject to CRGR review. This analysis shall document the safety significance and appropriateness of the action taken and consideration of how costs contribute to selecting the solution among various acceptable alternatives. The CRGR Chairman should be notified by the Office Director originating the action. These immediately effective requirements will be reported to the Committee for information and will be included in the report to the Commission.~~

This evaluation

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- CLARIFY AT THAT LOCATION

CRGR Monthly
For each proposed requirement or staff position not requiring immediately effective action, the proposing office is to identify the requirement as either Category 1 or 2.

Category 1 requirements and staff positions are those which the proposing office rates as urgent to overcome a safety problem requiring immediate resolution or to comply with a legal requirement for immediate or near-term compliance. Category 1 items are expected to be infrequent and few in number, and they are to be reviewed or otherwise dealt with within 2-working days of receipt by the CRGR. If the appropriateness of designation as Category 1 is questioned by the CRGR Chairman, and if the question is not resolved within the 2 working-day limit, the proposed

It is expected that the offices shall develop internal procedures to ensure that the documents and communications referenced above will contain only previously approved requirements or staff positions.

requirement or staff position is to be forwarded by the CRGR Chairman to the EDO for decision.

Category 2 requirements and staff positions are those which do not meet the criteria for designation as Category 1. These are to be scrutinized carefully by the CRGR on the basis of written justification, which must be submitted by the proposing office along with the proposed requirement or staff position.

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• INCLUDE
ADEQUATE
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ALSO

~~Staff proposed generic modifications considered necessary to bring facilities into compliance with licenses or the rules or orders of the Commission, or into conformance with written commitments by licensees, will not require analyses of the type described in Section IV (B)(vii). The proposed action shall be presented to the CRGR Chairman with a documented evaluation including a statement of the objectives of and reasons for the proposed requirement or staff position and the basis for invoking the exception under 10 CFR 50.109(a)(4)(1).~~

E.

The CRGR Chairman shall compile and maintain a list of ^{proposed} ~~protected~~ generic requirements and staff positions based on input from the NRC offices. The CRGR may receive early briefings from the offices on the proposed new generic requirements or staff positions before the staff has developed the requirements or positions and held discussions with the ACRS.

F.

The CRGR may be consulted on any issue deemed appropriate by the CRGR Chairman.

IV.

CRGR OPERATING PROCEDURES

A.

Meeting Notices

Meetings will generally be held at regular intervals and will be scheduled well in advance. Meeting notices will generally be issued by the CRGR Chairman 2 weeks in advance of each meeting, except for Category 1 items, with available background material on each item to be considered by the Committee.

B.

Contents of Packages Submitted to CRGR

The following requirements apply for proposals to reduce existing requirements or positions as well as proposals to increase requirements or positions. Each package submitted to the CRGR for review shall include fifteen (15) copies of the following information:

- (i) The proposed generic requirement or staff position as it is proposed to be sent out to licensees.

3

The requirements of the backfit rule and the Commission guidance for relaxation of requirements and staff positions shall continue to apply.

(This does not apply for adequate protection or compliance backfits.)

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The concurrence of affected program offices on both backfitting and technical considerations or an explanation of any non-concurrences.

- (ii) Draft staff papers or other underlying staff documents supporting the requirements or staff positions. (A copy of all materials referenced in the document shall be made available upon request to the CRGR staff. Any committee member may request CRGR staff to obtain a copy of any referenced material for his or her use.)
- (iii) Each proposed requirement or staff position shall contain the sponsoring office's position as to whether the proposal would increase requirements or staff positions, implement existing requirements or staff positions, or would relax or reduce existing requirements or staff positions.
- (iv) The proposed method of implementation along with the concurrence (and any comments) of OGC on the method proposed.
- (v) Regulatory analyses generally conforming to the directives and guidance of NUREG/BR-0058 and NUREG/CR-3568.
- (vi) Identification of the category of reactor plants to which the generic requirement or staff position is to apply (that is, whether it is to apply to new plants only, new OLs only, OLs after a certain date, OLs before a certain date, all OLs, all plants under construction, all plants, all water reactors, all PWRs only, some vendor types, some vintage types such as BWR 6 and 4, jet pump and nonjet pump plants, etc.).
- (vii) For each ~~such~~ category of reactor plants, an evaluation which demonstrates how the action should be prioritized and scheduled in light of other ongoing regulatory activities. The evaluation shall document for consideration information available concerning any of the following factors as may be appropriate and any other information relevant and material to the proposed action:
 - (a) Statement of the specific objectives that the proposed action is designed to achieve;
 - (b) General description of the activity that would be required by the licensee or applicant in order to complete the action;
 - (c) Potential change in the risk to the public from the accidental offsite release of radioactive material;
 - (d) Potential impact on radiological exposure of facility employees and other onsite workers.
 - (e) Installation and continuing costs associated with the action, including the cost of facility downtime or the cost of construction delay;

ADD UNDERLINE FOR EMPHASIS

*A Backfit Analysis as defined in 10 CFR 50.109.
(This does not apply for adequate protection or compliance backfits.) That is;*

INSERT A

(ix) For each adequate protection or compliance backfit evaluated pursuant to 10CFR 50.109^{(a)(4)}, a documented evaluation including a statement of:

- (a) the objectives of the modification
- (b) the reasons for the modification
- (c) the basis for invoking the compliance or adequate protection exemption.

In addition for actions that were (and therefore issued without prior CRGR review immediately effective, as discussed in III C) the evaluation shall document the safety significance and appropriateness of the action taken and (if applicable) consideration of low costs contributed to selecting the solution among various acceptable alternatives.

INSERT B

- (xi) For each request for information under 10CFR 50.54(F) (which is not subject to exemption as discussed in III A III), an evaluation that includes at least the following elements:
- (a) a problem statement that describes the need for the information in terms of potential safety benefits
 - (b) The licensee actions required and the cost to develop a response to the information request
 - (c) an anticipated schedule for NRC use of the information

- (f) The potential safety impact of changes in plant or operational complexity, including the relationship to proposed and existing regulatory requirements and staff positions;
- (g) The estimated resource burden on the NRC associated with the proposed action and the availability of such resources;
- (h) The potential impact of differences in facility type, design or age on the relevancy and practicality of the proposed action;
- (i) Whether the proposed action is interim or final, and if interim, the justification for imposing the proposed action on an interim basis.
- (viii) For each ~~evaluation conducted~~ ^{backfit evaluated} pursuant to 10 CFR 50.109, the proposing office director's determination, together with the rationale for the determination based on the considerations of paragraphs (i) through (vii) above, that
 - (a) there is a substantial increase in the overall protection of public health and safety or the common defense and security to be derived from the proposal; and
 - (b) the direct and indirect costs of implementation, for the facilities affected, are justified in view of this increased protection.

(a)(2) (ie not adequate protection and compliance backfits)

INSERT A →

- ~~(X)~~ (X) For each evaluation conducted for proposed relaxations or decreases in current requirements or staff positions, the proposing office director's determination, together with the rationale for the determination based on the considerations of paragraphs (i) through (vii) above, that
 - (a) the public health and safety and the common defense and security would be adequately protected if the proposed reduction in requirements or positions were implemented, and
 - (b) the cost savings attributed to the action would be substantial enough to justify taking the action.

INSERT B →

C. CRGR Staff Review

CRGR staff shall review each package ~~for completeness~~ ¹²²⁴. If the package is not sufficient for CRGR consideration, it shall be returned by the CRGR Chairman to the originating office with reasons for such action. Prior notice to the Committee is not needed; however, CRGR members shall be informed of such actions.

- An accepted package shall be scheduled for CRGR consideration; however, scheduling priorities shall be at the discretion of the CRGR Chairman.

- All requests for particular scheduling shall be made to the CRGR Chairman.
- The CRGR staff may obtain additional information from industry and consultants on such proposals, particularly with respect to the cost of implementation, realistic schedule for implementation and the ability of licensees to safely and efficiently carry out the full range of safety-related activities at each facility while implementing the proposed requirement or staff position. The CRGR staff normally ~~shall~~ ^{should} provide a brief summary analysis of each package to CRGR members prior to the meetings.

D. CRGR Meeting Minutes

At each meeting, for each package scheduled for discussion, the sponsoring office shall present to the CRGR the proposed generic requirement or staff position and respond to comments and questions. A reasonable amount of time, within the discretion of the CRGR Chairman, shall be permitted for discussion of each item by committee members. At the conclusion of the discussion, each Committee member shall summarize his position. The minutes of each meeting, including CRGR recommendations and the bases therefor shall be prepared. Minutes ~~normally~~ shall be circulated to all members ~~within 5 working days after the meeting~~ and each member shall have 5-working days to comment in writing on the minutes. It is the responsibility of each member to assure that the minutes accurately reflect his views. All comments received ~~within that period~~ ^{should be} ~~shall be~~ ^{appended to or made} part of the minutes of the meeting.

The Committee shall recommend to the EDO, approval, disapproval, modification, or conditioning of generic proposals considered by the Committee, as well as the method of implementation of such requirements or staff positions and appropriate scheduling for such implementation, which shall give consideration to the ability of licensees to safely and efficiently carry out the entire range of safety-related activities at each facility. The minutes shall give an accurate description of the basis for the recommendations and shall accurately reflect the consensus decision of the Committee. Copies of the minutes shall be distributed to the Commission, Office Directors, Regional Administrators, CRGR Members, and the Public Document Room. ~~The EDO's action taken in response to the Committee's recommendations shall be provided in writing to the Commission.~~

COMMISSION
ITEM

E. Recordkeeping System

~~The AEOD Assistant for CRGR Issues will assure that there is an archival system for keeping records of all packages submitted to the CRGR Chairman, actions by the staff, summary minutes of CRGR consideration of each package including corrections, recommendations by the Committee, and decisions by the EDO.~~

and

as appropriate, relate this basis to 10CFR 50.109, 50.54(k) and 10CFR 2.204 (as discussed in I). They

V. REPORTING REQUIREMENTS

~~The AEOD Assistant for CRGR Issues~~ shall prepare a report to be submitted by the EDO to the Commission each month. The report will provide a brief summary of CRGR activities, ~~including a list of all items that have been sent to the CRGR and their current status.~~ The report shall be distributed to CRGR Members, Office Directors, Regional Administrators and the Public Document Room.

NEW GENERIC REQUIREMENT AND STAFF POSITION REVIEW PROCESS

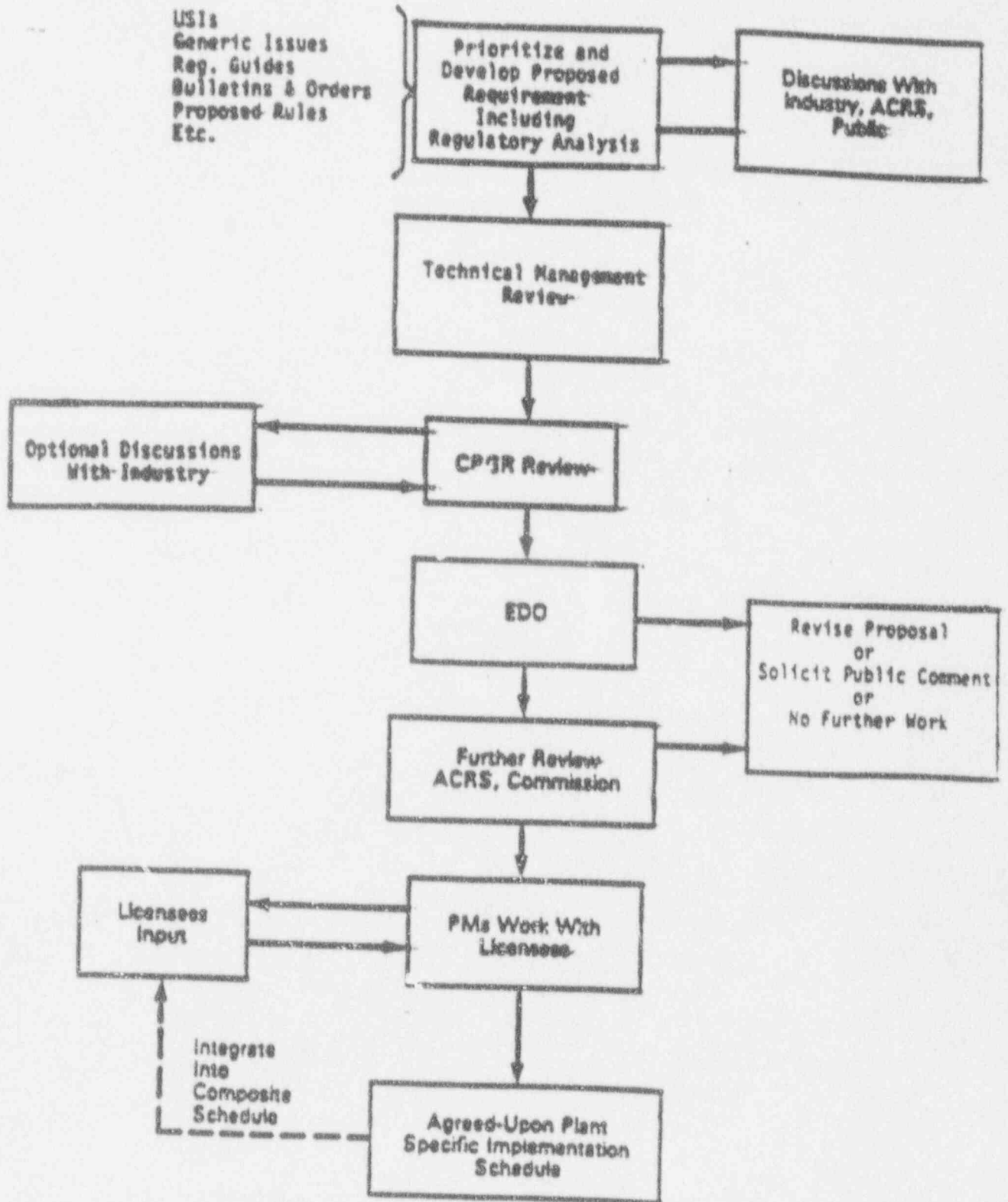
The attached chart is a schematic representation of how new generic requirements and staff positions are developed, revised and implemented.

In the early stages of developing a proposed new requirement or staff position, it is contemplated that the staff may have discussions with the industry, ACRS and the public to obtain preliminary information of the costs and safety benefits of the proposed action. On the basis of this information, the proposing office will prepare the package for CRGR review.

The CRGR may recommend approval, revision, or disapproval or that further public comment be sought. After CRGR and EDO approval, there may be further review by the ACRS or the Commission. Decisions by the Commission are controlling.

Once final approval is received, the individual project managers will normally work with each licensee to develop a plant-specific implementation schedule taking into consideration all of the other requirements and staff positions that are being implemented at each plant.

SCHEMATIC REPRESENTATION OF NEW REQUIREMENTS REVIEW



PROCEDURES TO CONTROL
GENERIC REQUIREMENTS AND STAFF POSITIONS

A. Background

In a memorandum from the Chairman to the Executive Director for Operations dated October 8, 1981, the Commission expressed concern over conflicting or inconsistent directives and requests to reactor licensees from various components of the NRC staff. By that memorandum, the Commission outlined certain recommended actions to establish control over the number and nature of requirements placed by NRC on reactor licensees. These included: establishing a Committee to Review Generic Requirements (CRGR); establishing a new position of Deputy Executive Director for Regional Operations and Generic Requirements (DEDROGR); conducting a survey of formal and informal mechanisms to communicate with reactor licensees; and developing and implementing procedures for controlling communications involving significant requirements covering one or more classes of reactors. In February 1987 the Commission approved a NRC reorganization that, among other changes, placed the CRGR operations under the Office of Analysis and Evaluation of Operational Data (AEOD). CRGR responsibilities and authorities were not directed to change under the new organizational structure; only the organizational location was changed. The following procedures have been established for controlling generic requirements or staff positions and are designed to implement the provisions of 10 CFR 50.109, 50.54(f) and 2.204.

Committee to Review Generic Requirements (CRGR)

Except for immediately effective actions, the CRGR shall review all proposed new generic requirements and staff positions to be imposed on one or more classes of power reactors in accordance with the Charter of the Committee, before such proposed requirements or staff positions are forwarded to the EDO and Commission and imposed on, or communicated for use or guidance to, any reactor licensee.

Office Responsibility

Each office shall develop internal procedures to assure that the following policy requirements regarding reactor licensees are carried out:

- 1) All proposed generic requirements and staff positions to be imposed on power reactors shall be submitted for CRGR review. Such submittals shall conform to the provisions of the CRGR Charter relating to the contents of such submittals. consideration. Table I (attached) provides examples

All generic documents, letters and communications that establish, reflect or interpret NRC staff positions or requirements Table II attached shall be submitted for review by CRGR unless these documents refer only to requirements or staff positions approved prior to November 12, 1981. In the latter case, the previously approved requirement or staff position should be specifically cited and accurately stated. Offices should be careful to

to be imposed on power reactors

Table II (attached) provides examples. These documents

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TABLE I

PRINCIPAL MECHANISMS USED BY NRC STAFF TO
ESTABLISH OR COMMUNICATE GENERIC REQUIREMENTS AND STAFF POSITIONS

Rulemaking¹

Advanced Notices
Proposed Notices
Final Rules
Policy Statements

Other Formal Requirements²

Multiplant orders including show cause orders and
confirmatory orders

Staff Positions³

Bulletins
~~Circulars~~
Multiplant letters (including 10 CFR 50.54f and TMI Action
Plan letters)
Regulatory Guides
SRP (including ranch Technical Positions)
Standard Tech Specs
USI NUREGs



-
- 1 While Rulemaking is an action of the Commission rather than the staff, most rules are proposed or prepared by the staff.
 - 2 The document itself imposes a legal requirement; e.g., regulatory orders or license conditions.
 - 3 Documents that reflect staff positions which, unless complied with or a satisfactory alternative offered, the staff would impose or seek to have imposed by formal requirement.

TABLE III

ADDITIONAL MECHANISMS SOMETIMES USED TO COMMUNICATE
GENERIC REQUIREMENTS OR STAFF POSITIONS

DES & FES

Entry, Exit and Management Meetings

~~Information Notices~~

INSPECTION MANUAL

Licensee Event Reports, Construction Deficiency Reports (Sent to Other Licensees)

NRC Operator Licensing People Contact with Licensees

Phone Calls or Site Visits by NRC Staff or Commission to Obtain Information (i.e., Corrective Actions, Schedules, Conduct Surveys, etc.)

Pleadings

Preliminary Notifications

Press Releases

Proposed Findings

Public Meetings, Workshops, Technical Discussions

Resident Inspector Day-to-Day Contact

SALP Reports

SECY Papers (Some Utilities Apparently Sent Operators to College Based on Recent SECY Paper on Operator Qualifications)

Special Reports

Speeches to Local Groups or Industry Associations

Technical Specifications

Telephone Calls and Meetings with Licensees, Vendors, Industry Representatives, Owners Groups

Testimony